

‘Beyond the List’: A Critical Examination of the Development and
Impacts of Statutory and Non-statutory Heritage Lists on the National
Management of Heritage in England

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Abstract

Beyond the list. This doctoral thesis looks at the National Heritage List for England (NHLE) and ‘beyond’ it, by investigating local listing and placing both in the wider context of heritage management in England. The research critically examines understandings of the balance and distinctions between ‘national’ and ‘local’, ‘expert’ and ‘community led’ views of designated and non-designated assets. It assesses innovations in policy and practice since 2010 and provides a fresh perspective on the direction of travel for heritage management. A collaborative project between Historic England and the University of York, the study combines academically rigorous research with findings applicable for practice.

Over the last decade, Historic England (HE) has commissioned two major reviews of the statutory lists: Cherry and Chitty (2010) and Saunders (2019). Building on the scope of these two reports, this thesis pays greater attention to the non-statutory lists and includes a wider range of participant views: including local stakeholders alongside heritage professionals.

The dual priorities of the heritage sector and academia are reflected in the use of assemblage theory. Participants views are gathered, from a range of perspectives in the assemblage, through focus groups, interviews, and documentary analysis of local authority heritage strategies. On compiling and comparing these views, the research finds implications for four main areas: the coverage of the NHLE, the varying quality of list descriptions, the role of local lists as microcosms of the NHLE, and addressing intangible heritage. The thesis demonstrates that assemblage theory offers a useful perspective for understanding heritage lists in their operational context, highlighting agencies, their interactions, and the resultant evolution of the sector. By conceptualizing lists within the operations of the heritage sector, the findings in this study are relevant to practice whilst contributing to a growing body of heritage research utilizing assemblage perspectives.

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Author's declaration

I declare that this thesis is a presentation of original work and I am the sole author. This work has not previously been presented for an award at this, or any other, university. All sources are acknowledged as references.

The research data and analyses in Chapter 8 (Heritage Strategies) contributed to the publication:

Chitty, G. and Smith, C. (2019). Principles into policy: assessing the impact of Conservation Principles in local planning policy. *The Historic Environment: Policy and Practice*. 10 (3-4), pp. 282-299. DOI: 10.1080/17567505.2019.1652401.

Material on local listing and Article 4 directions has been published under my previous surname:

Price, C. (2018). Enhancing Nottingham's local list. *Historic England Research*. (Spring) pp. 34-39.

Examiners should be aware that I authored the following publication:

Joined Up Heritage Sheffield (2021). *A heritage strategy for Sheffield 2021 – 2031*. Joined Up Heritage Sheffield. [Online]. Available at:
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1 Introduction

The collaborative doctoral partnership between Historic England and the University of York is a defining feature of this PhD project. Academically rigorous research applicable to practice is the aim. Many PhD theses have changed titles and amended research questions by completion; but not this one. The project has been delivered to the advertised title and research objectives as if it were a brief from Historic England, the client.

Over the last decade, Historic England (HE) has commissioned two major reviews of the statutory lists: Martin Cherry and Gill Chitty's works, *Statutory lists: review of quality and coverage* (2010) and *Heritage Protection Reform Implementation – strategic designation* (2009) and, more recently, Matthew Saunders', *Towards a strategy for the future of the National Heritage List for England. Listing: a view from the amenity sector* (2019). This research delivers an academic study examining statutory and non-statutory heritage lists. It builds on the scope of the previous reports by giving greater attention to the non-statutory lists and by including a wider range of participant views. It includes local stakeholder views alongside the views of professionals working in local planning authorities (LPAs), HE, and the wider sector, including amenity societies. By looking 'beyond the list', this research also considers the lists in context, examining their operation within heritage protection and planning.

Context

August 2020 saw the publication of *Planning for the Future* (MHCLG 2020), a white paper announcing government intention to overhaul planning legislation: "Not more fiddling around the edges, not simply painting over the damp patches, but levelling the foundations and building, from the ground up, a whole new planning system for England" (MHCLG 2020, 6). Such major planning reform raises questions about how (or whether) the historic environment will be protected in a new system. As reported to the House of Commons (2021, 94) committee, the white paper offers little clarity on heritage protection. However, the government's plan to radically reshape planning offers a pertinent moment to consider how heritage lists function and opportunities for their future direction. The relevance of this research to current planning debates is illustrated in *The Future of the Planning System*

(House of Commons 2021), a report published in June 2021, where evidence submitted to the enquiry foregrounds: the need for additional protections for sites of local interest; the reliance on the planning system for protection of registered parks and gardens; statutory HERs; and the relationship between development and heritage protection – all issues which are investigated within this thesis. This research is also well positioned to contribute to discussions informing HE’s listing strategy, due to go out to public consultation later in 2021.

Potential legislative change is part of a much longer narrative of gradual evolution, both for the planning system, as Boris Johnson alludes to in the foreword to *Planning for the Future* saying it has been, “patched up here and there over the decades” (MHCLG 2020, 6), and for statutory and non-statutory lists specifically. This research uses Cherry and Chitty’s (2010) report as a launchpad, reviewing the lists from 2010 onwards. Local listing has arguably seen the most dramatic shifts in this period. In 2011, the Localism Act gave rise to a resurgence of interest in local lists as communities were encouraged to engage in protecting local assets, followed in 2012 by locally designated asset protection through the glossary definition of a heritage asset in the NPPF (Jackson et al. 2014, 84). The level of interest in local listing is evidenced through the regular renewals of HE guidance on the topic during the period: produced in May 2012, revised in 2016, and again in 2021. In 2019, the local listing cause was taken up by MHCLG (2021), with £700,000 allocated for county-wide local listing projects, doubled in 2021 to £1.5m with twenty-two successful areas. The data for this research being collected between 2017 and 2020, this is a period of much governmental support for local listing, alongside a more enduring narrative of encouraging public participation in the heritage and planning sectors. Assessing the development and impacts of local lists is therefore an important and timely contribution.

Statutory listing has also undergone shifts since 2010. The reference to Heritage Protection Reform (HPR) in the title of Cherry and Chitty’s (2009) report evidences the change in trajectory away from the *Draft Heritage Protection Bill* (2008) which looked like it would vastly alter the sector, but resulted in no legislative change. In 2011, the official list entries were made publicly available online, signalling greater transparency from HE and enabling an ease of accessibility that is changing the audience of the NHLE. The completed set of selection guides in 2012 reflects the organisation’s transparency, and the introduction of *Enriching the List* in 2016 reflects attempts to embrace the possibilities arising from the change in audience. These two innovations, along with the *Enterprise and Regulatory Reform Act* (2013) provisions, are assessed in this research. The redraft of *Conservation Principles*

(English Heritage 2008), under consultation from late 2017 to early 2018, looked like it would have a significant impact on the management of heritage assets but stalled. Even so, the discussions around values and interests, and elements of significance, influence participants' comments in this research.

Positioned at the intersection between practice and research, this thesis is also contextualised by critical heritage studies. The approach adds to a growing body of heritage literature that uses assemblage theory to analyse the workings of the heritage sector, broadening critiques from a focus on discourse that has been popular, particularly the Authorised Heritage Discourse (AHD) of Laurajane Smith (2006) which has been pivotal in the discipline (Harrison 2018, 1370). The research draws confidence in using assemblage theory due to its applications to heritage by Macdonald (2009), Harrison (2013), and Pendlebury (2013) but goes back to its articulation by Manuel DeLanda (2006) following Deleuze and Guattari (1987), as the source of the theoretical perspective. Assemblage theory advocates investigation of a social entity as a whole, on human and non-human agents, on interactions between assemblages, and particularly on the impact of agency in propelling the ever-fluxing assemblage toward its future. The research therefore differs from previous work that focuses on power relations in heritage management and authorised heritage discourses. Stella Jackson's (2016) study of national and local significance in heritage designation is one such study, offering a different perspective on designation.

The future – of heritage, of heritage management, and heritage studies – is an active debate, recently fuelled by the *Heritage Futures* (Harrison et. al 2020) research project which ran from 2015 to 2019. This thesis considers the future of heritage lists within the context of discussions in critical heritage studies. It draws on ideas developed by authors such as Holtorf and Högberg (see Holtorf 2018; Högberg et al. 2017; Holtorf and Högberg 2014), in combination with assemblage theory, to consider the future of lists without envisaging the future merely as a continuation of the present.

Researcher

The positioning of this thesis as a combination of research and practice is in part a result of the collaborative doctoral partnership, but the desire to fulfil the project in this manner is also due to the researcher.

I was previously a Listed Building Caseworker for the Council for British Archaeology. Before starting the PhD, I also taught in the Department of Archaeology at the University of York so I was already experiencing a hybrid of practitioner and academic perspectives. The advertised PhD appealed to me as it had the potential to continue that mix. The orientation toward producing research outputs with relevance in the heritage sector threads itself throughout the PhD: informing theoretical choices, the methodology, the analytical approach, and resulting in research findings that may hopefully inform the discussions around Historic England's *Listing Strategy* in 2021.

During the PhD research, I worked with Joined Up Heritage Sheffield (JUHS) as a consultant, helping to deliver a community-led heritage strategy. The experience of writing a heritage strategy influences this thesis, particularly Chapter 8 (Heritage Strategies). Although the analysis of the heritage strategies in this research was complete before I started working for JUHS, the chapter is written with the experience of producing such a document: all the realities of timescales, budget, local politics, consultation periods, amendments, client expectations, and orientation to future working relationships with key stakeholders. I understand what it is like to be the practitioner in the assemblage analysed in this thesis. I have empathy with the authors of heritage strategies, or other documents, and recognise that the documents are not the product of a single mind, nor a perfect articulation of an individual's principles, and are influenced by a range of issues and people.

The inclusion of local stakeholders in this research responds to the research aims but is supported by practical experience. Through amenity society casework, the production of a collaborative heritage strategy, and coordinating two church conservation projects, facilitating public contributions to heritage has been central. It is therefore with experience in practice that this research includes local stakeholder views, and with belief in the value of public contributions that equal weight is assigned to all perspectives. Where I advocate public participation in heritage in this research, I do so with the knowledge and understanding of the difficulties of putting this into practice, and experience of the benefits it brings to heritage, society, and individuals.

The broader impact of my experience in practice is that it informs my selection of theoretical frameworks to employ in the research. Critical discourse analysis has been popular in heritage studies, and it was an approach I was familiar with prior to the PhD. Several authors have argued that while the AHD, as defined by Smith (2006), has played an important role in

developing the field of critical heritage studies and highlighting power balances at work in constructing and managing heritage, it has limitations for accounting for external forces influencing heritage and comprehensively considering, “the interconnectedness of things, people and their environments in relation to heritage” (Harrison 2013, 113; see also Pendlebury et al. 2020, 674). This accords with a frustration I felt, rightly or wrongly, with some critical discourse analyses I read as a practitioner. I felt that, sometimes unintentionally, and sometimes even with an acknowledgement that this was not the message, a focus on authorised heritage discourses (AHDs) could be read as practitioners failing to act on their own principles and instead falling in line with hierarchical powers. I felt frustrated that a focus on discourse did not analyse the full extent of the situation, including the restrictive agency of job roles. I sought an alternative analytical framework that would balance these issues. Originally, I thought the research would be led by pragmatic theoretical perspectives and applied policy research methodologies, but in assemblage theory, I found something that I feel is fitting, insightful, and can produce applicable findings for practice. Assemblage theory addresses external issues, recognises non-human factors, and identifies situational influences, moving toward a broader understanding of the multi-faceted operations of heritage.

Finally, my own experience, and interest, in listed buildings is apparent in this research. While there are other good reasons for an emphasis on built heritage for this research – for example, listed buildings and conservation areas being the most frequently encountered designations for the public, listed building consents making up the largest proportion of conservation officer workload, and local lists tending to be built heritage focused – the emphasis in this research toward built heritage is still partly due to my thought patterns, interest, and experience. Researcher biases will be further addressed in the methodology chapter (Chapter 3).

Project

The title, *‘Beyond the List’: a critical examination of the development and impacts of statutory and non-statutory heritage lists on the national management of heritage in England*’ articulates the parameters of this research.

Firstly, the scope of the research covers both statutory and non-statutory heritage lists. Of the National Heritage List for England's (NHLE) statutory designations (listed buildings, scheduled monuments, registered parks and gardens, registered battlefields and protected wrecks), listed buildings and, to some extent, parks and gardens, have come to the fore. Protected wrecks are outside the scope of this research, the issues being of quite a different nature. Conservation areas are included as a statutory heritage management tool: although there is no nationally held list, they are designated under the same legislation as listed buildings (Planning Act 1990) and are mentioned by participants. The non-statutory lists considered in this research are local lists and Historic Environment Records (HERs). The inclusion of both ensures that areas without local lists can be included for an accurate reflection of the national picture. As mentioned above, the research is orientated toward built heritage. This is partly due to the prevalence of listed buildings and conservation areas, and the corresponding familiarity of stakeholders and LPA professionals with these designations. It also aligns the research with previous list reviews (Cherry and Chitty 2010 and Saunders 2019) for comparative purposes. In the formation of Historic England in 2015, 'designation' teams became 'listing' teams, encompassing all designation types. The term 'listing' is used in this research to cover all NHLE assets and local lists; 'designation' is used only when referring to statutory lists.

This research follows on from Cherry and Chitty's (2010), *Statutory lists: review of quality and coverage*. Their report for English Heritage reviewing the lists in 2010 enables this research to focus primarily on the decade 2010 – 2020. Therefore, the 'development and impacts' of lists are interpreted as recent progress and impacts on the present operations of the sector. It is recognised that 'development and impacts' could constitute a historiographical approach to analysing the lists, but this research sets out to assess the current status of statutory and non-statutory lists with a view to informing future policy and practice.

Thirdly, the study focuses on national management in England, fitting with the partnership with Historic England. It is understood that national policies are implemented locally and thus subject to local circumstances, interpretations, and variety in application. The research includes local agents such as stakeholders, planning authority staff, and heritage strategies as examples of the national picture.

Finally, in examining the statutory and non-statutory lists, this research also looks, ‘beyond the list’. Applying assemblage theory as articulated by DeLanda (2006), the research positions heritage lists within a changing sector and recognises the interactions of the lists with various human and non-human agents. The research, therefore, looks at how the lists operate within the sector, or assemblage, to discover implications for their management and their future.

The research aims are to:

- (1) gather and critically examine new understandings of how the balance and distinctions between ‘national’ and ‘local’, ‘expert’ and ‘grass-roots’ views of designated and non-designated heritage assets are changing;
- (2) reassess innovation in policy and practice since 2010, and;
- (3) seek a fresh perspective on the direction of travel for heritage management, within and beyond statutory listing.

The data to address these aims is gathered through six focus groups across three case study areas, twelve interviews, and documentary analysis of twelve local planning authority (LPA) heritage strategies.

The first research aim is met by gathering the views of local stakeholders and heritage professionals, and examining designated and non-designated heritage assets with heritage strategies. The participants representing ‘national’ views are from HE and the wider sector: national amenity societies, professional membership organisations, funders (National Lottery Heritage Fund; referred to henceforth as Heritage Fund), and the Heritage Alliance. LPA professionals and local stakeholders represent local views. ‘Expert’ and ‘grass-roots’ views are also represented by these participants. Questions posed to participants specifically consider both designated assets (the NHLE and conservation areas) and non-designated (e.g. local listing and HERs).

The second research aim is addressed through the selection of three innovations in practice since 2010. These are: the selection guides (set completed in 2012), the *Enterprise and Regulatory Reform Act* provisions (ERRA; introduced in 2013), and Enriching the List (EtL; launched in 2016). Selection guides are internal HE documents that advise listing teams on the parameters for designation. The full set was completed in 2012 and made publicly available online (Historic England, 2017b). ERRA is secondary legislation that came into

force in 2013. The provision within ERRA to exclude parts of buildings from listing is particularly examined in this research, although some participants are aware of the other provisions including local listed building consent orders, national listed building consent orders, heritage partnership agreements and certificates of lawfulness (see Historic England c.2015). EtL was established in 2016. Facilitated by online access to the NHLE a decade earlier, it allows members of the public to add contributions to the NHLE under each list entry. Public contributions are separated from official list descriptions by a dividing banner across the webpage (see, for example, Historic England 2011). An innovative model for a heritage strategy, being community-led, is also included in this research. Questions on each of the three selected innovations are asked of participants, along with a broader question seeking participant identification of major changes since 2010.

The third research aim is addressed through specific questions elucidating participants' views on the future direction of the statutory and non-statutory lists, but also through analysis throughout the transcripts and strategy documents. Ideas on the future direction for heritage management through lists are brought forward in the final analysis, considering the full picture from across the assemblage (Chapters 9 and 10).

Thesis structure

This thesis follows a very simple structure. A literature review (Chapter 2) follows this introduction to set out the context for this research. From there, the methodology (Chapter 3) is explained before five analysis chapters demonstrate how the methodology has been carried out and analyse the data. Chapters 4 – 7 analyse data from each participant group moving from local to national: local stakeholder focus groups (Chapter 4), LPA focus groups (Chapter 5), HE interviews (Chapter 6) and sector interviews (Chapter 7). Chapter 8 examines local authority heritage strategies. The thesis builds toward a discussion of findings across all data sets (Chapter 9) and finishes with a conclusion considering the implications of the findings for research and practice and horizon scanning for emerging trends that may shape the future of heritage management as associated with lists (Chapter 10).

2 Literature Review

This literature review provides an intellectual and historiographical backdrop to the research, relating directly to systems, assumptions, and issues that underpin participants' views in the following chapters. It explores the context for the operations of the present system of heritage listing in England, organising texts under four themes. Each theme is a key feature supporting the designation system and heritage protection measures as they operate in England. The 'how' of heritage is the first theme. It examines how designation has come to be performed as it is today. The focus, aligning with this research, is on the present: explaining the characteristics of the present system through its historical context and exploring recent reform opportunities in the twenty-first century. To make decisions on designation, it must be decided 'what' should be protected. The second theme, the 'what' of heritage examines literature relating to the values-based approach to appraising heritage as adopted in England. It includes exploration of official or authorised values compared to alternative values and the resultant inclusion or exclusion from statutory and non-statutory heritage lists. A third key feature of designation in England is the involvement of the public. The 'who' of heritage section traces increasing advocacy for public participation in heritage and planning and includes literature on public participation in practice and the consequent role of the expert. Finally, designation in England is supported by public funding, requiring justification of the benefits of heritage to society. The 'why' of heritage is the final theme, exploring how social policy and models of public value support heritage as rationales for the existence of heritage protection, and therefore, the enactment of designation. These categories are not exhaustive, nor mutually exclusive, but provide a framework for examining a range of literature. Texts from different sources of production, including government, academic, and sector publications, are discussed together, reflecting the priorities of the research to combining academic and sector thinking.

Before turning to the literature, it is necessary to clarify what is meant by 'the system' for listing, used as a shorthand throughout this chapter. The 'system' broadly refers to how designation is enacted through legislation and policy, how it is defined by the values that underpin it, delivered by people in professional and public roles, and reliant upon support and funding. Some of its high-level attributes are the categories of heritage given protection, the legislation or policy that defines the protection, and the organisations responsible for delivery

(Figure 1). All heritage assets, whether designated or not, are given some weight in planning decisions through the NPPF (MHCLG 2019b), for example, paragraphs 189 – 199 and footnote 63. In addition, there are other tools that LPAs can apply to boost protection: Article 4(1) directions remove specific permitted development rights, local plan policies can add weight in decision-making, as can supplementary planning documents. Also to note, ecclesiastical exemption applies to religious buildings of exempt denominations, meaning heritage assets within this portfolio are administrated through equivalent systems for consent, but the LPA retains control for planning permission.

	MAIN LEGISLATION	CONSENT SYSTEM	DESIGNATED BY	STATUTORY CONSULTEES
SCHEDULED MONUMENTS	Ancient Monuments and Archaeological Areas Act 1979	Scheduled monument consent	DCMS / Historic England	None
LISTED BUILDINGS	Planning (Listed Buildings and Conservation Areas) Act 1990	Listed building consent	DCMS / Historic England	Historic England and national amenity societies
REGISTERED PARKS AND GARDENS	Historic Buildings and Ancient Monuments Act 1953	No separate consent	DCMS / Historic England	Historic England and The Gardens Trust
REGISTERED BATTLEFIELDS	Historic Buildings and Ancient Monuments Act 1953	No separate consent	DCMS / Historic England	Historic England
CONSERVATION AREAS	Planning (Listed Buildings and Conservation Areas) Act 1990	Planning permission required for demolition; no separate consent	Local planning authorities	Historic England in certain cases

NON- DESIGNATED HERITAGE	None	No separate consent	Local planning authorities / no- one
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Figure 1 A basic overview of designations in England. Adapted from Grenville (2016).

The ‘how’ of heritage: the heritage protection system in England

The research in the following chapters analyses current practices in designation and heritage protection. This section provides a backdrop to that analysis by asking: how has the system for designation come to be? Literature on the development of heritage legislation is collated and critically considered, including associated government and public support, categories of designation under different legislative acts, and a heritage protection system based upon assets and sites. With a focus on recent changes in the system, Heritage Protection Reform (or Review; either way, HPR) from the first decade of the twenty-first century is discussed.

It is recognised that broader conservation movements and international philosophies, as articulated in charters and conventions, are intertwined with the development of designation in England. The history of the conservation movement is frequently analysed, especially for the contributions of Ruskin, Morris, and the Society for the Protection of Ancient Buildings (SPAB) to western conservation philosophies (see, for example, Jokilehto 2018 and 1986; Glendinning 2013; Forsyth 1996; Miele 1996). An overview of this narrative is often integrated into literature to show the forebears of conservation in England or Europe (see, for example, Orbaşlı 2017). Conservation philosophies inextricably influence, and are evidenced in, the development of international charters as outlined by Glendinning (2013, 390-414) and Pendlebury (2001), and analysed in greater detail by Araoz (2013) as a former president of ICOMOS. The history of the conservation movement and the course of international charters and conventions are part of a complex set of interactions which influence the formation and development of designation in England. However, it is the literature which more directly frames the designation system that is explored here.

The development of the system

The divide between scheduled monuments and listed buildings is a defining feature of heritage legislation in England which is described as a, “capacious portmanteau” (Delafons 1997, 1). Reflecting the separation of monuments and buildings in the legislation and the distinctions between archaeology and architectural history, authors often focus on one area of heritage protection. For example, Chippindale (1983) and Saunders (1983) a century after the first legislation for scheduled monuments, or Johns (2007) and Pendlebury (2001) for listed buildings and conservation areas. Champion (1996) and Saint (1996) provide the two halves for the same book, showing the equal value of both elements to the system. More recently, Chapple and Fry’s (2014) volumes for English Heritage comprehensively cover the whole system; their research informed Thurley’s (2013) *Men from the Ministry* which praises the experts who designated and protected sites in the twentieth century.

Cooper (2010) argues that literature on the development of a heritage protection system in England usually portrays a progression of weak beginnings strengthened through increasing legislation. Saint (1996) and Saunders (1983) are examples of this. Such narratives are supported by early reactions to the first *Ancient Monuments Act* (1882), including Brown’s (1905) comparisons, which soon after the introduction of protective measures called for their strengthening. When introducing the *Ancient Monuments and Archaeological Areas Act 1979*, Scarre (1979, 220) asserts that, “It is clearly unrealistic to expect that all 19,000 scheduled monuments will be preserved intact, and the scheduled monument consent procedure recognizes this.” This is an interesting insight into the perceived purpose of heritage protection legislation, showing that the 1979 act was not expected, by some at least, to prevent all loss. It contrasts with outcry in the 1990s about listed building protection not preventing demolitions (Lister 1992), and is relevant in current debates around the loss of heritage: while in critical heritage studies there is consideration of accepting loss and curated decay, some in the sector voice concern over HE’s ability to deliver protection with decreased resource (DeSilvey and Harrison 2020; Aldous 2019; DeSilvey 2017). The ultimate goal of heritage protection is questioned through these debates.

While a narrative of strengthened protection through legislation is common for literature from the twentieth century, twenty-first century authors are more likely to highlight flaws in the system. Johns (2007), Kindred (2006), and Pendlebury (2001) each identify the system as incrementally and imperfectly evolved. One of the main facets of the system produced through the gradual addition of legislation is the two-track system for listed buildings and

scheduled monuments. In fact, the system is multi-tracked. The *Historic Buildings and Ancient Monuments Act* (1953) supplies a third track: registration for parks and gardens, and battlefields; and the *Civic Amenities Act* (1967) a fourth, with the advent of conservation areas. Pendlebury (2001) and Delafons (1997), among others, identify this separation as a needless and problematic flaw for the heritage protection system in England. Dual designation, overlapping definitions of asset types, and general complexity are a few reasons why a system under single legislation might be beneficial. The *Draft Heritage Protection Bill* (2008) proposed such a system, but its shelving means that the system today still works around divided legislation.

The period 2000 – 2008 can be roughly equated with the period of heritage protection review (HPR hereafter). *Power of Place* (2000), *The Historic Environment: a force for our future* (DCMS 2001), *People and places: a social inclusion policy for the historic environment* (DCMS 2002) and *Heritage Protection for the Twenty-first Century* (DCMS 2007) were four key documents considering the future of the heritage protection system in England. The aim of HPR was, for some, an entire overhaul: an opportunity to redefine heritage and question its theoretical underpinnings. Smith and Waterton's (2008) critique of HPR and *Heritage Protection for the Twenty-first Century* (DCMS, 2007) expects much, perhaps along more academic lines that a government reform was ever going to achieve. Others recognise statements in documents such as *Power of Place* as rhetoric or “lofty pronouncements” (Pendlebury 2015, 433) and that some practitioners were seeking clarity and simplicity rather than overhaul (Cowell 2008; Johns 2007).

The review culminated in the *Draft Heritage Protection Bill* (DCMS 2008) which was shelved before parliamentary discussion due to the 2008 financial crisis. HPR arguably led to changes in the system despite the shelving of the bill, especially the National Heritage List for England (NHLE) being presented as a unified list regardless of the legislative divides that underpin it (Bowdler 2017, pers. comm. 3 May; Jackson 2016, 78). The lapsed attempt at legislative reform casts its shadow over the views held by participants in this research, making any renewed effort at systemic change appear a risk of effort, and asserting the primacy of economic issues over heritage.

HPR also marks a turning point for questioning the role of legislation in heritage protection. Delafons (1997) characterises the nineteenth century as questioning whether heritage *should* be protected through law and the twentieth century as questioning *how* to protect heritage

through law. The twenty-first century could be seen to continue this pattern, now questioning whether more regulation equates to a better system (Cooper 2010) and, seeing limited opportunities post-HPR for legislative change (although the Enterprise and Regulatory Reform Act is an exception), the sector turns to alternative mechanisms beyond legislation to impact practice. Local lists, Heritage Action Zones, and Enriching the List are all programmes that have been recently introduced or reignited without change in legislation.

The rise of heritage legislation in the nineteenth and twentieth centuries is linked to shifting public opinion, as well as notions of public benefit and increasing acceptance of regulatory intervention. Pendlebury's (2009) *Conservation in the Age of Consensus* is a key text considering the current of popular support, but Delafons (1997) also charts a similar paradigm. While Pendlebury is confident in public support, Delafons sees the picture as more open to change. These views are of interest in light of more recent assertions. Historic England's strategy (2021a, 4) states under the heading 'engaging with more voices'; "It is exciting to see heritage emerging as a mainstream concern. It is starting to gain the recognition it deserves as one of our greatest national assets." Arguably, according to Pendlebury, conservation has had public support for some time. However, in the twenty-first century perhaps public support is equated with engagement. An increasingly permissive planning system requires greater public cooperation and is more reliant on voluntary conservation efforts. One of Historic England's (2021a, 6) areas of focus in 2021 is to, "inspire and equip people to take action in support of the places they care about." This statement feels like a return to the public caring for heritage rather than assuming legislation will cater for its protection.

As the system of heritage protection has developed, so too has the definition of heritage to be protected. Initially, the *Ancient Monuments Act* 1882 included a very limited scope: uninhabited, mostly prehistoric, and monumental. Gradually the system has grown to encompass inhabited buildings, conservation areas, more recent periods of architecture, and vernacular and industrial heritage. More recently, the focus has been on diversifying the NHLE. In the 2010s research on the heritage of minority groups was prioritised; for example, a survey of Buddhist buildings in 2016, a thematic survey of mosques in 2017, and research into LGBTQ heritage places (Historic England, 2016c). On the one hand, this may be seen as positive action to work outside of the Authorised Heritage Discourse (AHD, see introduction and *Constructivism and the AHD*, below) on the other, the focus of minority heritage in isolation and as an 'alternative' to the mainstream might be interpreted as perpetuation of the

discourses. In this area, the development of the system still has some way to go. The system is still developing to be inclusive, representative, and further the definition of heritage.

Intangible heritage is an area of very limited interaction with the designation and management of heritage (see Djabarouti 2020; Brown 2005; discussed further in the ‘what’ section of this review). It may be the next area for broadening the system.

Characteristics of the present system

Today’s system is mainly based on protections for individual assets rather than areas. Pendlebury (2001, 291) identifies this as a weakness, particularly for sites that comprise multiple assets. Conservation areas, Areas of Outstanding Natural Beauty and National Parks go some way to conserving areas, the latter two being landscape, rather than heritage, designations. Characterisation and historic urban landscape (HUL) approaches offer alternatives to asset-based management, but having no statutory power, they have not become mainstream methods for planning considerations in England. A programme of Historic landscape characterisation (HLC) was carried out from 1993 (Historic England 2018b). It developed roughly in parallel with the *European Landscape Convention* (Turner 2006; Council of Europe 2000). Publications between 2003 and 2008 show a point of review for the system, and also the influence of Graham Fairclough and the English Heritage programme (Fairclough 2008; Schofield et al. 2008; Turner 2006; Grenville and Fairclough 2005; Aldred and Fairclough 2003). Although a 2005 special issue of *Conservation Bulletin* frames characterisation more widely, and methods have been adapted to urban historic characterisation, extensive urban survey, and historic area assessment, area-based research had more impact with landscape sites. HLC interacts with Landscape Character Assessment and Historic Land-use Assessment from other disciplines, showing the interconnectivity between landscape and heritage (Fairclough and Herring 2016; Herring 2009). This connectivity emerges as a theme in this research. Although advocated through a UNESCO recommendation (2011), HUL has had less impact on practice in England. It is more widely applied in a European context (Bandarin and van Oers 2012). In England, the asset-based system for heritage protection prevails.

The system has developed to comprise of statutory designations and non-designated heritage assets. Local lists are examined by Jackson (2016) and, to a lesser extent, by Cherry and Chitty (2010) and Saunders (2019). Pendlebury’s (2014, 335) overview of the heritage protection system also briefly summarises local designation and non-designated assets. However, local lists have not been a focus of research and, therefore, the relationship

between statutory and non-statutory lists has yet to be fully explored. This is a key area where this research provides an original contribution to current literature.

As Pendlebury's (2013) boundaries for the 'conservation-planning assemblage' highlight, heritage protection in England is largely enacted through the planning system (see also Pendlebury et. al 2020). These means that post-designation, assets are managed through a complex system of planning laws which merit regularly-updated legal perspectives (such as Harwood 2012; Mynors 2006; and Suddards and Hargreaves 1996). More recently, Goatley and Pindham (2019), and Hewitson (2019) review the interactions between legislation, policy, and case law, showing the intricacies in implementing heritage protection for assets on the statutory and non-statutory lists. Some issues arise in this research, particularly around the application of the ERRRA provision for excluding parts of buildings from listing, and where the only protection for designated assets, such as registered parks and gardens, battlefields and local designation is through planning policy.

The role of the National Amenity Societies is another key feature of the present system in England. Overviews of the introduction of the amenity societies, particularly the six now recognised as the National Amenity Societies, can be found by Wilkinson (2006), Stamp (1996) and in Glendinning's (2013) history, along with the societies' own publications. Their role becoming statutory in 1972, their rise in authority mirrors the gradual strengthening of legislation in the twentieth century. The National Amenity Societies also evidence longstanding public voluntary engagement in heritage (Wilkinson 2006). Amenity societies are valued stakeholders in the current heritage protection system, as the commissioning of the Saunders' report (2019) to capture their views on the future of the NHLE shows. This research also includes participants from the national amenity societies.

Pressing issues today

The COVID-19 pandemic, Brexit, and the aftermath of the 2008 financial crisis set the scene for heritage management in the 2020s. Economic circumstances and political attitudes are a focus of recent literature. In an interview with Patterson (2013), Simon Thurley, then the Chief Executive for English Heritage, speaks about jobs and resources; "basically, we're stuffed". This pessimistic statement foreshadows the split of English Heritage into the charity of the same name and Historic England in 2015, exemplifying the large changes in practice that manifest from government funding cuts. While the 2008 financial crash might seem a while ago, the economic downturn through the 2010s continues to impact practice, as

Aldous's (2019) outcry at HE strategies, and Morel and Dawson's (2019, 247) host of statistics on funding cuts to LPAs, show. Pendlebury and Veldpaus (2020) and Schlanger (2016) cite a retraction of the state as a major impact of the recession. Such withdrawal of government intervention brings some opportunity for local people to harness heritage for their own purposes (Pendlebury and Veldpaus 2020; Janssen et al. 2017); however, it also weakens the powers of LPAs. This research gains local stakeholder and LPA views on the present system.

Brexit – the referendum, the process of leaving, and exiting the European Union – have been a political backdrop to heritage management, particularly around differing conceptions of national heritage and highlighting social schisms (Pendlebury and Veldpaus 2018; Flatman 2017). Concepts of a singular national heritage and representations of heritage have been brought to the fore by debates around 'contested heritage'. The Black Lives Matter movement created a surge of activity, particularly around statues, bringing the debate firmly into the public and media domains (see, for example, Masani 2021; BBC 2020; Jannesari 2020; Kennelly and Wertheimer 2020). HE had to react quickly in 2020 to issues of contested heritage across the country which previously rumbled below the surface with occasional single-site issues. They responded with an action list for LPAs amongst other advice (Historic England 2020a).

Government support for deregulation is another key issue for heritage management in the 2020s, and one which is raised through this research. Increases in permitted development rights, steadily growing through the NPPF era, concern the heritage sector and raise questions of how heritage would be protected within a permissive planning system. The white paper, *Planning for the Future* (MHCLG 2020), proposes an overhaul to the planning system with a move to a zonal system of 'growth', 'renewal' or 'protected' areas. The consequences of this or the details of the potential changes are yet to be seen.

Finally, but importantly, the climate crisis is starting to shift heritage management practices too. The theme of *Heritage Counts* in 2020 was 'Know your home, know your carbon', with heritage and the environment added to the reports focusing on the economy and society (Heritage Counts 2020b). With government targets to cut carbon emissions and stronger targets from other organisations (Church of England 2020; National Trust 2010), practice is fast changing for heritage, and research and advice must stay ahead to produce well-informed results. The contribution of heritage towards the United Nations Sustainable Development

Goals is advocated by ICOMOS (2020), demonstrating the role of heritage in international environmental and sustainability agendas. The literature emerging on this topic, including references in sector-produced documents, is expanding rapidly.

The ‘what’ of heritage: defining heritage and a values-based system

The process of adding to a heritage list involves defining heritage and assessing how it has value to the nation (NHLE) or locality (local lists). This section collates research that considers the values-based system for heritage protection and literature that considers definitions of heritage through inclusion or exclusion on heritage lists. It brings together government-produced texts with planning and heritage literature.

Significance, importance, interest and values

The systems in England for designation and management of heritage assets are underpinned by identifying ‘national importance’ (Ancient Monuments and Archaeological Areas Act, 1979) ‘special interest’ (Planning Act, 1990) or ‘values’ (English Heritage 2008), broadly conceived as ‘significance’ in the NPPF (MHCLG 2019b). Categorising the value of heritage to justify its protection is not a new concept (see Kalman 2014; Clark 2010; Avrami, Mason and De la Torre 2000; and Delafons 1996). Sir John Vanbrugh’s early eighteenth-century rationales for saving Woodstock Manor closely relate to the criteria defined in *Conservation Principles* (English Heritage 2008). In a plea to keep the ruins of the manor, Vanbrugh makes claims, “for their Magnificence, or curious workmanship”, which *Conservation Principles* might describe as aesthetic value and technical historic interest, or possibly evidential value about past craft techniques. He also lists what is referred to in *Conservation Principles* as historic associative values with people and events; “They move more lively and pleasing reflections on the Persons who have inhabited them”, “On the remarkable things which have been transacted in them.”, “Or the extraordinary occasions of erecting them.” (Quoted in Delafons 1997, 10). There have been a series of efforts at categorising the values underpinning heritage protection. Arguably the earliest such framework is that of Riegl (1903) and more recent examples include Lipe (1984), Feilden and Jokilehto (1998) and Fredheim and Khalaf (2016); see also Mason (2002, 9) for a discussion. Vanbrugh’s comments and the multiple models for categorising highlight that the formal criteria for importance, interest, or value in the English system are each just one way of categorising value. The official systems are established to try to reflect what people value about heritage

while creating a neat boundary between what is heritage and what is not for management purposes. They are systems created to, “provide modes of action in the face of disorderly reality” (MacDonald and Morgan 2018, 21) enabling protection or management of heritage. The same is true for the criteria drawn up for local lists. These criteria also impact the values of assets which are not designated: creating unauthorised values (Heinich 2011) or the concept of ‘insignificance’ (Ireland, Brown and Schofield 2020).

Acknowledging that concepts of value are various, it is also important to note that the assumptions behind official values have implications in practice. A disjunct in value categories with noticeable implications in practice arises through the adoption of *Conservation Principles* alongside the retention of the Planning Act (1990). *Conservation Principles* was prepared in expectation of revised legislation through the *Draft Heritage Protection Bill* (DCMS 2008). That never occurring, the resulting situation is that development management teams in Historic England can take architectural, historic, evidential, and communal values into account in their practice while teams responsible for designating assets are still bound by the legislative term: “special architectural or historic interest” (Planning Act, 1990). The values in *Conservation Principles* can be seen to reflect more recent international thinking (Chitty and Smith 2019; Emerick 2014, 186) placing the Planning Act (1990) as more outmoded. Discussions in this research on values, particularly from HE participants, reflect this duality of current practice.

The concepts of significance, values and authenticity have been, and still are, shifting. Some of the clearest evidence of this is through international charters and conventions, which have gradually moved from a focus on monumentality, the physical object, rarity, and high status heritage, toward people, everyday significances and mutable values (Araoz 2013; Waterton 2010; Smith 2006). Historically established concepts behind the Athens Charter (1931), Venice Charter (1964) and the World Heritage Convention (1972) have been challenged. For example, the Nara document (1994) questioned a western view of authenticity, the Burra Charter (1979; 1999; 2013) raised social value, and the European Landscape Convention (2000) and the Faro Convention (2005) turned toward the central involvement of people. However, some argue that the thinking behind these older conventions still lingers in conservation practices today (Waterton 2010, Smith 2006). This can be seen in the focus on physical aspects of heritage retained by the Planning Act’s (1990) “special architectural or historic interest”. Furthermore, in 2001, Pendlebury (2001, 292) notes that it is much more common for sites to be listed due to their architectural importance, signalling a prioritisation

of physical and monumental. However, by 2017, Bowdler (R Bowdler 2017, pers. comm. 3 May) acknowledges that while this was the case in the past, there has been a shift to more equal designation for either value. The result of this is that sites that previously might not have qualified for designation, but may have been given a blue plaque instead, are now on the National Heritage List for England. An example is John Lennon's childhood home, a semi-detached house in Liverpool which was listed in 2012 (Historic England, 2012). These additions to the national list mark a shift from the privileging of architecturally unique examples to accepting the broadest use of the term historic interest found in the legislation, mirroring the international paradigm. Djabarouti (2020, 1) argues this is part of a "steady dismantling of a material focus" but given that much heritage management is located within the planning system and is set up to protect physical assets, it could only be the very beginning of such a trend.

It is also widely acknowledged that the earlier international charters espoused a western or Euro-centric viewpoint, which has become embedded in management systems throughout the world (Boyd et al. 2005, 108; Waterton 2010, 36). The 'Global Strategy' launched in 1994 by the UNESCO World Heritage Committee recognised western bias and sought to create a more representative World Heritage List due to the disproportionate number of sites illustrating European cathedral cities and western, built heritage more generally. Furthermore, the common understanding implied by, 'outstanding universal value' in the World Heritage Convention is much challenged (see, for example, Waterton 2010, 53; Cleere 1996, but for support of universality see Solli 2011, 47; Arizpe 2000, 33). For Byrne (1991) and Smith (2006), a hegemony of Western discourse still pervades international charters. They see it as a deliberate assertion of power over other ideologies, continuing to privilege the Western European view by elevating certain types of heritage over others. Waterton (2010, 36) contrasts their views with her own, agreeing with the impact, but not the intent. Whether intentional or not, these embedded ideologies need to be recognised and challenged in the present system in England. As Byrne (1991, 273) remonstrated in 1991; "What is missing in the consciousness of heritage management practitioners generally: an understanding of the values underlying the Western management ethos and an openness to alternatives". This statement is evidenced by Clark (2006, 59) commenting that a central phrase within English heritage legislation, 'architectural and historic interest' is rarely discussed, even at a point when the Heritage Protection Review (HPR) was underway. Furthermore, unreformed legislation, such as the Ancient Monuments and Archaeological Areas Act (1979), retains the

concept of a unified ‘national importance’ simply because it was written before the concepts of universality were widely challenged.

Key differences between the legislation and policy governing heritage management in the UK and international thinking are the inclusion of social value and the acceptance of plurality and mutability of values. Social values, plurality and mutability of values are underpinned by the notion that the object itself does not hold value: “the constructivist turn” as labelled by Solli (2011, 44). These ideas hold widespread familiarity and are referred to as diverse or multiple values, plurality, flux and shifting of values, cognitive or social construction and investing or attaching meaning (Jones 2017; Kalman 2014; Pendlebury 2009; Cherry 2007; Mason 2006; Boyd, Cotter, Gardiner and Taylor 2005; Darvill 2005; Avrami, Mason, de la Torre 2000). Throsby (2000, 28) highlights the postmodern nature of the perspective, where values are not intrinsic or inherent to an object but socially constructed, context-dependent, and potentially different from each individual’s perspective. *Conservation Principles* is an official document that is an exception to this through its inclusion of ‘communal value’, showing influence from ‘social value’ in the Burra Charter (Emerick 2014, 186). It was written with a purpose to fill a perceived gap in the English system (Chitty and Smith 2019; Drury 2009, 8); however, it is only a guidance document.

Earlier discussion and acceptance of social values, and multiple values, was brought about in Australia due to numerous empirical examples of competing interest in historic places. Boyd et al. (2005, 91) argue that contested interests are strongest where there are several cultural groups, and governance is dominated by one of those groups. Texts dealing with social values within an indigenous context are not discussed here: primarily because it is not an issue that arises in a directly comparable manner in England, and also because the communities that place social value on heritage do not have to be categorised through nationality or ancestry. As Clark (2010, 92) points out, “value in heritage is often contested, whether or not there is an indigenous minority”.

Intangible heritage

The separation of heritage values from a physical object also allows for the recognition of intangible heritage, a subject for which there is a relevant international charter (UNESCO Convention on the Safeguarding of the Intangible Cultural Heritage 2003), a dedicated journal (International Journal of Intangible Heritage) and much literature (for example, Akagawa and Smith 2018; Hafstein 2018; Smith and Campbell 2018; Lira and Amoêda 2010;

Smith and Akagawa 2009; Brown 2005). There is much less literature on intangible heritage specific to a UK context, although see Harrison (2019), Howell (2013), Hassard, Waterton, and Smith in the same volume (2009), and McCleery et al. (2008). An overview of intangible heritage literature is not attempted here, as the research focus is mainly on the built historic environment. However, the absence of intangible heritage in England's heritage management system is a recurrent theme. England's national legislation, policy and guidance do not cover intangible heritage; it is left to organisations such as the Heritage Fund to create their own practices and guidance to incorporate it (Heritage Fund 2021a). This can be compared to the approach in Scotland, where the strategy for the historic environment (Scottish Government 2014) includes tangible and intangible heritage, supported by a policy statement (Historic Environment Scotland, 2020). Literature which examines the overlap between intangible heritage and the built environment is also relevant, highlighting the nuances between tangible and intangible (see, for example, Djabarouti 2020; Janssen et al. 2017; Pocock, Collett, Baulch 2015). Janssen et al. (2017) approach the issue of stories at sites through placemaking and working with communities, handling the topic well. However, other work leads toward a grey area of "intangible heritage of buildings" (Djabarouti 2020), and as Smith and Campbell (2018) highlight, as all heritage values are intangible, this risks conflating values with intangible heritage, adding further confusion. The research in this thesis analyses professionals' views on intangible heritage focusing on the relationship to designation and heritage lists. This complements Djabarouti's (2020) work from the perspective of architects and heritage managers on site-specific work, and Ludwig's (2016) conclusions on incorporating intangible heritage into local planning practices.

Constructivism and the AHD

Much of the literature written in the twenty-first century upholds a constructivist view and supports an approach to heritage management based upon significance. However, some authors do not advocate the separation of object and value, or not to the same extent, and some seek new approaches. While Byrne (2008), Smith (2006) and Dicks (2000) argue that heritage is processes rather than objects, Clark (2005, 317) argues that the physical object is essential and should be conserved so that new meanings can be created. It is also interesting to note a perspective from the discipline of history of art where the agency of the artist, through their intentions to convey meaning in an object, adds an impetus to imbue objects with value or identify meaning creation in interactions with objects (see, for example,

Koerner and Rausing 1996). Walter (2014) argues for a move away from values towards an approach based upon narrative.

Alongside the popularity of constructivist views, and “fashionable” (Holtorf 2010, 43) discussions around value in the 2000s, Laurajane Smith’s *Uses of Heritage* (2006) and the advent of the authorised heritage discourse (AHD) have made “an important contribution to the development of heritage studies” (Skrede and Hølleland 2018) in the twenty-first century. The separation of meaning from physical objects has allowed discourse to become a mode of creating meaning for heritage in itself. AHD denotes heritage management practices that privilege certain aspects of heritage, such as materiality, grandeur, and representing upper classes of society whilst suppressing wider definitions of heritage, diversity, and counter-cultural views. The AHD has however, as Pendlebury (2013) and Ludwig (2016) argue, been subtly refined since Smith’s (2006) articulation of its characteristics. AHD is widely used as a lens to view heritage management practices, and discourses analyses in heritage studies have followed the broader constructivist trend to become a popular method of analyses (Wu and Hou, 2015; Waterton 2010). Some authors (e.g. DeLanda 2006) feel that discourse has been given too central a focus, and in heritage studies, some authors are thinking critically about such approaches (Skrede and Hølleland 2018), or are advocating a range of alternatives (see Harrison 2018).

Application in practice

Even though research on values has been around since at least the 1990s (Mason 1999; Johnston, 1992) and recognition of the importance of assessment of significance was asserted in 1978 (Morato and Kelly 1978, 1; quoted in Mathers, Darvill and Little 2005, 16) the level of successful application of values-led approaches in practice can be questioned. Solli (2011, 44) argues that while values-led approaches are popular as “academic doxa”, they have not had the same level of impact on the management processes for heritage (see also Mathers, Darvill and Little 2005, 13). Ahmer’s (2020) investigation of the application of Riegl’s values suggests there is still work to be carried out in transferring ideas to practice. Bluestone (2000, 65) called for researchers to be “less abstract to contribute usefully to the policies and decisions made by conservators and cultural administrators” in 2000. Others recognise the challenge; “our imperfect ability to corral this difficult and dynamic phenomenon” (Mathers, Schelberg, Kneebone (2005, 181). However, there is some evidence that the consensus view, “object focused is no longer appropriate” (Pendlebury 2001, 312) has influenced change toward value-led processes of understanding and managing heritage and involving people. In

England, Clark (2005, 320) pinpoints work in the early 2000s by large organisations in the heritage sector taking up value-led approaches, most notably the Heritage Lottery Fund (now Heritage Fund) encouraging conservation plans, and supporting communities in identifying the value of heritage themselves, the National Trust creating statements of significance for their properties, and the aforementioned work of English Heritage on *Conservation Principles* (2008). More recently, wider criteria for local lists (Jackson 2016) show a value-led approach and the opportunity for Enriching the List (EtL) to record social values is explored in this research.

Heritage and nature

Another boundary relevant to parts of this research is the separation of natural designations and heritage designations. This is a long-standing issue, with the artificial boundary and the implications for management of sites being recognised in literature (for example, France and Mahon 2017; Harrison 2015; Speed et al. 2012; Lowenthal 2006), and in practice by the World Heritage committee's creation of 'mixed' sites to add to their natural or cultural categories. While the majority of this research is focused on the built historic environment, the link to natural environment designations becomes clear and the division of management practices and designations between Historic England and Natural England a potential source for inspiration, collaboration, or gaps in protection.

The 'who' of heritage: involving people

This section of the literature review contextualises the increase in public engagement practices, exploring their developing in the heritage sector in relation to changes in the planning sector and in government discourses, rhetoric and policy. It also reviews critiques of government positions (Pendlebury 2015; Waterton 2010; Smith and Waterton 2008; Kindred 2006), literature concerned with application in practice (see, for example, Chitty 2016; Hewitt and Pendlebury 2014), critiques of participative practices (Smith 2006; Waterton 2010), and the role of the expert (Schofield 2014, 2009; Thomas 2008). The often silent 'who' is discussed as recent literature calling for engagement with the future, or future generations, is reviewed (Harrison et al. 2020; Högberg, Holtorf, May and Wollentz 2018).

The development of public engagement

Many authors, over several decades, have advocated greater involvement of the public in decision making in heritage management (see, for example, Pendlebury 2015; Clark 2010; Mason 2006; Boyd et al. 2005; Clark 2005; Operation Heritage 2004; Johnston 1992). Some of the earliest evidence of public engagement considerations is from Australia, where issues of significance, shown in the Burra Charter (ICOMOS Australia 1979; 1999) and James Semple Kerr's *The Conservation Plan* (1982), run parallel with aims to include people in heritage decision making (see Johnston 1992). Clark (2010, 91) marks the relationship between significance, social value and public engagement as a logical progression: acceptance of multivocality and the possibility of conflicting values leads to questioning whose values are being protected and how to take account of people's views in management (Pendlebury 2015; Cherry 2007; Mason 2006; Boyd et al. 2005; Darvill 2005; Johnston 1992).

It is important to note that heritage is far from isolated in discussing public participation aims. Planning literature also traces a paradigm of increased public participation (for example, Vigar 2015; Hewitt and Pendlebury 2014; Clifford 2013; Lane 2005). Within the UK government, increased use of public value frameworks connected the Cabinet Office with heritage decision making and public participation (Lennox 2016; O'Brien 2014; Clark and Maeer 2008; Clark 2006). The connectivity between government, planning practice, and heritage management stimulated debates in heritage. The year 2000 marked the start of a series of sector and government publications that address the issue of public participation. These are set against a backdrop of increased use of public value frameworks by the Labour government in 1997 (O'Brien 2014, 116). *Power of Place* (English Heritage 2000) was the first sector-led document in England that foregrounded an inclusive heritage sector founded upon centralizing people's values in decision-making processes. It states that decisions about the historic environment, "must be made openly, tested and refined by continuing debate. This debate must not be exclusive; everyone should be able to participate easily." The sector-led document, an exercise in consultation and participation in production in itself, was a catalyst in England for professional and political discussions around inclusivity in the management of the newly renamed 'historic environment'. Three of the government documents which followed: *The Historic Environment: a force for our future* (DCMS 2001), *People and places: a social inclusion policy for the historic environment* (DCMS 2002) and

Heritage Protection for the Twenty-first Century (DCMS 2007) address social inclusion within their agenda.

More recently, government documents show a shift from social inclusion to working with communities (see, for example, DCMS 2017, 12). This shift reflects a change in government thinking across a decade from encouraging involvement in heritage, as preconceived, to allowing the public to define heritage. The sector's *Power of Place* had already started to recognise that not all cultural groups related to the body of national heritage, observing, "The historical contribution of their group in society is not celebrated. Their personal heritage does not appear to be taken into account by those who take decisions" (English Heritage 2000, 23). However, early twenty-first-century government documents use phrases such as, "...getting that community to engage" (DCMS 2001, 30) and, "new ways of reaching and empowering excluded individuals and communities" (DCMS 2001, 4). Each document refers to barriers to participation and highlights minority communities, people with disabilities, and lower socio-economic groups as targets for improved involvement. As Pendlebury (2015, 434) summarises, "What was being offered was helping more people in society to access and benefit from existing, unchallenged definitions of heritage" (see also Pendlebury, Townshend and Gilroy 2004, 22). The change is shown in 2021 through MHCLG's (2021) guidance for local list projects. It positions community involvement as a prerequisite, and the focus is on an opportunity to define heritage, albeit within the planning system's constraints; "Work on the definition of criteria, and the identification of assets for inclusion on the local list, must involve the local community." For national listing, however, the public have no involvement in selection criteria.

The concept of a common, equally accessible heritage is critiqued. *Power of Place* describes heritage as, "in every sense, a common wealth" (English Heritage 2000); *Force for the Future* states, "It is a collective memory" (DCMS 2001) and *Heritage Protection for the twenty-first century* generalizes; "The historic environment matters to us all." (DCMS, 2007). The argument for a collective heritage to which everyone can relate equally is almost untenable now, with the dominant philosophy being a diverse and plural heritage, local and national, identified by different communities (Smith 2006; Boyd et al. 2005). However, the most recent government Heritage Statement (DCMS 2017, 19) still has a section titled, "Our heritage is for everyone", which, while advocating joint ownership and access, still has a sense of a singular heritage owned ('our') nationally. Further criticisms arise from the implication that everyone is equally interested and equally able to participate. *Power of Place*

claimed that the historic environment is “the most accessible of all historical texts” (English Heritage 2000, 4) but Waterton (2010) argues that a particular cultural knowledge would be needed to interpret a site, in line with the idea that there is no such thing as universal value (see previous section).

Accepting that there is no common heritage, ‘official’ heritage, such as the NHLE or National Collection, has been critiqued for privileging dominant perspectives of a white, male, and middle or upper-class viewpoint (Waterton 2010, 4; Smith 2006). HE has taken steps recently to diversify the NHLE through thematic project work such as *Pride of Place* (Historic England 2016c) and present a wider story through their ‘inclusive heritage’ research (Historic England c.2021).

Public and expert involvement

The shift toward working with communities raises more questions about who is involved and how. Berger, Dicks and Fontaine (2020) examine the word ‘community’, as an opening to considering who is involved in public engagement, and there have long been considerations of who takes up, or is able to take up, opportunities to be involved (e.g. Dawson et al. 2018; Jancovich 2017; Davoudi and Cowie 2013). For this research, the place of civic societies as interested publics is particularly relevant as they can position themselves, or be seen as, public experts (Hewitt and Pendlebury 2014). May (2020) has characterised types of participation as cultural or political, where one is for wellbeing and the other repositions governance to include stakeholders. Most recently, the supposed good of participation has been challenged (Fredheim 2018; Waterton 2015). There is also the issue of the level of engagement. Arnstein’s (1969) ladder of participation has become a measure for levels of empowerment but later works provide alternatives applicable to the planning system (for example, Rowe and Frewer 2005). As practice changes toward public participation, the role of the expert has been questioned, reassured, and reconceived (Emerick 2014; Schofield 2014; 2009; Thomas 2008; Cossons 2006, Impey 2006, Lammy 2006).

A traditional view of the expert is as a steward of heritage, making decisions on behalf of the public without their input. Thurley’s *Men from the Ministry* (2013), published while he was chief executive of English Heritage, shows the view persists. The book itself is a celebration of the experts who managed the nation’s heritage, and includes multiple endorsements; “The men from the Ministry... cultural champions curating the great outdoor museum of the nation’s history” (Thurley 2013, 4). Such a paternal role for heritage managers becomes

problematic upon the acceptance that there is no singular version of heritage, no singular understanding or valuing of recognised heritage, and that it is important to listen to, and represent, a range of views. This might substantially reframe the role of a government body from expert steward toward prioritising discussion, as a former HE manager's view shows: "In such a role, providing an informed, stimulating environment for a multiplicity of voices in debate is both the ultimate challenge and also the ultimate responsibility" (Flatman 2017, 186).

The debate on expertise fits within a larger societal questioning of the role of the expert, reflected in research and the media (see Hendriks, Kienhues and Bromme 2015 and in the media, for example, Katz 2017; Shaw 2016). Politicians such as Michael Gove asserted that the public had had enough of experts, demonstrating the theme was by no means limited to the heritage sector (BBC 2017). Within the heritage sector, the early 2000s show debate between those who felt the need for a change in the role of experts, and those who were concerned for the loss of their roles, with practitioners involved on each side. As Lammy (2006, 68), the then Minister for Culture, was speaking of a lack of trust in experts and giving ownership back to local communities, Cossons (2006, 70) and Impey (2006, 79), in their roles for English Heritage, reassured concerned professionals that the place of experts was not to be scrapped; instead, the heritage sector needed to, "accept a new contract with the public." Cherry (2007, 21) remarks that *Power of Place* signalled a point where "the primacy of expert opinion was toppled". Through *Power of Place*, the sector was pushing an agenda that would change their own roles (see also Cossons 2006, 70). The subsequent joint sector publication, *Recharging Power of Place*, takes a more conservative approach, advocating linking heritage professionals with communities (Gathorne-Hardy 2004, 5). In texts published in critical heritage studies (whether authored by practitioners, former practitioners or academics) the message is clear: power should lie with community voices (Chitty 2016; Den 2014; Waterton and Smith 2013; Waterton 2010, 49). This might require a revision of the role of the expert, including consideration of the skillset needed to facilitate public ambitions (Schofield 2014; 2009; Emerick 2014; Kalman 2014; Thomas 2008). However, this view has not achieved total consensus amongst critical heritage studies literature (see Hølleland and Skrede 2019). The role of the expert is, as yet, unstable.

Future generations

Many authors align the notion of a moral duty to protect heritage for the current and future generations with an attitude passed down from Ruskin, Morris and early SPAB members

authors (see Waterton 2010, 87; Cowell 2008, 137; Cherry 2007, 13). The patrimonial attitude became tied into international policy such as the Athens Charter (Waterton 2010, 39). It is embedded in heritage management today. Major organisations use this concept as a defining feature of why heritage should be conserved. For example, UNESCO's (2017) world heritage centre states, "Heritage is our legacy from the past, what we live with today, and what we pass on to future generations." The National Trust's rationale for support is bolder; "...you'll be helping ensure future generations can enjoy nature, beauty and history for ever" (National Trust, n.d.). It is upheld in the English planning system through the NPPF justification, "... so that they can be enjoyed for their contribution to the quality of life of existing and future generations" (MHCLG 2019b, 54), and the definition of significance: "the value of a heritage asset to this and future generations" (MHCLG 2019b, 71). Högberg et al. (2017) further argue its impact in practice. Waterton (2010, 100) argues that phrases such as, 'on behalf of the nation' or 'for future generations' have become "a generalised, moral logic": they provide commonplace rationale for heritage management without further explanation needed. In response, there are many calls for archaeologists (Hewison 2016) and heritage managers (Holtorf and Högberg 2015) to consider the future in their work. The AHRC *Heritage Futures* project (2015 – 2019) has taken this further by more thoroughly exploring the concept of future in heritage practices (Harrison et al. 2020).

Application in practice

Even if public involvement in heritage management is now an agreed ambition across most government, sector, and heritage studies sources, achieving empowered engagement in practice has difficulties. Some authors share case studies to highlight good practice and find potential methods that could be applied regularly (Chitty 2016; Pendlebury 2015; Emerick 2014; Clark 2010; Smith 2006; Boyd et al. 2005). Janssen et al. (2017, 1664) offer examples from the Netherlands. Some specific issues are yet to be resolved: the successful management of conflicting views (Cherry 2007; Boyd et al. 2005; Clark 2005), the expectation that management systems will be fair, transparent, and consistent while allowing public control (Pendlebury 2015, 427; Thomas 2008; DCMS 2003, 2; Johnston 1992, 3); and the difference between heritage professionals inviting public participation on their terms compared to empowered participation where publics lead and define the aims.

The last point has received attention in critical heritage studies, including endangerment narratives used as a persuasive tool by experts and questioning volunteer labour (May 2020; Fredheim 2018; Richardson 2017; Waterton 2015). In the 1990s, Johnstone (1992, 13)

highlighted concerns that not all communities “lend themselves to professionalization”, recognising that effectiveness was partly dependent on groups’ abilities to articulate and advocate for their view. Twenty years later, views in critical heritage studies suggest professionals should be the facilitators of public participation (Thomas 2008) and meet communities on their terms rather than professionalising publics. For Cherry (2007, 22) architectural historians managing heritage will have to engage more with popular narratives and accept views beyond the official story to adapt. Johnstone (1992, 3) prioritises the skills of empathy and communication with community groups; a view that is echoed two decades later in Schofield’s (2009) focus on autocentric and allocentric. A viable working practice appears to have been achieved in examples from the Netherlands where, “the traditional hierarchy of experts and non-experts fades away: plans emerge pre-eminently from the stories and memories (and initiative) of local inhabitants in combination with the knowledge of experts.” (Janssen et al. 2017, 1665). A financial shift may also be needed to achieve public participation aims. Cherry (2007, 21) notes even before the 2008 financial crisis that the budget given towards public participation does not match the importance placed upon involvement. Issues around the assumed benefits of participation and the associated costs link to debates on the justification of public spending on heritage.

The ‘why’ of heritage: justifying public spending

Many of the organisations in this research are reliant on public funding through government allocations or grants. It therefore follows that justifications for public spending on heritage weave into discussions, sometimes implicitly. This section of the literature review studies how the perceived benefits of heritage are linked to funding, often via social policy, in order to highlight these implicit links in the data analysis. A distinction, made in research from the Getty Conservation Institute (Avrami, Mason, de la Torre 2000) and later applied in England by Clark (2010, 93) and the Heritage Lottery Fund, between values that people attribute to a heritage place – often described as intrinsic – and the benefits derived from heritage as an activity – often described as instrumental values – is used in this literature review. This section addresses instrumental benefits; the previous section ‘the what of heritage’ addresses ascribed values.

The economic benefits of heritage have long been recognised (Pendlebury 2009, 169). By the 1980s, heritage had started to carry negative connotations due to ties with consumerism and

prioritising profit over authenticity (Hewison 1987; Waterton 2010, 102). Despite this, tourism, regeneration, and job creation have continued to be associated benefits of heritage. The economic arguments for heritage help justify public spending and respond to criticism that heritage acts as a brake on the economy (Cowell 2008, 126). *Power of Place* describes heritage as, “A powerful generator of wealth and prosperity” (English Heritage 2000, 4). Since then, the economy has been a regular subject of *Heritage Counts* (particularly: 2010; 2014; 2018a; 2020a), providing research to support the sector. Economic arguments can also be found in many of the LPA heritage strategies analysed in this research (Chapter 8).

Even though economic arguments remain central to heritage justifications at a political level, assessments of heritage based solely on quantitative information and economic valuations became a frustration (Holden 2004, 14; Hewison 2012, 210). This was particularly prevalent under the New Public Management system. Measurables such as numbers of visits, number of members, attendees on heritage open days, and audiences for heritage-related television programmes became statistics for the impact of heritage (Cowell 2008, 127; DCMS 2001, 8). Holden (2004, 21) describes such data as giving, “an impoverished picture of how culture enriches us.” The feeling in the early 2000s was that measurables were prioritised over heritage benefits that are less easily quantified (Clark 2006, 2). The result of such an approach was dissatisfaction in the sector that core aims of organisations were being overlooked: “the identifiable measures and ‘ancillary benefits’ that flow from culture have become more important than the cultural activity itself: the tail is wagging the dog.” (Holden 2004, 14). Government policy and debate in the sector turned toward Public Value and cultural value frameworks as an alternative in the early twenty-first century (see Lennox 2016; O’Brien 2014 for overviews).

Discussions of heritage and cultural value sit in a broader context of the early 2000s. In government, discussions in the UK were galvanized by the Labour administration coming into power in 1997 (O’Brien 2014, 114). There is evidence that DCMS were concerned about target-driven approaches for cultural organisations, and Jowell (2004, 18), the then Secretary of State for Culture, Media and Sport, shows similar concerns in her personal essay (Hewison 2012, 210). Cultural value was appropriated by the BBC and the Arts Council, as well as in the education and health sectors, showing a wider political shift toward value methodologies (O’Brien 2014, 113; National Trust and Accenture 2006, 5). In the heritage sector, the specific focus of this review, the period 2003 to 2011 contained the height of the debates. This period included two conferences (Valuing Culture, 2003; Capturing the Public Value of

Heritage, 2006), discussion at Heritage Forum in 2005 (National Trust and Accenture 2006, 7) and publications by DEMOS (2004), Heritage Lottery Fund (now Heritage Fund; Hewison and Holden 2004), and National Trust (National Trust and Accenture 2006). Robert Hewison and John Holden were key players in the debates, contributing through their work at the think tank DEMOS and with the Heritage Lottery Fund. It was Holden's work that essentially morphed an existing public administration model, Public Value, into Cultural Value as applied in the UK (O'Brien 2014, 123). Kate Clark, who was the Deputy Director for Policy and Research at the HLF between 2002 and 2007 was another key player, working to justify heritage spending at a time when future funding was uncertain (National Trust and Accenture 2006, 8).

Cultural value in the UK started from the work of Mark Moore (National Trust and Accenture 2006, 9; Clark 2006, 2; O'Brien 2014, 120), John Bennington (National Trust and Accenture 2006, 9) and Gavin Kelly (Clark 2006, 2), but it developed from there. O'Brien (2014, 121) highlights that Public Value was particularly used in the UK to involve the public in creating legitimacy and support for funding decisions. This can be seen by the HLF running citizen's juries and the National Trust's focus on citizen-led outcomes and public expectations (Fogan 2006, 85; Mattinson 2006, 86; National Trust and Accenture 2006). The shift can be explained as measuring the success of learning, not just the number of attendees at an educational event (Accenture 2006, 10), a move which is still in operation today in the Heritage Fund's (2021b) 'outcomes' versus 'outputs'. It also fitted with the critique of the role of experts in that it placed judgement in the hands of citizens, and not just in the role of consumers as New Public Management did (O'Brien 2014, 116), but as citizens who would support broader social benefits.

Oft-cited ancillary benefits of heritage are its roles in education, community building, and well-being (Cowell 2008, 126). *Power of Place* (English Heritage 2000, 4) describes heritage as a "vital education asset" and, "an incomparable source of information". *A Force for Our Future* adds "community cohesion" to the educational values identified by its predecessor (DCMS 2001). Baroness Andrews similarly writes of nurturing social cohesion (Clark 2006, 39). By 2006, a National Trust document highlights that social benefits had come to be an accepted benefit of heritage; "Heritage is acknowledged to make a valuable contribution to society through its contribution to national identity and well-being as well as for its intrinsic value and its role in delivering social and economic progress." (National Trust and Accenture 2006, 8). This attitude, where social, economic and cultural benefits of heritage can be cited

without further explanation can be seen to persist in some of the heritage strategies analysed in this thesis (Chapter 8). Waterton argues that social benefits have often been assigned to heritage without explanation. Borrowing Røyseng's (2006) concept of ritual logic in cultural policy, she argues social benefits have been meaninglessly repeated or allow heritage to magically achieve social policy aims without explanation. Jancovich (2015) has also questioned whether the stated benefits can be reliably linked to heritage. However, *Heritage Counts* (2020c) sees a return to evidencing such claims with research.

From a sector perspective, where resources are sought in competition with other causes, (National Trust and Accenture 2006, 8; Cowell 2008, 128), associating heritage with higher priority political agendas offers an opportunity to gain more attention and funding. So, when New Labour rhetoric attached social cohesion to heritage activities, it is unsurprising that the sector did not protest (Pendlebury 2015, 434). In a continued environment of economic decline and stretched resources, the social policy justifications remain central. DCMS (2019, 3) state that cultural organisations should, “see social impact as core business”.

Public Value was a “tool to help demonstrate the case for giving heritage more attention” (Burton 2006, 5). Although Public Value was taken up by the Cabinet Office (National Trust and Accenture 2006, 10; O'Brien 2014, 114) and the Treasury produced a series of papers in 2003 (National Trust and Accenture 2006, 9) concerning it, O'Brien (2014, 114) points out that a major block for Public Value was that the Treasury never appropriated it. While he describes its dominance in the 2000s as “remarkable”, it has since lost traction. Hewison (2012, 9) admits, “At the close of 2011, in spite of all attempts to produce a nuanced resolution of the differences between these approaches, the Value for Money argument prevails.” However, as can be seen in the above review, justifications based on instrumental benefits of heritage achieving social policy aims also remain.

Positioning the research

Each section of this literature review collates research around a particular theme and gives context to the views of participants in the forthcoming chapters, but also highlights areas for further exploration. The ‘how’ of heritage acts as a backdrop to participants’ insights of the system and its future development, but it reveals that there is much less written on local listing, and therefore little on the relationship between statutory and non-statutory heritage

lists. The ‘how’ section also reveals that literature on the systems for heritage tend to focus on the development or improvement of legislation, policy, guidance, or protective measures rather than on the people who are involved in its enactment. There is, therefore, a gap concerning agency in the operations of heritage lists. The ‘what’ of heritage helps explain participants’ discussions around values, significance, interests, and intangible heritage but there is noticeably less literature on integrating intangible heritage into systems in England. The ‘who’ of heritage adds depth to discussions on public participation, but the debates about levels of power granted to the public and the corresponding role of heritage professionals could be developed, particularly with regard to practical application. Finally, the ‘why’ of heritage relates to the ongoing relationships between heritage, public value, funding, and national policy-making. It indicates that interactions between the heritage sector and public and political networks are an area for further exploration. Each of these identified gaps are addressed in this research.

The introduction (Chapter 1) positioned this research as a descendent of previous HE commissioned reports, updating Cherry and Chitty’s (2010) review and broadening the evidence base from Saunders’ (2019) view from the amenity sector, plus adding equal treatment of non-statutory heritage lists, which has not been delivered before. Developing this, the literature review provides further detail on the thesis’ original contribution to research pertaining to the subject area. However, the gaps concerning agency and the interactions of the heritage sector are addressed mainly through the theoretical approach. The methodology chapter therefore continues to highlight the original contribution of this thesis, this time in relation to the theoretical and analytical approaches employed.

3 Methodology

While the methods chosen for this research are well-established, the theoretical perspectives and analytical approach deliberately seek to be part of the growing trend to broaden theoretical approaches in critical heritage studies, particularly moving away from discourse toward ontological implications (Harrison 2018, 1366). On that basis, this chapter sets out the theoretical perspectives, methodological framework, methods, and analytical approach but with greater weighting to the ontological approach and its manifestation as an analytical lens.

As used here, ‘theoretical perspectives’ refers to philosophical stances such as realism or constructivism, which underpin the world view of the researcher; ‘methodology’ or ‘methodological framework’ describes a group of methods and the coherent structure in which they are employed for the research; ‘methods’ are the research processes such as focus groups or data collection. These combine in the research project as illustrated in Figure 2, with subtle realism and assemblage theory influencing all aspects of the research and applied policy research providing an overarching framework suited to the sector-orientation of the project. The chosen methods of focus groups, interviews, and documentary analysis are thematically coded and analysed using an assemblage perspective.

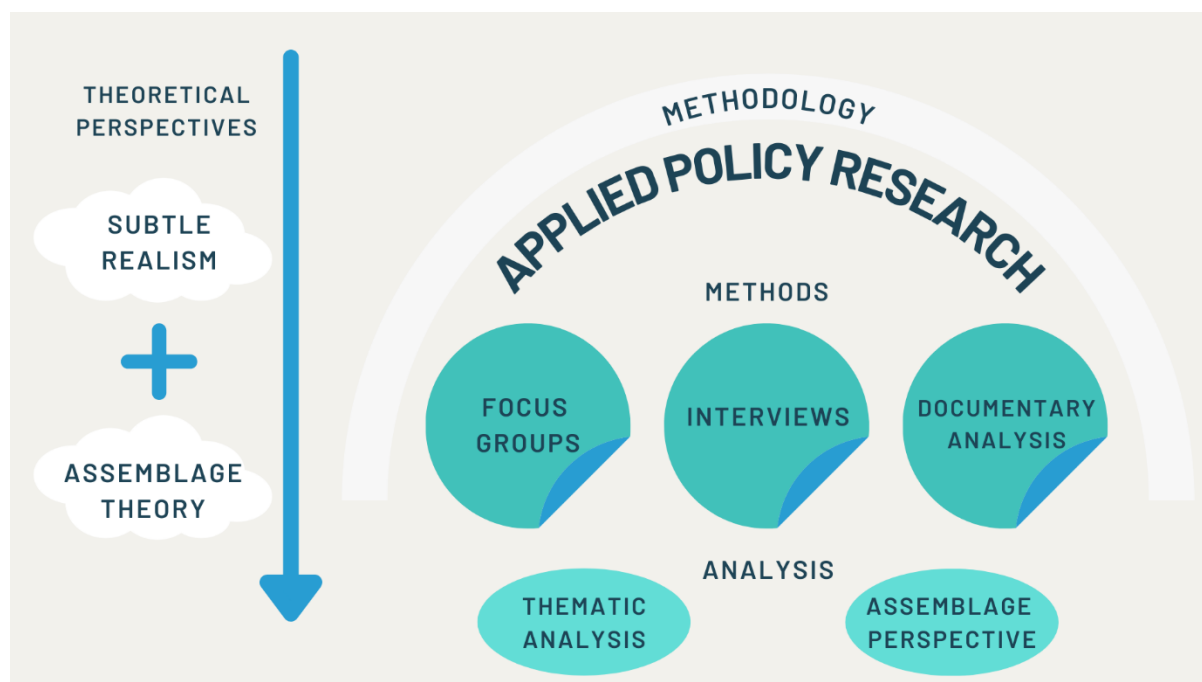


Figure 2 A visualisation of the research approaches.

Theoretical perspectives

It is important to recognise the theory which underpins research. Uzzell (2009, 328) warns: “there are no methods without theory” and Hammersley (1992, 34) similarly, “We neglect theory at our peril.” The section elucidates the theoretical perspectives which influence this research: subtle realism and assemblage theory.

Subtle realism

The realist approach used in this research follows Hammersley’s (1992) subtle realism. As Maxwell and Mittapalli (2010, 150) explain, variants of realism such as Hammersley’s, or Bhaskar’s (1978) critical realism, are distinct in that, “they deny that we have any objective or certain knowledge of the world, and accept the possibility of alternative valid accounts of any phenomenon.” Subtle realism has been chosen because it moderates the realist standpoint to make it compatible with a constructivist epistemology.

The constructivist belief that reality is created through conceptions and interactions conflicts with the realist ontology, “that entities exist independently of being perceived, or independently of our theories about them” (Philips 1987, 205). However, Hammersley’s (1992, 50) subtle realism addresses this conflict, stating that there can be a reality, independent of ourselves, which is experienced and perceived differently by different people. The outcome of accepting subtle realism is that there is a reality to investigate and present, but all the research participants may hold different perspectives on that reality. There can be multiple valid perspectives, and participants’ contributions which are not in agreement with the general consensus should not be cast aside as outliers. The researcher’s view is also a construction, a certain perspective applied in interpreting the views of the research participants, and should be treated as such. All of these points are applied throughout the research methodology, across design, data collection, and analysis. Assemblage theory takes a realist stance, meaning the two are compatible.

Assemblage theory

Assemblage theory is an approach to social ontology which allows a researcher to model social networks, organisations, and localities. As has been recognised, its application in heritage studies supports a move away from discourse-based approaches toward incorporating heterogeneous elements within research (see Harrison 2013; 2018). Examples show critical application of assemblage theory, highlighting its uses and limitations (Pendlebury et al. 2020; Pendlebury 2013; Bille 2012; MacDonald 2009). More broadly, the

approach has been applied in urban conservation (Yadollahi 2017), critical policy research (Baker and McGuirk 2017), and cultural studies (Bennett and Healy 2009). The now-established application of assemblage theory in these fields demonstrates its suitability for this research.

Several aspects of assemblage theory are particularly relevant to this research. Firstly, the ability to attach agency to non-human components allows consideration of influences such as statutory frameworks, job roles, and organisational policies alongside human actors. Pendlebury et al. (2020, 676) identify this as a particular advantage. Understanding that people can be limited or enabled by networks is useful in determining reasons for change and continuity (DeLanda 2006; 35, 38). Furthermore, assemblage theory is useful for examining the relationships between human and non-human expertise within heritage systems (Harrison 2018; Bennett and Healy 2009).

As MacDonald (2009, 118) identifies, assemblage theory lends itself to a focus on processes rather than products. For this research, this means exploring heritage lists as components of the assemblage that are continually being supported or destabilized by other agencies. DeLanda (2006, 3) characterises assemblages as products of historical processes. The focus on process contributes to the conceptualising of assemblages as always in flux, or “non-static” (Pendlebury 2013, 712). Applied to heritage lists, this helps to identify how the systems evolve through material and expressive components working to stabilize or destabilize the assemblage (DeLanda 2006, 12). This is particularly relevant to the second research question exploring innovations, as these new introductions interact with the existing historically stabilized processes in the system. The conceptualisation of the heritage system in flux also helps to consider how it might change in the future by identifying agencies and assessing their stability. DeLanda’s (2006, 42) approach aids understanding for what is needed for change to take place through resourcing – not just financial or time, but also expressive components such as individuals’ support for change and its perceived legitimacy through transparency and fairness. These aspects inform the third research question seeking the future direction of travel for heritage management.

Finally, a study through an assemblage perspective looks beyond policy to explain the workings of heritage management. As MacDonald (2009, 118) questions, what else has helped to sustain policy implementation? Assemblage theory asserts that governments need non-governmental organisations to implement policies (DeLanda 2006, 34). This crucial

element of national policy is borne out through public engagement in the heritage protection system. Using an assemblage perspective encourages a broader view of the operations of an assemblage.

It is important to note that discourse is not excluded from assemblage analyses. While DeLanda states that, “language should be moved away from the core of the matter, a place that it has wrongly occupied for many decades now” (2006, 16), he also describes language as playing, “an important but not a constitutive role” (2006, 3) and recognises where discourse can support changed realities (2006, 75). Pendlebury (2013) demonstrates how the AHD and other discourses can be viewed as components of assemblages, and thereby be included in analysis without being centre-stage.

The term used in this research to describe the social entity studied is ‘heritage assemblage’. Pendlebury (2013; 2020) coins the term ‘conservation-planning assemblage’ describing it as “the practice of conservation applied through the planning systems”. However, this research purposefully examines the operation of heritage lists beyond the planning system, so while it does not encompass all cultural heritage (for example, it does not include museums and archives), the term ‘heritage assemblage’ reflects a remit within and out with planning. It could be described as the ‘built historic environment assemblage’ but mention of parks and gardens and landscapes might challenge such a description. It is recognised, both in this research and Pendlebury’s, that the heritage assemblages, however defined, connect with wider economic and political assemblages. This does not prevent them from being identified as distinct assemblages; it is part of the assemblage model (see DeLanda 2006, 18).

Finally, a limitation of an assemblage approach is that it can never be entirely complete (MacDonald 2009, 131). It is not possible to follow every interaction and examine every relationship within the assemblage. In this research, assemblage theory is not used as a methodology, rather is it used as a lens through which to analyse the data. This will be discussed in the analysis section of this chapter.

Methodology

A social sciences approach

The research draws upon the social sciences in its borrowing of methods, methodology and terms. Heritage studies, as a comparatively new academic discipline, and its growth through

many other disciplines, does not have a set of methodologies or theories established as its own (Harrison 2018, 1366; Waterton and Watson 2015, 528; Andrews 2009, 140; Uzzell 2009, 327). Heritage researchers tend to appropriate suitable research tools from a variety of disciplines; sociology is one such discipline.

Social sciences have been selected because of methodologies and methods which meet the aims of the research questions for this project. As Carman and Sørensen (2009, 23) highlight, it is important not to assume relevance when borrowing methods from other disciplines; the challenge of not having a set selection of heritage studies methodologies creates the space to think critically about their adoption and ensure they are selected on the basis of their suitability for the research aims. In this case, there are two lead considerations: firstly, a methodology which delivers practical contributions for future policy and strategy decisions in the heritage sector and secondly, a methodology which will enable the gathering of people's views on current heritage management practices. The longstanding use of methodologies within social sciences, and particularly sociology, for research to inform or evaluate policy and for research into people's attitudes, in sectors such as health and education, demonstrates that the same methodologies could be usefully appropriated here.

The second reason for utilising social science methodologies and methods is that they have already been tested in the heritage arena: methods from social anthropology (Filippucci 2004; Macdonald 2009), sociology (Jones 2017) and environmental psychology (Uzzell 2009) have been transposed to heritage studies. This enables the research project to apply them with confidence whilst still critically assessing their relevance to the research aims. Applied policy research is the particular methodology which has been selected for this research project.

Applied policy research

Applied policy research is distinct from other research methodologies in its specific aim to produce actionable outcomes suitable to contribute to policy making or practice orientated goals. In being applied, its focus is on addressing a current issue for an organisation or sector to provide greater understanding or suggestions for improvement (Ritchie 2006, 24).

Although Robson (2011, 3) argues that applied policy research need not further academic thinking, this research will combine contributions to research with tailored outcomes for Historic England.

Applied policy research is also used where there is a need to understand complex behaviours, needs, systems and cultures (Ritchie and Spencer 2002, 305). The systems of heritage

protection in their totality can be considered complex: there is legislation and government policy to consider, as well as HE's guidance, a wealth of planning and heritage protection tools available to local authorities, and the interweaving of development management, planning, urban design, archaeological advice, and other local authority teams involved in the management of heritage. The research investigates the interaction of statutory and non-statutory lists, between assets on each, or with other management tools such as Article (4)1 directions or conservation areas. The complexities of the system at this level, and the behaviours which enact it, require a methodology which allows for collection of rich data without simplification of the issues; applied policy research with its proven use for policy formation in health and education sectors is apt for this. Both assemblage theory and applied policy research are suited to the study of complex systems. An assemblage perspective is used here to guide the view on the workings of the heritage sector; applied policy research guides the methods.

Robson (2011, 4) identifies that applied policy research, or 'real world research' as he terms it, can address issues which impact on people's lives. This research will affect lives on two levels: the working lives of staff implementing heritage protection measures and those who care for heritage in their communities. It will collect the views of both sets of people using qualitative methods to retain the richness of the data, and separate the analytical or interpretive aspects of the research so that the views of the researcher are distinct. Like much applied policy research, the research is not undertaken with a laboratory-style removal from variables, but it is captured in normal practice groups in order that it is realistic, accords with lived experience, and that the findings could be applied to sector practice.

Applied policy research, combines a realist ontology with a constructivist epistemology (Snape and Spencer 2006, 19). It therefore fits with the theoretical perspectives underpinning this research. The theoretical perspectives and methodological approach inform the research design, methods and analysis. Snape and Spencer's (2006, 18) description illustrates how research looks based upon applied policy research. The same is accurate for this research project;

...qualitative evidence that has been rigorously collected and analysed, is valid, able to support wider inference, as neutral and unbiased as possible and clearly defensible in terms of how interpretations have been reached. It also means that

emphasis is placed on research findings which are accessible and which can be translated into policy planning and implementation.

For applied policy research and subtle realism, it is important that the raw data is accessible to readers, in particular the partner organisation, so that interpretations and findings can be reviewed. Knowing how the conclusions have been reached also enhances confidence in the research, making it more useful for informing policy decisions. For the research process to be transparent and accessible, the following measures were taken: project files are stored in the repository alongside the thesis; the methodology and methods are articulated; decisions made in the research process are recorded and justified; clean verbatim transcripts are provided (Appendices A - D); and analysis makes clear the data on which it was based. The following methods and analysis sections further demonstrate how subtle realism and applied policy research shape the research.

Methods

This research used three methods – focus groups, interviews, and documentary analysis – designed to complement each other. These are well established methods, and often have been adopted in heritage studies and applied policy research, so a simple overview is delineated here. However, further detail on the rationale for the selection for each method, the sampling strategies, and the specifics of their implementation is provided in Appendix E to align with applied policy research aims of transparency for the partner organisation.

The three methods allow perspectives from different areas of the heritage assemblage to be gathered. The participants in the focus groups were local stakeholders and local planning authority (LPA) staff. The interview participants were heritage professionals from HE and other sector organisations. This enables comparisons between local and national perspectives, grass-roots and professional backgrounds, and from LPA, HE, amenity society, and other heritage organisations, structuring the research around various perspectives in the assemblage and addressing the first research aim: “gather and critically examine new understandings of how the balance and distinctions between ‘national’ and ‘local’, ‘expert’ and ‘grass-roots’ views of designated and non-designated heritage assets are changing.” Documentary (or document) analysis was used for LPA heritage strategies. LPA heritage strategies provide a source of “naturally occurring” data which can enhance the validity of the focus group and

interview data by triangulation, and potentially illuminate themes that did not emerge in the other methods (Silverman 2010, 131; Flick 2006, 24). The heritage strategies capture how individual views come to fruition as a corporate LPA policy (or collective community advocacy in the case of Sheffield’s innovative model), thereby illuminating the operations of the assemblage.

The details of the sampling strategies to achieve national ‘fittingness’ or ‘resonance’ (Lincoln and Guba 2002, 206) in line with applied policy research are explained in Appendix E. This achieves subtle realism and assemblage theory’s requirements for multiple perspectives while delivering nationally applicable research for Historic England. Heterogeneous characteristics sampling was used for focus groups and heritage strategies so that a range of geographic locations, urban and rural settings, and economic situations are represented in the research. Nottingham, Sevenoaks, and Blackpool were selected as case study areas with a local stakeholder and LPA professional focus group held in each (Figure 3). The twelve heritage strategies were similarly sampled, additionally considering the number of designated assets, listed building consents, and strategy authorship (see Figure 5 in Chapter 8).



Nottingham	Sevenoaks	Blackpool
Urban with minor conurbation	Mainly rural	Urban with significant rural
East midlands	South-east	North-west
GVA per head: £27,645	£27,617	£15,372
IMD: 8	268	1
Unitary authority	District council	Unitary authority

Figure 3 Heterogeneous characteristics sampling for focus groups.

The aim was to conduct six focus groups: one for local stakeholders and one for LPA professionals in each case study area. However, as explained in Chapter 5, on implementation, the Kent case study resulted in a smaller focus group with a supplementary interview. Twelve interviews were conducted: six with HE professionals and six from other organisations in the sector, including national amenity societies, IHBC, the Heritage Fund and the Heritage Alliance. The six interviews in HE were divided equally between male and

female participants, as were the six sector interviews. The research was approved by the university's ethics committee. A copy of the approved ethics application can be found in Appendix F.

The questions posed to participants in the focus groups and interviews were designed to meet the research aims. An annotated questioning route describing the rationale for each of the questions is included in Appendix G, showing sections which focus on views of national and local designation (Research Aim 1), a selection of recent innovations (Research Aim 2), and seeking views of the future direction of heritage management within and beyond lists (Research Aim 3).

Each chapter, where relevant, contains a short methodology section, which outlines any changes to the methodology on implementation.

Analysis

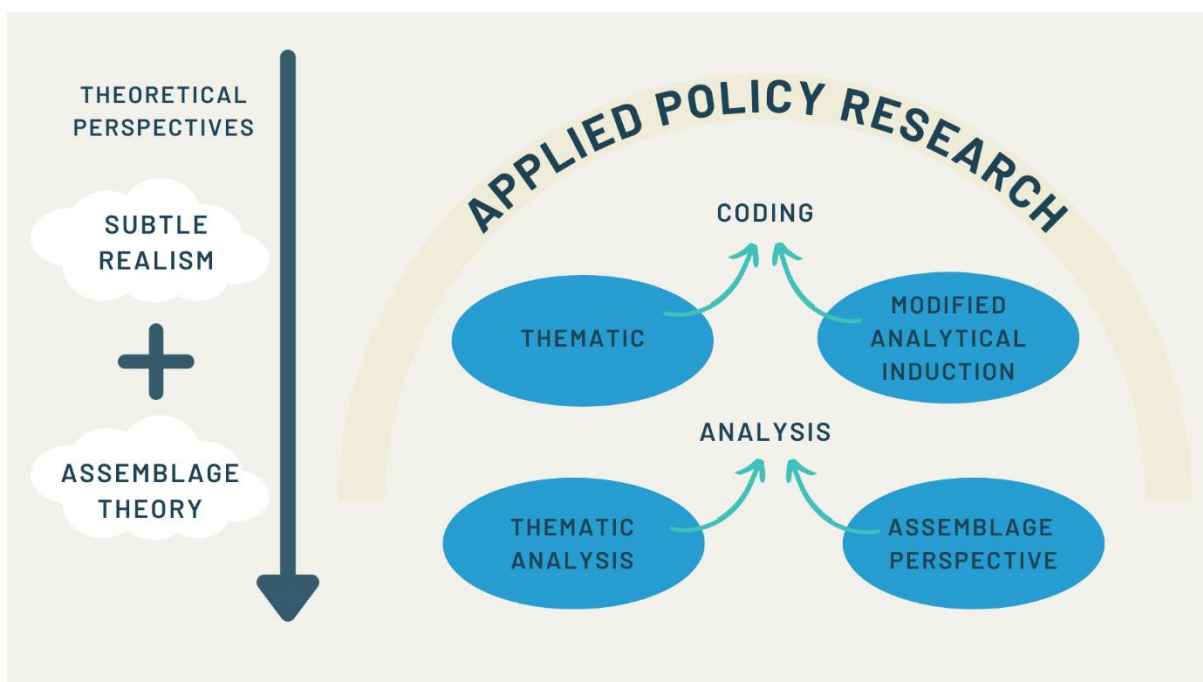


Figure 4 A visualisation of the analysis.

Subtle realism

Through subtle realism, analysis is treated as an interpretive layer constructed by the researcher. The researcher's interpretations of data are not considered a neutral review of the

data gathered. Therefore, clean verbatim transcripts are provided so that interpretations can be reviewed (Appendices A - D).

Subtle realism espouses that, “there can be multiple, non-contradictory and valid descriptions and explanations of the same phenomenon.” (Hammersley 1992, 51). This is because each person interprets reality through their own perspective, and their account is valid as their own interpretation. Accounts can, however, be more or less accurate representations of reality (Hammersley 1992, 51). For this research project, acceptance of multiple valid versions means that the analysis treats all accounts equally, accepts diversity of opinion within the data gathered and discusses that diversity within the analysis. Multiple accounts do not signify the lack of a consistent reality, rather they show variation in the way reality is experienced by people (Snape and Spencer 2006, 19). This accords with an assemblage perspective, as different accounts reflect perspectives from different views in the heritage sector.

Modified analytical induction

Patton (2002, 454) notes that the terms pattern, theme, and qualitative content analysis are interchangeably used to describe qualitative analysis techniques. It seems that some researchers approach coding as a common-sense interpretation of meaning, making it reasonable to apply codes without further rationale. Silverman (2014, 210) highlights that most researchers use a thematic approach for focus groups, which allows researchers to decide codes as they choose, and Melia (1997; cited in Barbour 2007, 120) points out that while many researchers state a use of grounded theory, it is a pragmatic version which permits the research to approach the text with some initial ideas of their own. This research uses thematic analysis, but seeks greater transparency about the coding processes: how should coding decisions be made, what preconceived ideas influence the researcher’s codes; and how should significant findings be identified? The selected approach for coding is based upon modified analytical induction (Patton 2002, 494) where the researcher approaches the text deductively first, and then looks afresh for inductive patterns.

Many researchers recognize that ideas are brought to texts (for example, Patton 2002, 456; Melia 1997 cited in Barbour 2007, 120; Ritchie and Spencer 1994). Researchers look for certain issues within the data: research questions guide analysis; focus group and interview questions probe chosen issues; documents are selected as relevant to themes. Subtle realism argues that texts cannot be approached neutrally, and the researcher may choose to cast aside

some themes in the text which are irrelevant to the research questions. So, it seems rational to make explicit the issues in the mind of the analyst. Therefore, initially, a deductive approach will be taken with a codebook listing the ideas brought to the texts. Ritchie and Spencer (1994) call these ‘a priori codes’; Patton (2002, 456) terms them ‘sensitizing concepts’. In modified analytical induction, sensitizing concepts are used from the beginning, followed by coding inductive themes that were not anticipated in the original codebook (Patton 2002, 494). Modified analytical induction allows the researcher to address biases as a priority and make explicit preconceived issues. It seeks to clear the mind of initial preconceptions before looking afresh. A list of sensitizing concepts (Patton 2002, 456) is attached in Appendix H to make the a priori ideas transparent, in line with applied policy research.

The next stage of coding is inductive. As Patton (2002, 454) describes, there are two methods for inductive coding: one appropriates labels and terms as used by participants and is variously called indigenous concepts, emic analysis or in vivo analysis; the second uses analyst-constructed categories and is sometimes called etic analysis. Each of these methods were used to create codes. Caution must be taken when coding, especially when applying analyst-constructed categories, being wary of applying meaning to things that are not significant in the data.

Most researchers using modified analytical induction come to the data with a hypothesis or dominant belief to test. In this aspect, the analytical approach used here differs and might be seen as more akin to a general thematic approach. However, although the research questions are not phrased as a hypothesis, they demonstrate that ideas from previous research and specific areas of interest are a focus. Using modified analytical induction means that any biases towards these topics are transparent. Analytical induction was originally used to seek a universal and causal hypothesis (Patton 2002, 494), but the modified version is now used to describe patterns of behaviour and perceptions, which matches the research aims of this project.

CAQDAS

The term CAQDAS (computer aided qualitative data analysis software) has been around since 1991, coined by Fielding and Lee (Spencer, Ritchie, O’Connor 2003, 206). Since its arrival, there have been debates about whether the use of software for qualitative data analysis is beneficial. Software can only be used as a tool to apply the researcher’s analytical approach; it should not lead the approach (see, for example, Woolf and Silver 2018; Patton

2015; Ritchie and Lewis 2006). Given these debates, careful consideration was taken over how to use CAQDAS. NVivo was chosen, with awareness that its automatic counting of coding might not be beneficial but that the ability to retrieve coded information in context is suited to thematic analysis. The analytical approach set out above was applied using NVivo as a repository to store and code the data. In this way the functionality of the software is not leading the research but serving its aims.

Thematic analysis and an assemblage lens

Once the data is coded, this research uses thematic analysis to compare themes across the focus groups, interviews and documentary analysis, and an assemblage perspective as a lens through which to analyse the data.

Thematic analysis retains the context for the phrase or theme. This means that using thematic analysis two instances of the same idea can be differentiated: ‘one idea is to buy bread’ and ‘the best idea is to buy bread’ would be more than just two counts in the ‘buying bread’ theme. Some researchers use a counting method to support their interpretations of thematically analysed data. Barbour (2007, 130) recommends a grid or matrix, as do Ritchie and Spencer (1994) for framework analysis. It is claimed this enhances rigour (Barbour 2007, 130). However, counting the number of instances of the theme does not reflect how long it was discussed for, emphasis or enthusiasm. For texts, it does not take into account the status of the words as headings, subheadings or key points. Recurrences of a theme are therefore only one way to demonstrate significance in the data. This research will not count occurrences, but use a constructivist approach to language to identify significance in the themes. This is supported by subtle realism in combining a realist ontology with a constructivist epistemology.

This research uses an assemblage perspective as a lens to analyse the themes. This means the agency of human and non-human components of the assemblage is considered, the interaction between agents is examined, and the data is interpreted as a perspective from a particular area of the assemblage. Assemblage theory is referenced throughout the analysis chapters (Chapters 4 – 8).

Self-reflexivity

A subtle realist approach recognizes the role of the participants and researcher as interpreters of reality and data. Many texts acknowledge the importance of the researcher’s reflexivity on their own perspective (for example, Seale, Gobo, Gubrium and Silverman 2007, 8; Snape and

Spencer 2006, 20). Patton (2002, 494) expands reflexivity to thinking about the audience, the participants and the researcher. All three will be covered here. The section in the literature review titled 'The researcher', outlines my professional experience as a caseworker for the Council for British Archaeology, a consultant co-authoring a heritage strategy, and managing church conservation projects. This section will specifically focus on potential research biases.

It should be apparent throughout the research design and methodology that there is recognition of an audience for the research. The collaborative doctoral partnership provides a specific audience to consider: how this research might be perceived by, and made useful to, Historic England. This influences the choice of applied policy research and ensuring the research has applicability across England. It also sways the research away from alternative network-based theoretical approaches that focus more on the working of the network than the network itself; for example, Latour's focus on assembling rather than an assemblage (Bennet and Healy 2009) as it was not the remit of the researcher to examine the workings of Historic England as an organisation. The partnership also influences the methods and analytical approaches chosen, as it is thought that generally interviews and focus groups are familiar data collection methods in applied settings that will be accepted and understood, and that thematic analysis facilitates substantive comment on the research questions. The chosen approaches will hopefully be seen as appropriate and rigorous by HE staff, encouraging use of the findings.

It was important that participants felt that the research, and researcher, were credible. Therefore, the Historic England and University of York logos were used on participant information and consent forms, and a Historic England email address was used for correspondence. Striving for neutrality whilst collecting the data meant that showing knowledge in advance of the data collection was avoided. Therefore the professional approach, use of official organization names, and appropriate research questions helped to suggest a reliable and credible researcher who was familiar with the subject area without sharing knowledge and creating bias (Legard, Keegan and Ward 2003, 143).

Firstly, in terms of self-reflexivity for the researcher, my professional experience provided me with knowledge of the planning system, designation systems and heritage sector generally. It also gave me experience of working with heritage professionals and local stakeholders. This was beneficial: as Flick (2014, 227) states, researchers working on a specialist topic with knowledgeable participants need to have a good level of background

knowledge. However, I also had to be aware of any biases from previous positions, for example, ensuring amenity societies were not perceived positively or negatively in the research based on my personal experience.

Secondly, my professional background influenced the success of the sampling for the sector professionals. While I also drew upon the contacts of my supervisors, I knew some of the interview participants in advance, and others had heard of me, or were familiar with the roles I had held. I think this was beneficial for gaining participants. It may have also influenced the interviews themselves. However, because of the audio recording, the participant consent forms and the set questions, interview participants were aware that they were not speaking to me personally, and this negated any differences that might have been between known and unknown participants. There was no noticeable difference in the interviews.

Some participants did ask me about my professional and academic background before or after the interview, and some participants, in both interviews and focus groups, wanted to know my views. I did not give my views until after the interview or focus group so as not to influence the data, but I did share thoughts after, as it seemed a fairer, more reciprocal, experience for participants.

Thirdly, my experience in writing a heritage strategy is clearly a potential bias when analysing heritage strategies, as accounted in the introduction. The analysis of Joined Up Heritage Sheffield's strategy is kept separate from the other strategies and it is important to note that the other ten strategies were analysed before I started work on the Sheffield project, meaning their analysis is not impacted by the experience I gained.

Finally, my academic background has potential to bias the research. Like all researchers, I am connected to a network of other researchers, mainly focused around critical heritage studies, conservation, and the University of York. The breadth of the literature review shows that I have researched well beyond my own connections. The critical approach taken in this thesis is equally critical of researchers within my department and personal connections as those unconnected.

Application

The application of the theoretical perspectives, methodology, methods, and analytical approach articulated above is demonstrated across the following five data analysis chapters (Chapters 4-8). Assemblage theory comes to the fore as the interpretive lens for the data, and references to it, signalled through agency, agents, or actors, and characteristics of an assemblage in flux with destabilizing or stabilizing elements, are interwoven through the text, as are the implications of the subtle realist perspective. The organisation of the data chapters, in itself, reflects subtle realism and an assemblage perspective by capturing viewpoints from across the assemblage, starting with local stakeholders.

4 Local stakeholder focus groups

Data from the three local stakeholder focus groups is the first to be analysed. As will be the case across the following analysis chapters (Chapters 4-7), the findings are discussed in relation to the 2010 research report commissioned by English Heritage, ‘Statutory lists: review of quality and coverage’ (Cherry and Chitty 2010). Since the 2010 review focused on the statutory lists, the findings are also compared to Jackson’s (2016) research, ‘Contesting the expert in the big society: an assessment of national and local significance in relation to heritage designation in England’, which examined both national designation and local lists. The structure of this chapter is repeated across the analysis chapters, split into three sections covering the NHLE, innovations relating to it, and non-designated assets. This order is not intended to imply a hierarchy.

The findings contribute to each of the three research questions. These are to:

- (1) gather and critically examine new understandings of how the balance and distinctions between ‘national’ and ‘local’, ‘expert’ and ‘grass-roots’ views of designated and non-designated heritage assets are changing;
- (2) reassess innovation in policy and practice since 2010, and;
- (3) seek a fresh perspective on the direction of travel for heritage management, within and beyond statutory listing.

To examine the balance and distinctions between ‘national’ and ‘local’, and ‘expert’ and ‘grass-roots’ this chapter critically examines local stakeholders’ perspectives to be compared with professionals’ views in the following three chapters, building a picture of the assemblage through actors’ own words. Local lists are compared to their statutory equivalent in the latter part of the chapter. Addressing the second research aim, focus groups were asked specific questions on selection guides, Enriching the List, and one provision of the Enterprise and Regulatory Reform Act (ERRA) – that which allows exclusion of parts of buildings from a listing. A further example, the publicly accessible online application system for designation, introduced in 2010, came to the fore in local stakeholders’ discussions and is included as an inductively identified practice. The chapter also contributes to the third research objective, ‘to seek a fresh perspective on the direction of travel for heritage management, within and

beyond statutory listing' by highlighting stakeholders views which may influence HE's future policies.

With local stakeholders' views being given less attention in previous reports on the statutory lists (e.g. Saunders' 2019 focus on the amenity sector), the inclusion of local stakeholders is an important contribution to research. The findings in this chapter foreground the roles, or potential roles, that local stakeholders can enact in supporting heritage management through statutory and non-statutory heritage lists, particularly in relation to designation applications, partnership working on the NHLE, Enriching the List, and local list creation. In doing so, interactions between local stakeholders, HE and LPAs are highlighted. Before proceeding to the analysis, an overview of the methodology, highlighting changes on implementation, is provided.

Methodology

Three focus groups were held, recruiting from the Blackpool area, Nottingham area, and Sevenoaks, as per the heterogeneous characteristics sampling set out in the methodology chapter. Participants were mostly members of local civic societies but also included members of building preservation trusts, historical societies or archaeological societies. Each focus group was based on the same questioning route (Appendix G); the transcripts are in Appendix A. They are referenced as B'pool (Blackpool), Newark (representing Nottingham and surrounding areas) and S'oaks (Sevenoaks).

As the methodology chapter states, the sample includes a higher proportion of highly engaged and interested heritage stakeholders than would be found in a representative sample from similar groups. The groups who responded to the invitation to participate were active local amenity groups with at least some members who were familiar with recent activity around local or national listing. This came to the fore when it was by chance mentioned by the Sevenoaks group that they had met another of the participants at a Civic Voice event where members of both groups gave a presentation. This shows that within the national network of amenity groups, the work of both the Blackpool and Sevenoaks groups acts as an example for others around the country. Therefore, these findings should be considered as the views of some of the most highly engaged groups in England.

It was initially intended that participants would come from a single city or town (Blackpool, Nottingham or Sevenoaks). However, in practice, it was difficult to recruit over six participants to form a focus group from one town, so participants were recruited through snowball sampling in the local area. The six participants in the Blackpool area were from three civic societies in the local authority areas of Blackpool, Wyre and Fylde. The fourteen participants in the Nottingham area came from Nottingham and Newark and Sherwood; they represented many local civic and historic societies. The seven participants in Sevenoaks were all from a single local society where the recent completion of a local list meant many volunteers were actively engaged at the time. Although it was not planned in the research design, having representatives from different local authority areas offered useful comparisons and brought greater representation of local authority characteristics to the research. The Blackpool group commented that the three civic societies around the Fylde coast encountered contrasting local authority approaches and would provide variety (B'pool); it became clear during the discussion that their relationship with the relevant local authority was a key driver for their activities.

All the focus groups were intended to have between six and ten people. However, the Nottingham group extended their invitations further and a larger number of people arrived at the focus group. This had some implications for the data gathered as the conversation had less longer contributions from individuals, tending instead to be short comments with the conversation spread around the group. Reflections on the experience of running the group concluded that although the participant numbers were probably at the upper limit for a focus group, the discussion was managed well and contained equivalent themes as articulated in the other groups, making it a valid comparator. However, participant numbers in the Nottingham focus group made speaker identifications problematic on transcription. Even with introductions from each person at the start, it was extremely difficult to accurately match the speaker and comment, especially due to high levels of over-speaking. Therefore, the speaker data from Nottingham is not attributed to comments.

The discussion topics were influenced by the kind of activities in which the stakeholders and their relevant interest group are engaged. Most of the groups participate in work on heritage sites, reviewing planning applications, and project work in the local area possibly in collaboration with the local authority. There was mixed knowledge of the HER. At least some members of each group were involved in applications for national or designation or local designation projects. The Sevenoaks group had just completed work on their local list, with

the second tranche of buildings being put forward for local authority approval in the following weeks; they were very focused on local listing in their responses to questions. Even prompts on national designation received responses about potential national listing candidates found in their local list research (S Speaker 2, 14). This means that the Sevenoaks focus group focuses more heavily on local listing than the other groups.

The artificial divide between local stakeholders and professionals is recognised. Some of the participants in the local stakeholder groups were retired professionals; of particular note was a retired civil servant who was previously the departmental sponsor for English Heritage at DCLG (now MHCLG). Another participant was a councillor, arguably holding a local stakeholder perspective simultaneously with a local authority role, and a third was a current Historic Environment Record (HER) officer. All participants self-selected to be part of the focus group, all self-identified as being part of a local heritage group, and none communicated a professional interest in advance of the group. While their professional interest showed in their manner of expression or detail of knowledge, overall, their presence did not impact the group dynamic considerably. The exception to this was a small section of the Nottingham group where the councillor defended local authority decisions: these comments had little bearing on the topics focused on for the research and therefore are not problematic. Despite the recognition of a permeable boundary, the separation of local stakeholders and professionals was still felt to be a useful divide because the lexicon and topics discussed in the local stakeholder groups and the heritage professional groups was substantially different, and there was little sense of hierarchy in any of the groups. Comments were openly made about the relationships between local stakeholder groups and local planning authorities which may not have been revealed had the groups been mixed.

Although an early question posed to each group identified how familiar they were with all designation types on the National Heritage List for England (listed buildings, scheduled monuments, registered parks and gardens and protected wrecks), as well as conservation areas, local lists and HERs, and all were included when setting out the parameters of the discussion, each discussion was inclined toward listed buildings, conservation areas and local lists. The following analysis of findings reflects this tendency.

National Heritage List for England

List descriptions

Reflecting previous research on the quality and coverage of the national list, two questions prompted participants for their views on access to lists, the information included, and the coverage of lists (see Appendix G). Comparable to the 2010 research, where quality was deemed an equal if not greater issue for the national list (Cherry and Chitty 2010, 47), more comments were concerned with the quality of the national list descriptions than the coverage. Updating the list descriptions is a key issue. The reasons stated to justify updating are: age, brevity of older descriptions, improving information, and lack of photographs. The variations between listings from different eras and the brevity of descriptions from some historical listing programmes are known systemic issues recognised in the 2010 research and long before. Although local stakeholders do not cite the phase of listing programme as participants in the 2010 research did (Cherry and Chitty 2010), there is a sense of knowing that not all descriptions are equally long or useful (for example, S'oaks). Alongside general comments about the need to update lists, brief descriptions are seen as deficient because they, "don't contain the required information" (Newark) or fail to record parts of the building that could be significant (Newark). This accords with the findings of the 2010 research that, "77% of LPA consultees who returned the questionnaire considered some List descriptions too short to be of use" and 80% identified brevity as a problem (Cherry and Chitty 2010, 74; 48). Both research projects find that brief list descriptions are perceived to impact their usability, not just reflecting a desire for greater information. Brief list descriptions, especially those which only refer to the front façade of a building, underpin the continuing perception that some buildings were listed solely by driving past in a car (Cherry and Chitty 2010, 49; 56; Newark). Brief list descriptions also compound the problem of another persisting perception: that only the parts of the building mentioned in the list description are important. Local groups articulated their role in contending with this public view (B Speaker 1, 33).

Local stakeholders' comments demonstrate awareness of the vast resource that updating the statutory lists would require. They also show that local groups are willing to be involved; some are already scoping or undertaking projects. For example, stakeholders have researched potential listings identified by Historic England within Heritage Action Zones (Newark). Another group aims to work with the local planning authority:

We were hoping to get involved in a project to update some of those descriptions, although that hasn't happened yet, has it? But certainly with [inaudible], the district council, that was something that we had got as a future plan to get involved in, and to provide an update on those descriptions that are currently there. (Newark)

These comments highlight the potential of creating partnerships between local groups and either local authorities or Historic England to aid the huge task of updating the statutory lists. This suggestion goes one step beyond the 2010 research, which recommended HE works with local authority partners and the national amenity societies (Cherry and Chitty 2010, 107), by considering non-professional partners. Public involvement has already been facilitated by HE through Enriching the List, but this does not alter the official list entries. Public partnerships are in line with twenty-first century trends in government policy and critical heritage studies which advocate public participation, as discussed in the literature review section, 'The 'who' of heritage: involving people'. The projects mentioned by participants do not move the decision-making power away from HE. This might be critiqued by some, but might make them more easily adopted in the sector (see Waterton 2010, 49 for such a critique). Recognising that volunteer projects still require resource, and that the ethics of balancing volunteer work alongside professional roles must be considered, projects with local stakeholder partners still offer opportunities, especially given that Historic England and local authorities do not have capacity, and will not have capacity in the foreseeable future, to achieve a mass list update. This research highlights the desire by local stakeholder participants for list description updates and a willingness to be part of the process. This finding aligns with Saunders' (2019) review of the national amenity sector, and could be combined with Cherry and Chitty's (2010, 112) recommendations for locally-defined area surveys to focus effort on the most outdated areas.

Photographs are seen as an easy way to show changes to a building and thereby keep list descriptions more up-to-date, as reflected in comments on Enriching the List (B'pool). Photographs are now seen as a necessity in a listed building description, as this comment shows; "...for a K9 phone box you get one black and white photograph. And for Southwell Minster you get one black and white photograph. (Laughter) There's a complete mismatch about what's needed and [what they provide]" (Newark). Although the *Images of England* website was incorporated into the NHLE, the folding of the website is a notable loss in comparison to the 2010 research where it received praise. Enriching the List has not yet

achieved the same status, despite photographs being the most frequent contribution and one contributor alone adding 10,000 photographs (Lovell 2017). The lack of photographs on the NHLE makes list descriptions seem outdated in a visual, online era accustomed to image-based apps and information. The potential for improvement through Enriching the List is discussed later in this chapter.

The above comments on list descriptions are all perceptions that have persisted since the 2010 research. A new point arising in this research targets the language of list descriptions. Critical comments on language describe it as, ‘a complete piece of legalese’, ‘archaic’ and ‘impenetrable’ (Newark). One local stakeholder’s comment recognises why this might be; “I get the feeling that the way the description is composed is to meet some kind of legal criteria, and consequently it’s extremely technical” (Newark). Language was not an issue that came to the fore in the 2010 research, perhaps because all those who participated were heritage professionals and comfortable with, or at least accepting of, the lexicon. The NHLE now being a publicly accessible source of information, the potential audience and purpose of list descriptions has shifted toward a less specialist user. Viewed through the lens of the AHD (Smith 2006, 34), list descriptions with highly technical language act to uphold the role of experts by subduing critical engagement from non-expert users. Obfuscating language blocks direct interaction and promotes expert interpretation. Viewed through the lens of assemblage theory, where language, although an assemblage in itself, is not such a centralized priority (DeLanda 2006, 16), the list description again has agency, but as a point of interaction between Historic England and the reader: public or professional. The way the list description is written will change the interaction between the assemblages, creating stronger links to the local stakeholders if the language suits communication with the public, but resisting those links if it does not. The language used in list descriptions is just one of a series of organisational policies considered here which have implications for the role of HE in relation to the public. More inclusive language connects with the proposal from critical heritage studies and practitioners to relinquish the expert grip on knowledge (Emerick 2016; Schofield 2014; Harrison 2013).

Comments on accessing the NHLE show a significant shift from previous research. While in 2010, 67% of local authorities were using a mixture of online and paper resources (Cherry and Chitty 2010, 32), online access is now ubiquitous. Only one participant referred to a paper copy of list descriptions (Newark). The 2010 research also considered the impact of a website titled ‘British Listed Buildings’ (Goodge, n.d.). This website still exists and is

frequently cited by participants as the way they access the lists, even though most also recognise that it is not the official source: “I’ve only found it accessible online from a third-party website. I think it’s called British Listed Buildings.” (Newark); “Yes, it’s strange that [name] mentioned British Listed Buildings as a go to, because again some of my colleagues go to that rather than the National Heritage List” (Newark). While the official Historic England website now ranks higher in popular search engines on a search for ‘listed buildings’, it appears that the NHLE search is not solely dominating access to the official lists (Ecosia 2020). Over time, this might change, but it highlights that the gatekeeping of the official record, and correlating sense of HE’s authority, is in the digital era partly reliant on creating and maintaining a user-friendly, aesthetically pleasing interface with efficient search and mapping functionalities. Historic England’s voice in the AHD, or its interactions with assemblages, are now inextricably linked with their use of technology.

Application process and decision

This research suggests that the system for applying for designation, and the associated decisions, are a source of frustration for local stakeholders. As Jackson (2016, 110) states, introducing the online application form in 2010 was a way of widening public participation in the system in line with the aims of heritage protection reform, however the system has not increased the number of applications made by the public. Even so, the application process acts as a point of interaction between HE and the public, followed by direct communication between HE staff and the public during the decision making. The negative experiences conveyed in this research are not advancing Historic England’s public engagement aims. Comments included the phrases, “formidable”, “very annoying”, “very disappointing”, “really makes you cross”, and “it doesn’t work for the voluntary sector” (B’pool). The initial sifting system conducted by HE, the policy on reviewing an application for a building which has previously been considered, rationale for the decision, and thematic listing were all cause for complaint. In some cases, the perceived opacity of the decisions and process might be the source of problem.

The system for designation operates in several stages. The first is an initial sift to identify whether the asset put forward for listing is at risk, within a strategic priority area, or has already been considered for listing. From there an application advances to consideration or is rejected. Many local stakeholders’ comments reflect finding the system hard to understand: from the online form itself (B’pool: “It’s formidable when you get the forms in, because you get something and it throws it up; do you answer “yes” or “no” to this question? If you

answer “yes’ you go to somewhere totally different but you wanted to answer something else”) to myths about the application system, (S’oaks: “which we were then going to put forward, but then we were told that it's not the right time of year or something”) to the filtering process (B’pool: “She came back so quickly – so quickly they came back that some of the information I hadn’t even posted to her... but it had been rejected before she actually saw the information”), cumulatively painting a picture of a system out-of-reach for local stakeholders (B’pool: “If you can afford to employ a consultant, it’ll work for them because they’ll know their way around the system.”). These points highlight a system which has been altered to allow public applications, but a system which has not been fully adapted to support public use.

The findings suggest the initial sift is particularly misunderstood. Participants’ comments show that a speedy rejection is sometimes perceived as insufficient consideration by HE. This is to be viewed in relation to comments about the time spent putting together an application for listing (B’pool). There are also several comments that suggest the quality of an application is perceived to impact the listing outcome, such as, “I put in a listing application which in terms of what we’ve got, was the best one I’d ever done, because I got some help from a guy in Lytham who gave me lots of graphics and maps... [but] It didn’t even get as far as the first filtering committee.” (B’pool). This demonstrates the time and effort stakeholders commit to making a good application, and misunderstanding about the initial criteria applications need to fulfil: risk or strategic priority.

The policy of not reassessing a building unless there is substantial new evidence is also shown to cause frustration. Stakeholders’ comments suggest the tool on the Heritage Gateway for finding out whether an application has already been submitted for an asset is not well known: “there’s no list to say whether or not somebody has already tried. So, you put all this work in and the other side of it is what work did the other people put in? (B’pool)” This also shows, again, the perception that the quality of the application impacts the listing outcome. The knowledge of how to find whether a building has previously been applied for would address part of the problem, but additionally the perceptions on the quality of applications could usefully be addressed: is there any truth in the perception that applications which contain different information will result in a different outcome for the building? If not, an assurance could be conveyed to applicants through the online process.

There are mixed opinions about whose role it is, or who is best, to submit applications for designation. On the one hand, in Sevenoaks; “I think there's some ambivalence between whether the Sevenoaks District Council would do that or whether we would do it on our own behalf” (S'oaks), on the other, a participant from the Blackpool group reports being asked by the local authority to submit an application. Some members of the groups were positioned as ‘experts’: experienced in submitting listing applications and considered more likely to succeed, given the aforementioned perception that the quality of the application affects the outcome. On prompting by other members of the group, one participant comments, “I’ve got more experience than the Council, it’s absolutely true” (B’pool). These experienced local stakeholders sometimes reveal acting as gatekeepers to the listing application process, being asked by others to submit an application for designation and deciding whether they would or not: “I think you become [reluctant 0:40:22], if you do a lot of these things, about – this sounds a dangerous thing to say – not wasting Historic England’s time, so that you are taken seriously when you apply for listing.” (Newark) and “we got it locally listed but there’s no way I was going to put it in for national listing because they were saying, “Oh it needs to be listed, it needs to be listed” but it had been so trashed inside that I knew it wouldn’t get it and so I wasn’t going to do it.” (B’pool). This first comment in particular, conveys the idea that there is a relationship between HE and recurring applicants: a sense of trust from HE when they receive an application. The comments also demonstrate the blurred distinction between ‘expert’ and ‘public’.

Comments from the Blackpool focus group display ardent dislike of thematic listing, although the term ‘thematic’ is a deductive assignment of an Historic England phrase to the situation the group describe. They label it as Historic England having ‘preferences’ and use the phrase ‘flavour of the month’ repeatedly (B’pool). They identify a focus on World War One, 1960s buildings, and multi-storey car parks as examples of favoured building types, connecting the situation to thematic listings or strategic designation projects. They describe the system as ‘unfair’ (B’pool) because it disadvantages the buildings they want to put forward for listing. Though they recognise a resource rationale for the system (“Well I presume that they have staff problems as well, that they’re working on things and think, ‘Oh well that – the first three boxes there don’t look right, we’re out’” (B’pool)) that does not justify the prioritisation from their point of view. The group sought a separate consideration for other buildings alongside thematic approaches. These views match those of previous research which states; “There did not appear to be any widespread support for thematic listing

in the consultation.” (Cherry and Chitty 2010, 105). Jackson highlights an idea from the heritage protection review: “A web page through which members of the public could vote for assets and themes which they would like to be included in strategic project work” (2016, 110). This would counter discouragement felt by applicants and make the chosen themes more transparent. In terms of empowered public engagement, a voting system would also allow the public more agency in the decision-making structures of Historic England, moving it up on Arnstein’s (1969) ladder of participation and favoured by those seeking to enhance public engagement in heritage (see literature review).

As reported in the 2010 research, participants in this research also commented on the length of time taken to list. There was no deeper probing to ascertain whether these applications were prior to, or after, the 2009 Memorandum of Understanding which set timescales for listing decisions (Cherry and Chitty 2010, 68).

Social history emerged as a theme of interest in the Nottingham focus group. Participants’ comments support including social history in list descriptions, saying it gives, “a more rounded picture of the importance” (Newark). They acknowledge the greater consideration of social history in designation decisions and list descriptions (Newark). This public experience matches a policy shift articulated by HE staff: while originally the architectural side of ‘special architectural or historic interest’ as written in the Planning (Listed Buildings and Conservation Areas) Act 1990 was prioritised, there has been a move toward using historic interest as the dominant criterion for listing in some cases (Bowdler, pers. comm. 2017). This policy shift is noticeable in listings such as John Lennon’s childhood home, Mendips, where the architectural interest is only, “made special for surviving much as it did from the long period of Lennon’s residence”, and the historical association is the principal reason for listing (Historic England 2012). Social history is also perceived to be positive for public engagement; “This may be an inconvenient truth for people like us, but the social history has got a much wider reach than the architectural history” (Newark). This is an interesting view in the context of the twenty-first century move toward greater public engagement and is supported by the interest in World War One memorial projects cited by Blackpool participants (B’pool). However, there are some points of contention regarding social history. One participant considers the balance between the architectural and historic elements of designation:

...I find that's very useful, that social history... At the same time, I think the architectural stuff has to come first. I think at the start of it you're saying, 'It's a listed building,' and I think the architecture does have to come first. In a way, the social history is the icing on the cake. (Newark)

The tradition of prioritising special architectural interest in designation is evident in most list descriptions and is recognised by participants: "I get the impression that a lot of the descriptions are just of the building and not really of the place. So there isn't much knowledge or research gone into the use of the place, the significance of people using that place. They're very architectural descriptions" (Newark). It is a tradition perhaps inherited from the very start of the concept of listing when in the aftermath of the second world war, a group of architects and architectural historians were asked to compile a list of buildings which should be saved from clearance amongst the war-time bomb damage (Saint 1996, 128). The professionals involved and the main considerations prioritised architecture. The phrase 'special architectural or historic interest' was not a newly created term; it was language transferred from the Housing etc Act 1923. A hierarchy of architectural interest over historic is now embedded into the system, particularly through the enactment of protection through planning law which is set up to protect fabric rather than associations. It may therefore also be an influence of participants views. Nevertheless, the participant's quote is an interesting weighing up of the balance between architectural and historic interest and shows that while historic interest is appreciated, it is not seen as an equal to architectural merit by all.

Participants' comments reveal that the decision-making process is seen as opaque. Several people considered there to be 'anomalies' or inconsistencies in the list (S'oaks), especially where the asset type or architect is the same: "some of the street furniture, like a number of lampposts in certain roads, are all Grade II listed, and you're thinking, 'Well, why those and why not some of the others are exactly the same in exactly the same time?'" (S'oaks) and, "his cottage would have been listed, a cottage he designed, whereas the main house that he built in the adjoining road, it's not listed. It doesn't make sense" (S'oaks). Although the newer list descriptions include reasons for designation, which address some of these issues, there are still comments regarding difficulties understanding what is special or why an asset is listed (S'oaks). There is also an idea that justification through architectural or historic interest sometimes masks alternative issues. For example; "We're always told there are hidden agendas in certain cases. I won't go any further than that. Nonetheless, it seems there's a

tricky thing there.” (Newark). This evidence suggests changes in practice since 2010, such as the introduction of the reasons for designation and publishing the selection guides, are very helpful for providing clarity about designation decisions.

Those participants who are seen as experts in applying for listing also show uncertainty about what becomes listed, in the context of historical change in the system. For example, “it used to be that you were reasonably safe on a quite interesting, historically important, pre-1840 building” (B’pool), with implication that that is no longer true. They also reveal tailoring the information in their applications to meet perceived current Historic England preferences; “When I applied to get that listed in 1986 they didn’t like inter-war classical. So I really had to push things like the girder construction inside, and the central heating up through the Corinthian columns and all this type of thing” (Newark). These views further suggest that decision-making for listing could be made more transparent; the role of selection guides will be discussed later in the chapter.

The statutory lists in use

Once designated, the protection of listed buildings is largely within the planning assemblage: local authorities with public and statutory consultation. In each focus group, the discussion moved fluidly between what might be defined as ‘heritage’ and ‘planning’. This supports Pendlebury’s (2013) concept of a ‘conservation-planning assemblage’ which highlights the interaction between heritage protection provisions and their enactment through planning policy at local authority level. Participants spoke of the role of planners, conservation officers, and councillors, retrospective planning applications (B’pool; Newark), and enforcement (B’pool). The interaction between planning and local politics in decision-making is also highlighted; “...because they are political creatures, they make their own decisions for their own requirements, for their own needs, and that doesn’t necessarily serve the listed buildings especially well.” (Newark).

A practical impact of heritage and planning sector boundaries is separate storage of information. Participants in both Nottingham and Sevenoaks suggest holding list descriptions in the same place as related planning applications. The Nottingham group extend this to a consideration of accessing the NHLE, HERs, Heritage at Risks registers and local lists from a single point, albeit a consideration for an ideal world and with a recognition of the resource needed. The same point was raised in 2010, when an amenity society identified, “‘a huge need’ for integrating Listed Buildings Online with the Planning Portal and other electronic

resources so that the List entry can be linked automatically with listed building applications” (Cherry and Chitty 2010, 32). The recurrence of this point a decade later suggests the issue should be explored. The advancement of digital platforms may now make it more feasible.

Participants highlight the discrepancy between policy and practice as a point of contention: “you can have two things in [place] and they’re treated completely differently and they shouldn’t be, but it depends which person deals with it.” (B’pool). From a planning perspective, Hart, Vigar and Davoudi (2015, 6) accept that the practical outcome of policy will vary from place to place due to its interpretation and flexibility in the system. However, the local stakeholders perceive inconsistency within and across areas negatively, with damaging consequences for the reputation of the NHLE:

I think the listing is only as useful as the information and experience that the Planning Departments in the area that are looking at it can apply to it. It can be really, really useful in one area where you’ve got the good Planning Officer and the good Conservation Officer and it can be of no use in another area where they don’t care. (B’pool)

The NHLE gains legitimacy through being perceived as a fair and enforceable national system (DeLanda 2006, 89). The above judgement is therefore concerning. It highlights the importance of specialist conservation skills within local authorities (see, for example, IHBC 2010).

Participants also reflect on the use of the statutory lists in terms of public perceptions. Each group’s definition of ‘public’ was not their own position, identifying a greater interest, expertise, or elitism for their groups. The general public was often characterised as lacking interest or understanding. Typical comments include:

And the [corollary] to that... is who we are. There is some expertise amongst us. Very interested in the topic. It’s missing John Ordinary. People say, “Oh, I love historic towns,” and then they will say something which totally contradicts that, because they’ve missed the point. Because all this kind of information is just too elitist. (Newark)

Everybody sitting around this table cares about the heritage of the area that they live in, but an awful lot of people out there don’t. (B’pool)

Participants described a public who lack interest and seek to change listed buildings regardless of their designation (B'pool; Newark). The public view listed buildings as “a burden” with “irksome, expensive and from their point of view totally unnecessary” regulations (Newark). On the other hand, one participant paired designation with pride; “You would think they would be quite annoyed because they have to consult when they do any alterations, which sometimes they find annoying, but their pride in having a listed building overrules their annoyance at having to consult about windows or whatever. Yes, I think there is a lot of pride” (Newark). The self-identification of the groups away from a general public is a caution against seeing the public as a singular entity and an encouragement to consider the specialist interest and expertise of local stakeholder groups who volunteer their time for heritage.

The groups' solution for general public disinterest is education, at child and adult levels. They articulate a need to advocate for conservation, contrasting with Pendlebury's (2009) depiction of an 'age of consensus'; “...it could become so detached from the groundswell of public support that it's just meaningless. People are, “Why have I got to repair these windows?” Well, you shouldn't need to be told at that point. It should be on the national curriculum. It should go through it like Brighton Rock” (Newark). As well as mention of schools, groups discuss an information pack that should go with listed buildings when they are sold so that new owners understand what it means for the building to be listed. Local stakeholders positioning themselves as providers of solutions shows again how they might be suited to working with heritage sector professionals to improve the understanding of heritage lists.

Recent innovations

Selection guides

A few participants in two of the three focus groups (S'oaks; Newark) knew of selection guides. Given that these are highly engaged heritage groups who, from the evidence above, are active in making applications for designation, the lack of general awareness of selection guides suggests a need for greater promotion if they are to be used by the public. Discussions slipped between selection guides, introductions to heritage assets, and other guidance documents, showing confusion between the different documents available, and perhaps

therefore missing the importance of selection guides as guides, “to outline the selection criteria used when listing” (Historic England, 2017b).

Making the selection guides available online is one way that Historic England is making the decisions about designation accessible to the public. It accords with the aim within the Heritage Protection Review to increase public participation and it should help to resolve the opacity of the application process, recognised in the previous section of this chapter, by illuminating the criteria for selection for various asset types. Some participants thought selection guides would be useful (B’pool) and foresaw using them to bolster their own authority; “To show that we know what we’re talking about”; “ammunition, for want of a better word, to take to the Council” (B’pool). This view utilises the authority of selection guides as official, internally used, Historic England documents. However, the lack of awareness of selection guides and lack of understanding of their purpose limits the use of the documents amongst stakeholders. Greater explanation of their purpose, clarifying that HE is sharing the internal operations of the system, could be provided on the webpage at the point of access.

Enterprise and Regulatory Reform Act

Out of all the provisions of the Enterprise and Regulatory Reform Act (ERRA), the provision to exclude parts of a building from listing was selected as the one participants would be most likely to encounter. An example was shown on a screen for comments. In most cases, participants had not seen examples of the ERRA provision so were reliant on the information presented to them. The facilitator introduced the concept factually without expressing opinions. The reaction from the groups was mixed, with Sevenoaks approving of it and having used a similar approach for their local list (S’oaks), the Nottingham group calling it “confusing” and “retrograde”, raising issues of setting and curtilage (Newark) and the Blackpool group seeing both positive and negative aspects (B’pool). The ERRA provision prompts concerns about setting and associated buildings (B’pool). It also introduces a contradiction to the system, as previously it was espoused that all parts of a listed building are protected; ERRA exclusions mean this may no longer be true.

This research finds that the ERRA exclusion provision has not yet been encountered by many local stakeholders. Participants raise questions about its application, especially the Blackpool group who wondered whether ERRA enables applications for just the dome of a building. As use becomes more common and better known, ERRA provisions may need to be publicly

explained to avoid an increase in applications for designation which hope to enact the ERRA provision in ways which are unintended or undesirable.

Enriching the List

Launched in 2016, Enriching the List (EtL) has now had several years in operation (Historic England 2016b). Despite efforts to centre the project on public participation, this research found that only a few participants in one of the focus groups had heard of it. Again, considering that the participants are engaged local stakeholders who are potential contributors, it is a concern that so few of participants are familiar with EtL. Once introduced to Enriching the List through an example shown on a screen, the discussions in each of the focus group take exactly the same route: first, participants comment positively on the concept, then participants question the validity or verification of the information, and someone compares it to Wikipedia for collective quality checking. After this, most participants seem to hold a positive view of the project but a few are not in favour due to the validity concerns; for example, “I think a whole lot of people tacking things on which aren't verified is devaluating, in my view” (S'oaks). This view is retained even after another participant reiterates the ‘your contributions’ banner which separates the ‘official listing’ from the EtL contributions. The positive views reflect changing attitudes towards expert knowledge with many people accepting public or ‘non-expert’ views as valid, but the countering views reflect a reaction to that trend or caution in a post-truth era where online information, even from seemingly official sources, can be false (McIntyre 2018).

EtL highlights contrasts between the perceived ‘expert’ knowledge of the official descriptions and ‘public’ knowledge as added through EtL. Nottingham participants counter the concerns about the quality and depth of EtL contributions by questioning the weight given to the authority of the official listings; “[It’s the 1:16:29] same with original listings though as well, isn’t it? Because you're relying on that bloke in his car looking at the building from the street to say, “Actually, that’s mid-18th century,” but where’s the research gone into that anyway?” (Newark). Example comments show ways that knowledge added through EtL is compared favourably to the official descriptions:

So in some ways the local knowledge that you’ve got there is probably better than what you had in the first place. (Newark)

Now, the oral and social histories associated with these buildings are things that Historic England are probably never likely to capture. (S'oaks)

And it's drawing out sort of intimate knowledge of places and things. You know, 'My grandfather worked in this mill in so and so, so and so, and it had so and so.' That kind of stuff, which you're just not going to get from a body of experts who are over pressed. (S'oaks)

The groups describe EtL knowledge as, "local" and "intimate". With 'local' opposing 'national' and 'intimate' reflecting in-depth, detailed, or personal knowledge, there is an implication that the official listings are written from a distant perspective and are more superficial or less detailed than can be achieved through EtL. Local and grass-roots knowledge is valued by the participants – sometimes seen to be better than the original expert-written list descriptions. Social history is an area where participants identify local stakeholders as having an advantage over HE professionals. Social history often has a local connection, whereas professionals are historically more practiced in writing architectural descriptions, as previously mentioned. The end of each of the comments suggests that local or intimate knowledge is inaccessible to experts either because they cannot access it or because resource is not available for the required research. These perceptions compare with literature on the role of the expert arguing that local knowledge is different but no less appreciated (see Schofield 2014; Harrison 2013).

Although the stakeholders are largely positive about EtL and see value in local knowledge, there is hesitancy about contributing. One participant sought a personal approach; "...you'd have to have Historic England directly in touch with you, wouldn't you, to get you in to it, don't you think?" (B'pool) and others doubted their position; "I personally wouldn't be sufficiently involved ... feel myself sufficiently involved to do it (inaudible 01:04:19)." "No, neither would I" (S'oaks). These comments demonstrate that some local stakeholders, already engaged in heritage activity and active in other projects, do not feel connected enough to participate. They seek a greater sense of invitation or involvement. This may be because they missed the initial invite of Historic England. It may be because the mass call for participation lacked any personal invitation. Equally, it may be that local stakeholders are not used to this direct call for participation from HE. They are more used to working with the relevant local authority and their current direct interaction with HE is mainly through the designation application system: a system which as discussed above, many find frustrating and opaque. EtL is a point of interaction between HE and the local stakeholder public assemblage and, like the webpage for selection guides, could be used to strengthen the connections between the groups, especially if increased public engagement is a continuing aim.

Local listing

Local list creation

Participants have varying experience of local lists: some, including all participants in the Sevenoaks group, have been involved in creating a local list, others had seen examples from neighbouring areas or considered local listing. This is consistent with findings from previous research that local list coverage is patchy: Jackson's (2016, 155) research finds that 41.1% of local authorities work with a local list and *Heritage Counts* 2019 records 55.1% of district councils and unitary authorities covered by a local list with the caveat, "This local list data covers both published & unpublished local lists, full and partial lists (some are only done for conservation areas), and there is no cut off for age" (Heritage Counts 2019).

Various factors influence the successful initiation of a local list. Three variables impacting local groups' agency stand out in the discussions: aspiration, money, and people power. This study shows how the aspiration of civic societies to have a local list can induce their creation: in Nottingham, the old civic society local list was rejuvenated in collaboration with the city council; in Sevenoaks a planning inspector's decision sparked the local list, and in Lytham St Anne's the civic society used the opportunity provided by a legacy to fund council work. Financially, the Blackpool group recount using the legacy gift as bait for the local authority to act (B'pool) whereas in Sevenoaks money was offered by the Town Council after the project's conception (S'oaks). In each case, human resource is a key driver in making a local list achievable. The Sevenoaks group put in their own time; they also recognise previous efforts had failed because of lack of resource (S'oaks). Money in Lytham St Anne's bought consultant time (B'pool), and in Nottingham the civic society put in research time to update the list (Nott). Previous research has quantified the coverage of local lists across the country (Cherry and Chitty 2010, 53; Jackson 2016, 155). This research builds upon that, suggesting that the availability of resource – money and people power – plus the impetus of an active civic society, influences the coverage of local lists.

The agency of guidance also influences local list creation. Participants feel that the 2016 revision of Historic England's local listing guidance changed the emphasis away from local stakeholders, saying;

And the notable change is that whereas the English Heritage one where we started from had a lot of examples of collaborative projects and local amenity going out and doing things, which is what, in a sense, gave us encouragements

and confidence. The current one doesn't, it's squarely aimed at local authorities, and it says, 'Well, you may want to see if you can recruit amenity groups to work with you'. (S'oaks)

This version of the document has since been revised (Historic England 2021b). However, the statement highlights the agency of documents. The first edition of the guidance encouraged the local group to create a local list, even cited as giving them confidence. The 2016 revision is perceived as shifting the power to local authorities, contrasting collaborative projects to LPAs optionally seeking to involve local groups. The 2021 version is aligned with MHCLG's (2021) local listing project, encouraging local authority and community partnerships. These comments demonstrate the direct impact of HE guidance on encouraging local groups and shaping voluntary heritage practices; the same might be true of Civic Voice guidance such as the Local Listing Toolkit (2018).

From a local stakeholder perspective, the relationship between the local group and the relevant local planning authority is crucial to setting up a local list. Stakeholders are unanimous that LPA's must be on board. One participant explains, "...they have to write the letters to the owners, they have to have the expert panel to – or however you do it – to actually decide what they're going to adopt, then it has to go to the Planning Committee, it has to go through the Council procedures; civic societies can't do it on their own, however much work they do" (B'pool). This quote defines key points for which a local authority is required; Sevenoaks participants add the acceptance of selection criteria. So, while local stakeholders might be keen to create a local list, and local list projects are highly suited to public participation, the LPA is also a key agent. A positive relationship is not the status quo across the country. This is most apparent in the Blackpool focus group where the relationships to three LPA's in the area varies immensely. One LPA, described as, "just not interested" (B'pool) in local listing is perceived as a barrier, whereas another is described as "proactive" (B'pool), and another portrayed as initially reluctant but persuaded by the civic society; "we've been putting pressure that we want a Local List" (B'pool). Similar coaxing is evident in Sevenoaks; "And then having worked it out more or less to the stage where we got the criteria I think, we then went to the local authority, put our business proposal to them, and they accepted it hook, line, and sinker" (S'oaks). Local stakeholders have formed ways of asserting their agency either by borrowing the tactics of pressure groups or by conducting themselves in a professional way ("business proposal") to achieve their aim. The participants describe determination with the language becoming more adversarial, including, "... we

wrote to the local authority and said, ‘Look here. You've got in your thing an aim to have it. Carry it out, please’” (S’oaks) and, “...we were saying to the officers of the council and one or two Councillors if we can get hold of any, ‘We are offering you money here; we’re offering you money, what are you going to do about it?’” (B’pool). Here, the limit of local stakeholders’ agency is revealed: while they may be determined, they are reliant on the LPA’s response. The interaction between local stakeholders and LPAs is a crucial connection for a successful heritage assemblage. Just as with stakeholders and Historic England, this is especially so if increased public engagement is an aim.

Content and access

This research confirms findings by Jackson (2016) that local lists are inconsistent in content and access, as well as coverage. There is no national standard for the set up of a local list or what information should be recorded. On content, groups report that in some cases, only the address is accessible without information to justify the listing; others report more thorough data sheets with photographs or details of each building. In terms of access, some local list information is held by the library, with concerns about knowledge of its presence; other lists are held on online interactive maps or databases. At least one list was accessible through the HER but the same list was not on the LPA’s planning constraints layer (S’oaks). The local list being available on the planning constraints layer of the LPA’s system is vital, as it enables planners to recognise local listing in the course of their usual work. When done well, local list content and access is described as better than the HER and NHLE (S’oaks).

There is considerable variation, therefore, on information availability and access. Access through a well-designed, public, online system facilitates greater participation in the planning system, as demonstrated here;

For the interactive map that they have now got on the Sevenoaks District Council website is amazingly good. I mean because I'm the chairman of the [place] Society Townscape and Planning Group, and we monitor the weekly applications list, and a property comes up in a road where I know there are a number of locally listed buildings, it's easy to go onto this map and see whether this is one of them or not... It works very well. (S’oaks)

Some argue that local lists should be entirely locally defined and created, resulting in a variety of forms as suited to the locality. However, participants suggest a framework tailored to supporting local groups undertaking local list projects; “if that [a framework] was

available, I think a lot more people might be persuaded to engage in local listing. It's quite a daunting undertaking if you've got to invent the entire thing from scratch.” (S'oaks). The guide to local listing produced by Civic Voice (2018) might fulfil this framework now, supporting groups and, as a by-product, enhancing consistency and best practice across the country.

Protection

There are concerns around the level of protection offered by local listing, as found in previous research (Jackson 2016, 169; 177). Participants use single case studies of losing or saving locally listed buildings to demonstrate the effectiveness of local lists, often citing public enquiries (B'pool; Newark; S'oaks). While individual examples show success, overall, protection through local listing is described as, “yet to be proved” (B'pool) and the reliance on individual examples suggests limited evidence to support confidence that local listing is an effective heritage protection measure. It is difficult to see a national picture of how effectively local lists are protecting assets; this is perhaps something that *Heritage Counts* could assess, especially as the MHCLG (2021) project seeks to expand local listing.

With a backdrop of uncertainty about the protective powers of local lists, many participants are supportive of Article (4)1 directions, one participant describing local listing as, “pretty pointless” (B'pool) without them. Other groups actively encouraged the local authority to implement Article 4(1) directions (S'oaks). Local lists without further protection can seem odd to stakeholders; “...owners of locally listed properties are still retaining most, if not all, of the permitted development rights and... I thought, ‘Well, but what does local listing then mean?’” (B'pool). This is a very valid and typical response to local listing. Jackson (2016, 177) suggested, “local listing is perhaps just an exercise in community appeasement”, rather than a protective measure, citing the number of demolitions of locally listed building. However, this research suggests that local stakeholders are keenly aware of such demolitions so the list alone would not be a source of appeasement.

The level of protection sought from most participants is prevention of demolition. Article 4(1) directions are therefore a useful tool as an update to legislation enables Article 4(1) directions to restrict demolition as a form of development. Across the country, Article 4(1) directions have been applied to local lists to reduce more detailed aspects of permitted development, including external paint colours, satellite dishes, and boundary treatments (Price 2017, 5). This transforms local listing into a more powerful and flexible measure,

albeit reliant on enforcement. Alongside supporting local lists through a local plan policy as mentioned in Jackson's (2016, 181) research, Article 4(1) directions strengthen the protections offered by local listing. The perspective supporting Article 4 directions is prevalent amongst local stakeholders, but will be compared to the views of heritage professionals in the next chapter.

Beyond the provision of Article 4(1) directions, local lists are felt to have some power as a pause for thought in the development and decision-making process. Participants value the local list's weight in the balancing of planning decisions, and describe them as, "another weapon in the armoury" (Newark) and a, "safeguard against arbitrary decisions on planning" (S'oaks). In the same comment, the local list was seen to represent local importance in planning appeals, where the planning inspectorate may have no knowledge of the area. In this respect, local lists serve to input a local voice into a national aspect of the system. Cumulatively, these views demonstrate the protective aspect of local lists regardless of their limited strength.

Relationship with the NHLE

Cherry and Chitty (2010, 23) comment, "It is the interface between local and national significance that calls out for the most sensitive treatment since it is here, as any close inspection of the Lists will show, where the overlap between national and local criteria is shown up most strikingly." The justification for, or catalyst for the creation of, local lists is articulated by local stakeholders as the loss of buildings which they feel to be locally important (S'oaks). The experience of this is elucidated through the loss of a building which was rejected for national listing:

I think you found it frustrating when you tried to get [building name] listed, and Heritage England, as they're now called, came back and said, 'There are better examples elsewhere.' There are certainly not better examples in Newark. There was only Crossing House in Newark. And therefore now it's lost. It's gone.

It's such a shame. That makes a strong case for a local list of course, doesn't it?
(Newark)

This quote, and others, reveal the relationship between the statutory NHLE and local lists. Some participants view local lists as a waiting list for the NHLE: "Well, they're precursors of being listed, I suspect. That's the idea, isn't it? Well, they ought to be listed. That's the thing, isn't it?" (Newark). Another participant describes a sense of hierarchy between the lists;

...we found a number of buildings that we thought should be nationally listed... there were a small number of buildings which were on a different level from the ones we thought of as appropriate for the Local List, so it was a distinction. (S'oaks)

The comments articulate some sort of difference, (a 'different level', 'distinction') but the definition of that distinction is not clear. For local stakeholders, the difference is not marked by local lists protecting a more inclusive set of heritage values as hoped for within critical heritage studies (Jackson 2016, 158). Social history is mentioned in relation to the content of lists but it was not spoken of as a defining feature of local lists and no mention was made of social or communal values as criteria. The finding from this group will be compared to those in other areas of the assemblage.

Local stakeholders' ambiguity on the role of local lists in relation to the NHLE supports a conclusion of previous research that, "While Grade III remained operative, the Lists included a category that acknowledged local interest; once discarded, it created a tension within the listing system that has never been satisfactorily resolved." (Cherry and Chitty 2010, 21). The desire of local stakeholders to seek national listing as the priority suggests a greater respect or status for statutory listing, and recognition of the greater protection for the physical asset. Underpinning any notion of local lists gaining greater status is their consistency, in coverage, content, and access, so that they are seen as a nationally applied measure. MHCLG's (2019a; 2021) funding to develop local lists will improve the national picture.

Highlights

The discussion chapter (Chapter 9) will condense and compare the findings from across the five data analysis chapters. Here, instead of providing a summary, selected highlights from the local stakeholders' focus groups are foregrounded, presenting a flavour of the findings across the NHLE, innovations in listing, and local lists.

A key finding regarding the NHLE is that local stakeholders, dissatisfied with short list descriptions, are keen to partner with HE or LPAs to help update the NHLE: an offer which could match with public engagement aims from a sector perspective. Local stakeholders envision updated list descriptions to use less technical language and include photographs.

The three innovations presented to local stakeholders - Enriching the List, selection guides and ERRRA – are all little known. This is particularly concerning for EtL, as these active stakeholders represent an interested public, hoped to be contributors. Increased awareness would also enhance the use of selection guides for designation applications, and they might be more highly regarded if understood as shared HE internal documents.

Local stakeholders support the creation of local lists, with protecting heritage as their primary goal. Weakness in the protection afforded by local lists is therefore a concern, and stakeholders support Article 4(1) directions as a remedy. The local stakeholders in this research recognise the agency of their local groups in initiating and developing local lists, but they also acknowledge its limitations, reliant on enthusiasm from the LPA and, more widely for heritage protection, a good working relationship between the organisations.

Linking all of these findings together is the focus on local stakeholder groups' roles in relation to their relevant LPA or HE, through offers of partnership working, participation in designation and EtL, and creating local lists. Local stakeholder groups reflect on their relationship to LPAs, which is often in person. With HE however, non-human agents such as guidance documents, the designation application portal and EtL are points of interaction. Turning now to analysis of LPA focus group data, the topics will be explored from a different perspective in the assemblage and the relationships to local stakeholders and HE considered.

5 Local planning authority focus groups

The relationship between regional Historic England inspectors and LPA staff is highlighted as an important connection in the assemblage by LPA participants. A good relationship with HE is described as “majorly important” and “so beneficial” (Kent 2). Participants comment on the role; “I think it also helps that Heritage England now have dedicated case workers who know an area, who know the buildings there, who know what’s appropriate” (Fylde) but also on the way it is carried out; “... they’re very much more approachable, they’re quite happy to come in for meetings and you can get a dialogue going with them if you build up a level of trust and it works a lot better” (Fylde). This point is a backdrop to the analysis which follows: LPA participants show, in the upcoming chapter, their crucial role in implementing heritage management, but the support of others in the assemblage affects their ability to carry it out successfully.

This chapter analyses data from three focus groups and one interview with local planning authority (LPA) heritage professionals. As with the previous chapter, the findings are discussed in relation to the Cherry and Chitty’s (2010) ‘Statutory lists: review of quality and coverage’ and Jackson’s (2016) ‘Contesting the expert in the big society: an assessment of national and local significance in relation to heritage designation in England.’ The same structure is employed, starting with the NHLE, then examining recent innovations associated with the NHLE, and then moving on to non-designated assets. In this chapter, Historic Environment Records (HERs – the LPA’s database of recorded archaeological and historic sites and buildings) are considered, as well as local lists, and non-designated heritage that may not be identified on either list but is afforded consideration in planning through the NPPF.

Methodology

The methodological decisions for conducting and analysing the data have been set out (Chapter 3). Here it remains to explain the few changes made on implementation.

It was initially intended that the focus groups would comprise LPA staff, Historic England regional staff, and private sector consultants. However, it proved difficult to reach consultants and secure their time for participation. HE staff are represented elsewhere in the research

through interviews (Chapter 6). The groups therefore consist of solely local authority staff, except for in Nottingham where one regionally based HE staff member joined the first focus group before it was clear the groups would not be mixed. The resultant separation of local authority staff from other actors in the assemblage turned out to be advantageous; it illuminated LPA interactions with the assemblage as participants felt free to articulate their experiences and views. However, there are two caveats to this: firstly, that the relationship to HE is not described in the Nottingham group where an HE staff member was present; and secondly, that focus groups, as a method, and the operations of a single group within a larger assemblage often promote stark contrasts between identified social entities: in this case the ‘us’ of LPAs and the ‘them’ of HE, councillors or local stakeholders. Language highlighting the ‘us’ and ‘them’ nature of entities territorializes the group, forming a stronger sense of identity and unity in contrast to the perceived other. When analysing the focus groups’ articulation of other entities, and their relationship to them in the heritage assemblage, this must be borne in mind and the accuracy of the claim examined in relation to other perspectives on the same topic (Hammersley 1992, 53; Snape and Spencer 2006, 19).

It was also initially intended that each focus group would be orientated around a single local authority. While this was achievable in the city case study, it was more difficult in less urban areas where there are fewer heritage professionals. Given that many local authorities have a small conservation team, perhaps only one conservation officer, and few planners with a heritage specialism, it became apparent that participants would have to be sought from a slightly wider area. The sampling still focused on achieving a demographic, geographic, and urban to rural spread. Approaches were made to individuals at local authorities, IHBC regional groups, and Conservation Officer Groups. This led to some snowball sampling where participants asked if they could invite their own contacts, which was encouraged. The result of the snowball sampling was that participants often knew each other and were comfortable speaking with each other, also that the focus groups covered more than one local authority area but in proximity to each other. The case study of Blackpool became an area of Lancashire containing Fylde, Blackpool and Wyre with some representation from Chorley. The case study of Sevenoaks was expanded to include representation from Tunbridge Wells, Rochester, and Chatham. The geographic spread of the sample was maintained. A range of LPAs with different GVA and IMD rankings were represented, and a range in the number of designated assets and LBCs per year. While it was important to carefully consider a heterogeneous characteristics sample as an assured platform to capture a variety of LPAs in

the research, the widened participation expanded the generalizability of the research through a greater number of LPAs with differing characteristics represented.

The largest amendment to the methodology was due to challenges encountered when convening the Kent focus group. Delving into the Heritage Indicators for 2019 (Heritage Counts) shows that Kent is a particularly busy county, with one of the highest ratios of listed building consent cases to conservation staff members in England. Contributions from Kent are considered to be vital to the generalizability of the research in this context, capturing reflections from an area which is under greater development pressure. It is also therefore understandable that people had less time to contribute to research. The initial focus group had four participants. One participant said little as they were new to the role, and on reviewing the focus group, it was decided a supplementary group or interview would be beneficial to augment the Kent case study. This was set up as a paired interview, but with one participant withdrawing without notice, resulted in a one-to-one interview to supplement the focus group's views. Analysis of the transcripts shows that the topics and views considered from the Kent participants is equal in range and depth to that from the other case studies so the data set was felt to be of comparable quality. However, it should also be recognised that the one-to-one nature of the interview resulted in greater researcher involvement than would have occurred in a group discussion.

A scoping question toward the beginning of the focus groups ascertained how familiar participants were with designated and non-designated assets. The biggest variant found here concerned knowledge of HERs, which ranged from people who maintain HERs to little familiarity. The focus group conversations and analysis reflect this variety.

National Heritage List for England

Quality and coverage

Comments on the coverage of the statutory lists and the quality of the list descriptions reiterate the findings of Cherry and Chitty's (2010) report concerning older list descriptions. The short length of the description and their purely architectural nature are noted as problems, especially when talking to listed building owners about the significance of their building and what is covered by the designation (Kent 1; Kent 2; Nott; Fylde). Three common perceptions: 'drive by' listings, designation of only the exterior, and that protection

extends only to what is mentioned in the list description, are issues still faced by LPA staff. This accords with the 2010 report and local stakeholders' views in the previous chapter of this research. For newer list descriptions however, there is a clear articulation across all data of welcome improvement. Comparable to the revisions seen post 2007 (Cherry and Chitty 2010, 84), there have been further improvements to list descriptions. Participants value descriptions written post ERRA (Kent 1). More broadly, participants reflect that newer list descriptions are "significantly improved", "more substantial", "comprehensive", have "more information" and are beneficial for understanding the building (Kent 2) or identifying what is significant about it (Fylde). While there are two comments that raise the concern that too much information in a list description could cause an issue if a particular element is missed out or discovered during works, akin to comments in the 2010 report (Cherry and Chitty 2010, 75), the vast majority of comments highly praise the new style of list description. In the Fylde group, participants also view the newer list descriptions as less academic in their language and "more accessible", or "user-friendly" as a result (Fylde). This can be compared to comments from local stakeholders, who show less awareness of specific chronological changes in list descriptions, but who criticise the language as too academic, and may suggest that HE's changes to list descriptions will in time alter local stakeholder perceptions.

Making list descriptions longer and more focused on significance could be expected to have had a destabilizing impact in the assemblage as the change in style requires historicized authority to be reformed; the new style has to be broadly accepted by actors, within Historic England and outside, to gain authority. It seems that this period of change is nearly at its conclusion, with most actors supporting the change and the new list descriptions being portrayed as a more useful. It leaves perhaps one big question, which LPA participants recognise as a resource problem for HE. If the new style of list description is so much improved, and there are problems with the brevity of the old ones, can the older descriptions be brought up to the newer standard? As the 2010 research concluded, the introduction of reasons for designation in 2007 made older listings defective in not including that rationale; as the list descriptions have improved since with a greater focus on significance and clarity on what is designated, older list descriptions seem further behind. The general perception of the situation is summarised by one professional's comment;

So I think the newer entries on the list are excellent. They're much clearer in terms of what is and what isn't listed and discussion about significance and what isn't significant. So that's all really useful. But then that's only a small part of

it really. The majority of the lists are the old lists, which were just an architectural description. (Kent 1)

Coverage is described as “patchy” by two groups (Nott; Fylde). In the Nottingham group, NHLE coverage is discussed in terms of social representativity as well as geographic or thematic coverage, including the statement: “I think we have a role as a sector to make sure that there is official recognition of... you know... diversity basically” (Nott) and an important question, “Do most people in minority groups in Nottingham really feel like listed buildings and the built environment and city and the history of that is something that speaks to them directly?” (Nott). These comments may reflect the agency of international thinking, brought to interact with England’s heritage assemblage through research and official international documents such as the Burra charter and the Faro convention. In these documents, and in *Conservation Principles* (English Heritage, 2008) which translated the ideas into English guidance (see Chitty and Smith 2019), ideas around communal value and equal rights to heritage suggest the importance of representing all communities in official lists. Participants also question whether ‘spotlistings’ – applications for designation brought forward from outside of HE’s strategic work – might show a correlation with the demographic of an area (Nott). The long discussion and recurrence of the theme of representativeness arguably evidences the filtering of international ideas into the practice of the heritage assemblage within LPAs.

LPA professionals express that they would like more listing in their areas, and are keen to be involved in improving coverage. Fylde and Kent participants (Kent 1) report having few recent spotlistings and cite the lack of periodic reviews. As found in 2010, there does not appear to be widespread support for a thematic approach (Cherry and Chitty 2010, 105). Thematic reviews, of course, make greater impact on some areas than others, dependent upon whether significant examples of the building type are found in the area. Cherry and Chitty (2010, 58) recommended working more closely with LPAs, and the focus groups highlight clear opportunities do to so, through assessing buildings identified by local list or HAZ projects as suggested by participants in Fylde and Kent (Kent 1) respectively. A participant explains,

I mean what we’ve done with our local list... is we’ve identified a number of buildings thinking haven’t we, [name], where we think they’re probably good enough for national listing so we perhaps need a way of discussing this with

Historic England to say can you come along and have half a day with us literally and we can go through these buildings. (Fylde)

The implications of this approach for the relationship between the national and local lists are discussed later in this chapter, but there is a clearly defined opportunity to improve coverage by drawing upon local expertise through local lists. The opportunities to designate in collaboration with local authorities through existing HAZ or local list work appears to have potential to address coverage and representation issues, tie into existing projects to save resource requirements, and to build upon good working relationships with LPAs.

Access

Access to the statutory list through the NHLE online portal is regarded positively, especially the map search (Fylde). Unlike local stakeholders, no LPA participants mention the unofficial British Listed Buildings website (Goodge, n.d.), suggesting that professionals are using the up-to-date information and are not seeking alternative functionality. A participant recommendation that conservation areas should be added to the NHLE is highly supported by the group (Kent 1). Although locally designated, conservation areas are a statutory designation. The NHLE online already acts as a common portal for multiple designations, under multiple legislative acts. The *Draft Heritage Protection Bill (2008)* would have brought conservation areas under a single heritage structure or heritage open spaces designation, so the recommendation to include them on the NHLE is consistent with previous thinking but may encounter problems with keeping information up-to-date (Kent 1).

Application process and decision

The application process for national designation seems to be little used by LPA staff. One participant comments, “I find applying for spotlisting to be a heart-breaking process so I kinda gave it up a while ago. Well, actually, I gave it up after a couple of attempts, frankly...” (Nott). The Nottingham and Fylde groups mention local stakeholders’ applications for listing, suggesting that local stakeholders are the ones most engaged in the process. This evidence, alongside the frustrations articulated by local stakeholders in the previous chapter, suggests that the online application process for listing could be justifiably more explicitly aimed at local stakeholders.

Under the Planning (Listed Buildings and Conservation Areas) Act 1990, listed buildings must have ‘special architectural or historic interest’. Like the local stakeholder groups, professionals felt that the architectural side of this phrase is privileged; “...the thing that’s

been most contentious about the national list is that it's chiefly about architectural interest... there's very little scope for adding something simply because of its historic interest" (Nott). The broader conversations of the focus groups, discussing social history and people's stories, show that practice has moved on from a purely architectural focus. This is also demonstrated in policy documents through the use of significance which can encompass a range of different values or interests. *Conservation Principles* (English Heritage 2008) defines historic value as comprising of illustrative and associative value; the stories of people, social history, or associations with historic people or events, are thereby part of historic interest, a phrase which the NPPF's definition of significance includes. Practitioners are using 'historic interest' to highlight the social history linked to a heritage asset and to seek to protect assets on the basis of historic interest alone. When managing heritage assets, the approach is becoming evermore familiar, but in the case of designation, the legislative phrasing is a hurdle which practitioners are starting to overcome. This is potentially encouraged and led by HE's work, listing assets such as the zebra crossing near Abbey Road studios, made famous by the Beatles' album cover, giving only historic interest and group value in the reasons for designation (Historic England, 2010). The publicity for such listings enhanced their profile in popular press and signposted the designations to professionals (BBC 2010). With the legislation remaining stagnant for thirty years, practitioners have found a way to align with current thinking. This has encompassed: treating historic interest equally to architectural, emphasising the 'or' in the legislative phrase which enables historic interest to be used independently of its counterpart, and broadening the definition of historic interest in line with *Conservation Principles*. Janssen (2017, 1669) describes the comparable process in the Netherlands as 'stretching' where there too, policy changes have not been matched by legislative change. This process of stretching the legislation to fit practice allows continuation of previous practice and results in a 'layering' (Janssen 2017, 1658) of approaches, whereby the traditional approach to designation through special architectural interest is still valid and used, and the more recent interpretation offers an option which can be applied where circumstances fit. Janssen points out that a side effect of the layering approach is that the new insertion, in this case the interpretation of historic interest, receives less objection from actors in the sector than might otherwise be voiced if it was a replacement. In DeLanda's (2006) terms, change through addition has less of a destabilizing effect on the assemblage, as the legitimacy of the original system remains intact.

Recent innovations

Selection guides

The impact of selection guides should not be underestimated. As one participant states, "...the selection guides are probably the biggest, one of the biggest step forwards." (Fylde) and others described them as, "fantastic" and "really useful" (Kent 1). The selection guides bring clarity to what was previously behind-the-scenes designation decisions (Fylde) and provide a national view where local authority staff only have oversight of one part of the country (Kent 1). Their usability is also tied into their design, with praise for their, "visual and glossy" style (Nott). The views on selection guides imply that the guides are active in supporting Historic England's authority. DeLanda (2006, 84) claims that, particularly in government hierarchies such as the planning system, legitimacy is the main expressive component of the assemblage. With minimal enforcement active in the assemblage, actors' belief in Historic England's legitimacy is key to the organisation's authority. The releasing of internal operations guides to the public shows a transparency and openness that participants respect: "they were an internal thing changed to become open to everybody – quite right - " (Kent 1) and the visible rationale for decision-making lends HE greater support as actors in LPAs understand and back the decisions, "before then [publication of selection guides] there was always a bit of a black art you might say as to how the decisions were made as to which buildings went on the list and which didn't" (Fylde). This greater transparency is clearly a benefit for the stability of the heritage assemblage, encouraging actors in the LPA to trust Historic England's designation decisions.

Not all LPA actors are familiar with selection guides or are using them. Some express that there is no need for their use if they are not putting in applications for designation. One participant feels that the application of the selection guides is not publicized clearly enough, and that a simple clarifying paragraph for their purpose would be beneficial (Kent 1). Such a paragraph would have to explain what they were designed for but not limit their use as other participants report using selection guides for a range of other purposes including designing survey projects (Kent 1), applying building preservation notices (Kent 1) and learning English architectural history (Nott). The mixed use of selection guides shows their wider agency and their value to LPAs. This finding will be considered in the following chapters.

Enterprise and Regulatory Reform Act

Knowledge of the Enterprise and Regulatory Reform Act (ERRA) provision to exclude parts of a building from listing is mixed. One group mention the change to list descriptions before being asked questions on the ERRA (Kent 1); in another instance, a participant had not seen an example of the changes in their local authority area (Kent 2). LPAs comment that the ERRA generally has not made a big impact (Kent 1; Nott). However, whether familiar with the provision prior to the focus group or not, the resounding response was positive: “Brilliant, thumbs up all round” (Fylde); “very very very welcome” (Kent 1). The reasons behind the positive response are around clarity: clarity for the owner (Nott), reassurance about what is covered by the listing (Kent 2), clarity with a more detailed description (Kent 1); and precision (Fylde). As the groups who were not previously familiar with the provision work through it together, they consider the impacts on curtilage and setting but, unlike local stakeholders for whom this brought concern, LPA staff see the ERRA provision as one of many planning tools (Fylde) and consider whether local listing might be used if the non-designated elements were considered to have local significance (Kent 2). As groups discuss the impact of the exclusion provision, its extents are tested in the dialogue. In the Nottingham group, this includes suggesting listing just facades and working out the impacts of excluding one of a pair of semi-detached cottages. Overall, there are a lot of questions about the ERRA provision, such as whether it will be used on all new listings, whether it could be retrospective, and the details of setting and curtilage, but the consensus is positive, excepting one participant’s view that ERRA has added extra complication (Nott).

Enriching the List

As found with the ERRA provision, there is a notable mix of knowledge of, or engagement with, Enriching the List (EtL). Unlike the ERRA provision or selection guides, EtL is not required or embedded in guidance for the statutory operations of heritage protection, so LPA staff have no obligation to engage with it during the course of their work. Lack of knowledge of EtL is perhaps a concern because LPA staff could act as promoters for the project, encouraging local stakeholders to participate or adding information themselves.

The conversations on EtL followed a similar initial pattern to that of the local stakeholders, but with more positive reaction: every group praises it, at least as a concept. This comment, from a participant who also expresses concern, typifies the view: “I think it’s great that they’re trying to get more people involved in that and understanding listing and local listing and stuff, I think that needs to happen” (Fylde). Participation and engagement are high on

heritage professionals' agenda, indicating the influence of international thinking or government policy in the assemblage, as discussed in the literature review. However, verification issues are raised in each group, and the conceptual similarity to Wikipedia highlighted (Kent 1; Nott; Fylde). The idea of having publicly added information to the Historic England list is perceived variously. It is welcomed by some participants as, "a brilliant way of democratising heritage value" (Nott) contrasting with a desire for greater separation of "the professional listing and the social stuff" (Fylde). The responses show how the groups perceive expertise, the knowledge they value, and what they regard as useful to their work. Much, although not all, of the discussion seems to assume that people contributing to EtL add social history, "great stories locally" (Nott) rather than architectural information. This could be because the architectural information is already present in the official list description, or because participants assume that this is the kind of information local stakeholders will know and contribute. Some of the Nottingham group regard these contributions as positive; "I just think there's so much expertise out there... that isn't necessarily just held very closely in... in a little box by conservation officers" (Nott). Another participant states that EtL could provide an extra source of information for those writing heritage statements (Kent 2). However, the Fylde group do not consider the information as of the same quality; "there are professionals and likeminded people that use Historic England information for professional and serious purposes and if people are then just adding in information, whimsical information... does it water down the content that we're actually looking for?" (Fylde). Three issues are highlighted in these comments: the perceived quality of information, views on who is qualified to write information about heritage assets, and what the information can be used for.

There is no consensus on these issues. It seems two conflicting agencies are in operation. One of these is the AHD (Smith 2006), a discourse which privileges the expert as the holder of knowledge and foregrounds the material qualities of heritage assets, here associated with architectural interest. This discourse supports the separation of the official list entry from the EtL additions. The second is a discourse around everyone having a right to participate in heritage, heritage assets being valued differently by different people but all views being equally important. This discourse is found in the foundational principles of inclusive heritage conservation practice articulated in, for example, the Burra Charter and the Faro convention, and is part of the stimulus for creating projects such as EtL which allow everyone to contribute. The first view is a stabilizing actor in the assemblage. It perpetuates a routine

which has been in place since the creation of the list in 1947, or as far back as 1882 for scheduled monuments. This legacy of repeated action creates legitimacy based on previous success. The second view has a destabilizing effect by challenging the AHD, threatening the legitimacy of the expert view by proclaiming that other, non-professional views are equally valid. This in turn potentially challenges the authority of Historic England by questioning their role as experts – the legitimate organisation with the rights by expertise to regulate heritage asset management. Participants voicing opinions aligned with the AHD seek to re-insert professional roles; “it’s for a conservation officer or at least someone with... who’s proved themselves to be a professional in the field and they update it you know, and then it’s scrutinised by someone who works for HE” (Nott) or to reduce the validity of the EtL additions by describing them as “whimsical”, questioning whether their inclusion is “appropriate”, or aligning them with false information; “separate the fact from what might be fiction”, “people might even be putting the wrong building information in” (Fylde).

Focus groups recognise a barrier to participation in EtL. From their experience working with the public and reflecting on their own positions, participants feel there are potential issues around intellectual accessibility and relatability: “I think there’s a barrier though, isn’t there, with lots of people and communities that might otherwise engage with something like that. I think a lot of groups still see it as something that’s not for them... not about them” (Nott). This interesting dual remark of “not for them” and “not about them” suggests participants might not feel invited to contribute and hints at the representativeness of the statutory list. The view is shared in other groups, “I think there are a lot of people would probably look at it and actually think, well, it’s not for me” (Fylde). This accords with the findings from local stakeholders who do not feel they would contribute to EtL. A lack of confidence is cited as a possible cause by LPA participants, relating to both heritage professionals and the public. For professionals, making a mistake which could be seen by Historic England risks damaging their reputation. One participant candidly says, “I’d be embarrassed if I got something wrong and I was sending it to Historic England, I’d feel like a right numpty” (Fylde). For the public, lack of confidence was attributed to being uncertain whether the information was absolutely accurate, feeling limited verification leaves responsibility with the contributor, or not being able to use architectural vocabulary: “You might not know the term for the twiddly bit on the top of the stair” (Fylde). These suggestions hold true on comparison with the local stakeholders’ comments and fit with the patterns of contributions to the EtL. Photographs, for

example, which are the most common addition, avoid terminology issues and are much harder to get ‘wrong’, unless added to a different asset’s listing.

EtL is another example where the Planning (Listed Buildings and Conservation Areas) Act’s phrase of ‘special architectural or historic interest’ is stretched to fit more recent conservation practice (Janssen 2017, 1669). EtL allows the official list to remain recording only values which relate to the act, while public contributions could record any values; “more social and cultural as opposed to it’s purely architectural, purely historical” (Fylde). Record of a wide range of values is sought by some participants for inclusivity; “the vast majority of lists are defined by a certain sector of society whereas, there’s lots of other kinds of values and lots of other stories that relate to historic fabric” (Nott). The success of this relies on overcoming barriers to participation so that a broad demographic of people contribute.

Participants consider how EtL interacts with their work. Many of the heritage professionals participating in this research view EtL as an extra, perhaps contributing stories to add interest to knowledge about an asset, but not information that will alter their normal practice. One participant suggests conservation areas should also be enriched so that LPAs could add historical information to conservation area appraisals (Nott). This would probably require the step suggested previously of conservation areas being accessible on the NHLE website.

Another participant ponders on how information provided through EtL might become part of planning practices; “...if you had an application and an appeal or something, how would that sort of information be... how useful would it be and how would it be corroborated or otherwise?” (Fylde). No solution is provided by the group, indicative of a continuing separation of legislation and national policy from ideals of participative projects in the assemblage. While government policy has often supported the notion of community involvement, the NPPF and NPPG do not create space to encourage consultation practices to be developed into a more formative role in decision-making. Research projects such as *Connected Communities* which produced, ‘How should heritage decisions be made: increasing participation where you are’ (Bashford et al. 2015), and large scale public engagement projects such as Helen Graham and Phil Bixby’s *My Future York, My Castle Gateway*, and *My York Central*, explore transforming community involvement in planning practices. Looking further afield, Janssen’s (2017, 1663) ‘vector’ approach in the Netherlands offers insights. The ‘vector’ approach involves designing new schemes using community stories and history to inform the space. In light of these recent practices, EtL could, in future,

become an important hub for collating stories of heritage from community perspectives, facilitating their incorporation in design processes and decision making.

Non-designated heritage assets

The research questions call for consideration of ‘non-statutory heritage lists’. The analysis in Chapter 4 of this research discussed only local lists because local stakeholders were not very familiar with other non-designated assets, and they receive little attention in the focus groups. Heritage professionals however, discuss local lists, Historic Environment Records (HERs; the LPA’s database of recorded archaeological and historic sites and buildings) and other non-designated heritage assets as referred to in the NPPF (2019b 56), paragraph 197.

Early in each focus group, the parameters for the discussion are set out, establishing the local situation regarding local lists and the HER. This is essential because of variation by LPA. Question prompts were then modified accordingly. HERs were excluded from the discussion in the Fylde focus group as the situation there was in flux at the time. The other focus groups were reasonably balanced, except for the varied status of local lists which formed a useful part of the discussions regardless.

Historic Environment Records

Discussion on HERs captures views on the coverage, quality of data, access and engagement. One participant describes the HER as the, “first port of call really for understanding non-designated heritage” (Kent 2). The coverage is described as comprehensive and covering built and archaeological assets (Kent 1; Kent 2). However, variation in each county is acknowledged (Kent 1). The quality of the information is dependent on keeping the record up-to-date, an issue which is raised by an HER practitioner in the Kent group (Kent 1). This view is supported by Patrick (2019, 399), writing from a local authority perspective, voicing concern at the reduced staffing for HERs, which he sees as underpinned by a perception that HERs are complete, finished datasets rather than a living resource which requires updating. Participants in this research identify the dual authority system as an obstacle for HERs. This occurs when HER officers work at a county level and need to develop good working relationships with borough or district officers to gain up-to-date information, and conversely when planning and conservation officers have to contact colleagues in a separate organisation to gain access to HER data. Participants describe this as a, “laborious process”, even if the

service is also described as reasonably quick, implying it is an additional, onerous task (Kent 1; Kent 2; Fylde). This is taken to a further degree of separation where a local authority employs a consultant to undertake the work, which raises greater concern for Patrick (2019, 400).

Access to, and engagement with, HERs poses some problems. In terms of the online interface, HERs suffer by comparison to the NHLE. One HER is described as “a little bit clunky and out of date, so it’s very difficult to access” (Kent 2). The Heritage Gateway is meant to act as a portal for all HERs, but complicated issues around access to the content are described by the Nottingham group, who conclude that not all HERs are available through the Heritage Gateway and when an HER is accessible on the Heritage Gateway, it does not necessarily contain all the information that is available on that HER (Nott). A final scenario completes the confusing and unhelpful picture: “It is available online, but we have a big caveat on it, ‘Don’t use this for professional purposes’.” (Kent 1). The rationale given for the approach was that there is much more information held by the HER than is available online, and, probably the main cause, that the county council charge for professional services to access the HER, so they are incentivised to hold back some information. Issues of cost, access, and an older online interface all suggest that resourcing is a core issue for HERs.

Engagement with HERs is another issue raised by groups: “...as a minimum paragraph 128 of the NPPF that they have to have consulted it... they never do! They don't consult the HER.” (Nott). This comment reflects the status of HERs (paragraph 189 of revised NPPF, 2019b) and is in contrast with the centrality that Patrick (2019, 396) assigns to HERs in the planning process. While Patrick’s positioning of HERs may overemphasise their importance, this research suggests the two NPPF requirements of the HER, firstly to inform a description of significance and secondly, to record the significance of heritage assets which will be partly or wholly lost in development, fall short of full adherence in practice. Participants suggest professionals are aware of the HERs existence (Kent 1; Nott). However, they also think HERs are little known beyond conservation professionals (Kent 1), or that the purpose of the HERs are sometimes misunderstood: “lots of historic building professionals don't engage particularly with the HER. They think it's an archaeological resource” (Kent 1; Nott). The idea that the HER is an archaeological database stems from its origin as an SMR (Site and Monument Record) and is perpetuated by its greater use by archaeologists and from it frequently being located with archaeology teams within LPAs.

Local lists

Creation

In Chapter 4, local stakeholders show awareness of their own agency in creating local lists but also recognise the importance of their relationship to the LPA. This chapter analyses the agencies involved in creating and maintaining local lists from the perspective of LPA heritage professionals.

LPA heritage professionals demonstrate the agency of a broad range of actors: local stakeholders, the planning inspectorate, councillors, Historic England, other LPAs, and the statutory lists. Local stakeholder views of their own agency is corroborated by LPA professionals; “We only have a list because we had force of nature local residents who made it happen” (Kent 1). A combination of local stakeholders and a planning inspectorate decision impacted the professionals’ actions in Fylde, where they describe a “seminal appeal decision” in which an inspector agreed with a local campaign in favour of a non-designated heritage asset (Fylde). Staff from the relevant LPA reflect; “it just gave us bags of confidence and a bit of a kick up the whatsit to say, right, you know, we really need to take this a lot more seriously” (Fylde). Interestingly, it was not only the outcome in favour of the non-designated asset that influenced the LPA. A participant adds that, “the inspector’s decision was brilliantly drafted”, mentioning the “full detail” of the decision (Fylde). This, and the fact that the developer did not appeal, seem to add to their sense of confidence that they could make planning decisions on the basis of the significance of non-designated assets. Participants describe the process of the local list as having, “gained momentum” and “snowballed” after that appeal decision (Fylde). They also noted how keen the local civic society were on the local list, highlighting the cumulative impact of various agencies within the assemblage.

Local stakeholder support can also engage political agency if councillors, as elected members, are persuaded to represent local stakeholders’ views. This shows the interaction between the heritage assemblage and local political assemblages. Councillor agency is also visible from the LPA perspective, where professionals note the need to have political backing in order to gain the resource for a local list (Fylde; Kent 1). A participant in Kent articulates persuading their councillors;

One of the things that was difficult for us when we did our local list is one of the selling points for members. Where we were able to say that, ‘We’re helping residents, because they might live in a heritage asset and they don’t know it until

they come to put in a planning application... and so now residents have that security of knowing'. (Kent 1)

Other agents mentioned are neighbouring LPAs who were already running a local list successfully (Fylde), Historic England's guidance on local listing, and interestingly, a comparison with the NHLE: "We haven't got many listed buildings in Blackpool, that was the main reason why we decided that we were going to have a local list" (Fylde). Local list creation is also put into the context of a work programme amongst other proactive heritage protection projects. Heritage Action Zones (HAZs) are identified as a potential framework for identifying assets of local interest (Kent 2). Another LPA place the local list in a stream of heritage work starting with a heritage strategy, and moving to characterisation work, local lists and additional conservation areas (Fylde). It is therefore important to see local lists as one of a set of non-statutory heritage protection measures that than an LPA might be working on, especially linked to a local plan objective or aim in a heritage strategy (Kent 2; Nott). It is also important to recognise that while mentions of local listing in national policy are an active component of the heritage assemblage, it is likely that other aspects such as political support, local stakeholder prompting, or planning inspectorate evidence will also have to be engaged to culminate in the creation of a local list.

Values

Local lists, not being tied to statutory designation criteria, offer the possibility of identifying local assets through a broader spectrum of values or interests. However, Jackson's (2016, 158) investigation of local lists concludes that despite this potential, a, "legacy of positivist, material-focused values continues to permeate through the criteria." Jackson (2016, 159) found social value as a criteria for identifying assets in 42.34% of local lists. Likewise, this research finds a mixture of approaches: some LPAs seeking to include social, communal, or landscape values and others using the NHLE criteria of architectural or historical value as their lead. Nottingham's local list criteria embrace social values and purposefully diverge from the NHLE model of identification; "I think the interesting thing with local lists is that it can very much differ from the national heritage list in that it's often more defined by the community coming forward and proposing what is of value" (Nott). There are several LPA's local lists within the focus group in Fylde. Architectural and historic interest is prioritised but when prompted, participants from Blackpool reveal social value is a criterion for their list. Landscape value also appears. In Kent, some LPAs had no local lists, but some express intentions to mirror national standards by adopting either the legislative phrasing or the

NPPF's range of interests (Kent 2). The focus groups display a spectrum of practice, from the more inclusive and community-driven set of values in Nottingham to those where the agency of the AHD through the planning act, national policy, and HE guidance is strongly at play. The Nottingham group consider their practice in light of the national agenda;

Yeah, and I suppose social laws take a long time to change and when they do it then takes additional time for government to catch up so something where in a local context you could have people defining value in terms of communal value and historic value quite readily... I suppose it takes a long time for that to actually get within policy at... of a national organisation like Historic England.
(Nott)

This perception somewhat reflects the multi-directional nature of a heritage assemblage which is always in flux. Agency in the assemblage is not just enacted hierarchically through the government's advising organisation, but can be powerful through public movements, or 'social laws' as conceived here, through international thinking or through access by education. Edwards (2020) considers how critical heritage studies, education, and practice interact to influence change. While the AHD is often posited as a cause of perpetuated material values, acting to suppress incoming practice of a more inclusive and multifaceted suite of values (Jackson 2016; Waterton 2010, Smith 2006), an alternative and more nuanced view can be framed as a shifting of the assemblage to embrace a new approach co-existing with historically legitimized practices. Here again, Janssen's concept of layering appears to be enacted with a spectrum of LPA practice evidencing traditional, authorised local list criteria operating alongside more inclusive sets of criteria.

Public engagement

As the LPA heritage professionals discussed local listing practices, varying approaches to public engagement became apparent. In Sevenoaks, the project was instigated and researched by local stakeholders, using the LPA to fit into planning mechanisms effectively. Nottingham participants report, "an upswell of grass roots protection" and engagement (Nott). Anyone in Nottingham can nominate heritage for the local list. The language from the focus group in Fylde is notably different, "...didn't we invite comment from the Civic Trust as well about what they thought was worth locally listing?" (Fylde). The suggestion that the LPA 'invited' the civic society to comment places the control firmly with the LPA. The council's role is

echoed elsewhere; “council led, but we have got quite a few heritage groups around here as well, so getting them involved would be really good.” (Kent 2).

Although local stakeholders are offered different levels of control across the groups, all LPAs are in agreement on one point: each has created an assessment panel to check local list nominations. The role of the assessment panel is to provide a, “validation process” and scrutiny of public nominations (Nott). These findings align with Jackson’s (2016, 181) conclusion, that most LPAs, “tend[ing] to perpetuate, and therefore preserve, the role of the expert by considering themselves to be the only ones who have the relevant knowledge and training to make final decisions on what to list.” In some cases, this suggests a conflict between aims for community-led engagement and retaining LPA control. Analysis using the AHD places the professionals as agents who enact aspects of the AHD, such as maintaining control by asserting themselves as experts. Using an assemblage perspective however, reflects other components which have agency. As Pendlebury et al. (2020, 674) state, “a focus on conceptions of value internally generated amongst the heritage elite allows little recognition of external forces and contingencies”. This is equally true for conceptions of expertise. As in so many points of the discussions, the need for decisions on planning applications to meet statutory requirements and stand up to dissection on appeal comes to the fore, with participants mentioning clarity for validation, adoption as a Supplementary Planning Document to the Local Plan, and maintaining a defensible position for planning officers (Kent 2; Nott). Professionals speak of a need for local list criteria and assessment processes to be “robust” (Kent 2; Nott) in planning contexts (as also found by Ludwig 2016, 822). It is, as Goatley and Pindham (2019, 315) describe, a “litigation-conscious world that planners and conservation officers inhabit”. These issues are not just internally constructed and upheld for the benefit of keeping experts in a controlling position but are in operation due to external forces which require decisions on planning applications as a public process to be justifiable, transparent, and fair. An assemblage perspective recognises that these processes have an impact on personal behaviours, partly because, drawing upon Weber, assemblage thinking recognises the agency of a job role as separate from the person holding it (DeLanda 2006, 69). Job roles have integral responsibilities to other job roles, such as conservation professionals to planners, or as officers to councillors, and, “the regulations defining the rights and obligations of these formal positions act as constraints on the behaviour of the incumbents”, thus providing one explanation for why the same participants in these focus

groups can honestly be in favour of public engagement, but also feel that limitations to that engagement are required in order to perform their role (DeLanda 2006, 35).

Protection

Core to the role of local lists, as conceived by the government, is their ability to provide a level of protection for non-designated heritage assets (see for example, MHCLG 2019a). One of the rationales cited by participants for creating a local list is to prevent the loss of locally interesting buildings (Fylde; Kent 2). Previous evidence suggests difficulties protecting locally listed assets leading Patrick (2019, 398) to describe them as, “often poorly regarded by planning officers” (see also Jackson 2016, 177). Participants’ contributions in this research share concerns about the protection offered by local lists, either saying that local lists have “no teeth” (Fylde), or as described in an area with high development pressure,

But it does seem a little bit weak I think, the policy for non-designated heritage assets, you know, basically add them to the planning balance, basically. Which is all well and good, but yes, if you have got high housing demand, a conversion of a pub for example is going to be outweighed by the demand for converting it to six or seven flats. (Kent 2)

Sevenoaks, Nottingham and Fylde were all implementing, or in the process of implementing, Article 4(1) directions as an answer to the lack of control attached to local lists. One participant articulates how Article 4(1)s are not necessarily prohibitive; “It just adds that level of protection that you need to actually take the conversation further forwards about what to actually do with the building” (Kent 2). The selected Article 4(1) directions in these case studies are mostly focused on stopping demolitions, with a warning against imposing restrictions that are too harsh (Kent 1) and noting that blanket Article 4(1) directions are often not supported politically (Fylde). Difficulties implementing Article 4(1) directions are raised, in terms of the time taken to get them through the system, political support, and the possibility of compensation claims against the LPA. Some participants think Article 4(1) directions should be made simpler to implement (Nott), but the obstacles demonstrate the interests of other parties such as building owners, councillors and developers as active components of the heritage assemblage. The perceived need for Article 4(1) directions emphasises the AHD’s prioritisation of the material aspect of heritage assets, or seen through an assemblage perspective, the historicised stability of the role of heritage management within the English conservation-planning system to control development and protect fabric.

Access, coverage and quality

On access, coverage, and quality of local lists, the findings of this research confirm well-known traits of local lists. It is clear that local list coverage across the country is patchy, with the figures from Parker (1994), Boland (1999), Cherry and Chitty (2010), Jackson (2016) and *Heritage Counts* (2019) showing a general increasing trend over time, but never higher than 55.1%. An additional insight from this research is that counting LPAs with local lists does not show the full picture. In both Sevenoaks and Fylde, a local list would be recorded, but for both LPAs, the local list does not cover the whole district. Both LPAs have aspirations to complete local authority area, working outward to more rural areas from the town centre locations that have, in both instances, been surveyed first. This situation has come to be because civic societies based in the towns have been involved in initiating the local list, and thus the territorialized character of the local stakeholder component of the assemblage has galvanised resources in its area of interest. This situation is comparable to Nottingham, where although the local list claimed to cover the whole LPA area, LPA staff realised that the historical local list, which formed the basis for the current work, showed bias towards the areas of Nottingham in which the civic society members who were compiling the list lived and worked. This researcher undertook a work placement with Nottingham City Council to assess a neglected area to help address this bias. These examples show that the patchy coverage of local lists runs more deeply than a binary consideration of whether LPAs do, or do not, have a local list: there can be patchy coverage within lists too. Worryingly, it suggests that the influence of civic societies in the creation of local lists may create biases privileging certain locations, reflecting civic society members' interests and their demographic. These examples suggest that more urban parts of an LPA area may be assessed first. Reassuringly however, in each of these examples, the LPA staff recognise that parts of their authority area have better protection than others and are seeking to equalize coverage. Further research could be done to examine in depth the coverage of local lists and reflect on whether these examples match a representative picture across the country.

Access to local lists, and what information local lists contain, are variable. The findings from heritage professional group agree with the findings from local stakeholder groups in Chapter 4. The professionals reflect that they are perhaps not best placed to assess the quality and content of their local lists because in most instances they have been involved in the creation (Kent 1). Only one of the local lists is reported to be on the HER; some are publicly accessible on websites, some are just names and addresses but others include much more;

“There is an architectural description and there is numbered criteria. It will say what criteria it makes. As well as describing what its significance is. So there’s quite a lot of information and justification on there” (Kent 1). Most include photographs, which is a significant difference to the NHLE. It is perhaps to be expected that for components of an assemblage which are created through varying local agencies, with no minimum statutory requirements or equivalent, the results will differ according to local priorities and resources.

Relationship with the NHLE

An interesting aspect of the focus group discussions is the relative positioning of the statutory list and local lists. The Historic England guidance on local heritage listing describes a “continuum of measures for identifying and protecting” of which local lists are an element (2016a, 1). The meaning of “continuum” straddles a collection with no clear dividing points and a progression of stages which imply a hierarchy. This seems to be reflected the views of the participants which at times treat the local lists as lower in a hierarchy to the NHLE and at times present the two as protecting slightly different heritage. Words such as “levels” (Kent 1) and “layer” (Kent 2; Fylde) are used when describing the national and local lists but the notion that national and local significance can be different is also evident (Fylde; Nott). This comment represents the general feeling;

...it’s almost like a hierarchy, not of importance, but I think of... well I suppose it is importance, of what’s nationally important as a building, and then it’s also saying, ‘But locally we think this is also important.’ There might be another five of them in [town] next door for example, but this is our one that is really important to us. (Kent 2)

There seems to be resistance to describing the local list as the lesser sibling to the national list, however the idea of two levels persists. The resistance could be interpreted as the agencies of different components of the assemblage meeting: the top-down authority of the statutory lists suggests that the local list is lower in importance, in tension with the polyvalence of significance as advocated in the Burra charter or *Conservation Principles* where local communal or social values share equal merit with more traditionally identified material values.

Local lists are sometimes seen as fulfilling the same role as the NHLE so that the best of the local list overlaps with the NHLE. Participants express hope that Historic England will, “top skim the local list” for additions to the NHLE (Fylde; Kent 2). The lack of comprehensive

listing reviews plus the processes for identifying local list assets means that some LPAs have locally listed assets which they think might merit national listing. Some comments, as below, suggest the local list might be plugging a resource gap;

Speaker 1 ...you think hang on, isn't that one worth listing? But then it takes ages for the[m] to do it.

Speaker 2 Which is probably the value of local lists isn't it? (Fylde)

Local lists are not intended to be a quickly designated replacement for national listing, so this approach might be a concern especially if it is found to be, or becomes, commonplace. This – like findings on the NHLE – suggests that it might be beneficial for Historic England to work with LPAs on national designation based on their local lists. The risk of not doing so is an increasingly muddy system whereby some assets of national significance, meriting Grade II or higher, are locally listed. This is especially true where assets which were originally Grade III for local value were assigned Grade II status at the close of the grade, meaning that there might already be an overlap.

National listing and local listing can well work together (Jackson 2016, 180) especially if they are designed to capture different assets or different aspects of heritage significance. One participant contrasts the local list as a community-led with the NHLE as, “institutional” (Nott). This positions the two lists as potentially recording different values. In a planning context, participants note the opportunity to use local listing for architectural features which would not have planning activity related to them, such as railings, gutters and kerbs (Kent 1) and the possibility of referring to both local and national significance; “if you had an appeal on a listed building I don't see any reason why you couldn't add that layer on, that local significance, as opposed to national significance” (Fylde). Overall, whether local lists are seen as local substitute for the NHLE, or to fulfil a different purpose, they are viewed positively, with calls for them to be made mandatory or a statutory function in the future (Fylde).

Other non-designated assets

The NPPF uses the phrase, ‘non-designated heritage asset’ in paragraph 197 (NPPF 2019b, 56) but does not define the term. Although non-designated assets are not defined in the NPPF (‘heritage asset’ and ‘designated heritage asset’ are; NPPF 2019b, 66), and they are not formally identified on a non-statutory list, they form a component of heritage protection discussed by professional participants so are included in this research.

Participants' contributions suggest that LPAs are currently grappling with the concept of non-designated assets, other than those on a local list or on the HER (Kent 2). Since the NPPF introduced protection for non-designated assets in 2012, some assets are not designated, and not necessarily identified, but are named as warranting consideration in the planning process. This feels like an area of practice which is yet to stabilize, there being no fixed course of action for LPAs. A consistent lexicon has not yet been adopted either, making it harder for professionals to talk about non-designated assets as people stumble around the phrasing; "I think in giving them... not a designation, because they're non-designated, but in giving them a name we can then look at a framework" (Kent 1). One conservation officer describes it as, "something that's emerging to be a bit more on the horizon I think, as something that we want to control" (Kent 2). Others mention identifying non-designated assets through the planning application process or through conservation area appraisals. Work is beginning on identifying non-designated assets, but there is no uniform practice in LPAs, and, unlike local list guidance, there is not yet a model to follow.

Participants suggest that non-designated assets are difficult to understand for planners, developers, and building owners alike (Kent 1; Kent 2). Whereas designated assets will be understood and incorporated into local plan policies, non-designated assets may often be omitted (Kent 1). This is a particular problem for archaeology where there are many sites on the HER which could be non-designated heritage assets. There can also be confusion with the operation of a local list; "We're like, 'Yes, it could still be a non-designated heritage asset, even if it's not good enough to be on the local list.' Which causes some..." (Kent 1). Where there is a local list, stakeholders may assume it comprehensively identifies non-designated heritage but participants are clear that other heritage may come to light through the planning process and be considered non-designated assets without being on the local list or HER.

Finally, several participants' comments suggest that there might be a gap in designation for areas or landscapes. Participants show familiarity with Area of Outstanding Natural Beauty (AONB) and conservation area designations, but still suggest a need for a landscape designation, perhaps less restrictive than an AONB and with a heritage focus. Some question whether conservation area designation could be applied to a landscape seen as mostly natural. For area designations, two LPAs report adding their own local designation for "areas of special character. So not designated as a conservation area but areas that were considered to have an element of historic interest" (Kent 1). A similar perceived gap is plugged in Fylde: "...we've got groups of 'high townscape value' so it tries to pick up, you know, everything"

(Fylde). It seems that comparable with the NHLE and local lists, some LPAs are creating a local, smaller version of conservation areas too, tailored to the rural or urban environment of their locality. This is an area of emerging practice around non-designated heritage assets and relates to characterisation or HUL approaches (the English context for which is outlined in Chapter 2), where identification of heritage is not asset-led but character-led, not about specific point on a map but considering components as they relate to the wider environment. The practice of identifying these local natural or historic areas is not led by current government advice. It therefore is likely to be influenced by other components in the assemblage, probably stemming from Historic England's characterisation work (Fairclough, 2008).

Resource

Importantly, it is observed that all of the work around statutory and non-statutory heritage lists is taking place in the context of limited and decreased resources in the public sector. Participants mention cuts, austerity, and reduced numbers of conservation professionals within LPAs (Nott; Fylde; Kent 1). Their perceptions are verified by the IHBC's (2020b) research monitoring local authority conservation staffing levels. The LPA professionals in this research have realistic expectations: they do not expect Historic England to be able to bring all list descriptions up to the most recent standards, nor to be able to list assets more quickly, nor to undertake more resurveying work, due to a lack of resource (Fylde; Kent 2). The key findings of this chapter are set within this context.

Highlights

There is a lot that can be extracted from the analysis of LPA focus group transcripts. As well as covering the NHLE, innovations, and local listing, access and engagement issues for HERs are raised, and LPAs are shown to be grappling with non-designated assets in planning. The analysis will be compared to other participant groups in greater detail in the discussion chapter (Chapter 9); here, highlights are selected.

Like local stakeholders, LPA professionals are willing to work with HE to improve the coverage of the NHLE, citing HAZ projects and local listing as partnership opportunities.

Candidates for national listing are likely to be recorded in local lists, leading for a wish for HE to “top skim” (Fylde) local lists, which also signals a hierarchy between the statutory and non-statutory siblings. An interesting concern emerging from the discussions is a potential gap in protection for areas or landscapes, which may need further exploration is validated by other participants.

Of the selected innovations, which are variously known but generally welcomed as tools enhancing the lists, perspectives on Enriching the List are the most insightful. The types of knowledge added through the project are defined as ‘local’ or ‘social history’ and compared to official, architectural information. EtL, as a concept for engaging the public, is received positively, but concerns around validity or quality of the information are reinforced by the ringfencing of certain kinds of knowledge as inaccessible to contributors.

Local lists are considered in relation to their role for protecting heritage and for public engagement. For protection, adequate coverage is required but, building on previous findings regarding the patchy coverage of local lists, the LPA focus groups reveal disproportionate coverage within LPA areas. LPA professionals concur with local stakeholders that local lists have limited power; they therefore support Article 4(1) directions. Again akin to local stakeholders, LPA professionals discuss the multiple agencies involved in the creation and maintenance of local lists, expanding the identified agents. As LPAs are often in the position of leading the creation of local lists, the extent to which the public is encouraged or permitted involvement is in their control; in this, the focus groups display a layering of practice, showing a spectrum from retaining control to facilitating empowered participation.

LPAs are crucial agents in the local implementation of the national heritage protection system. The views articulated in this chapter highlight their roles in enacting local listing and supporting public engagement in particular, and how these can be achieved with greater or lesser decision-making control passed to the public. The views also highlight relationships to HE, with LPAs looking to HE for NHLE coverage and support in planning. Moving on now to analyse HE interviews, national perspectives on heritage management through lists will be examined, keeping in mind the local implementation reflected in this chapter.

6 Historic England interviews

The previous two chapters with local stakeholder and LPA participants have concentrated on local implementation of national policies for heritage lists, or the NHLE's impact locally. This chapter analyses views from six participants in HE whose roles provide regional or national oversight. HE being a key agent in the assemblage, this is an important set of perspectives to be included in the research; they are, however, given equal weighting with other contributions. As with the previous chapters, the structure reviews the NHLE first, then recent innovations in the system, and finally, local lists and HERs. The analysis continues to respond to the three research aims (Chapters 1 and 4).

Methodology

There were few changes to the methodology for conducting and analysing the data as set out in Chapter 3.

This chapter contains the first analysis of interviews rather than focus groups. There are advantages and disadvantages of each method; the rationale for using interviews for HE professionals is explained in Appendix E. Pragmatically, coordinating the diaries of senior heritage professionals to form a focus group is difficult. Methodologically, these participants are more familiar with the topics under discussion because designation or listing strategy are central to their daily work, so the benefits of focus groups for prompting thoughts and providing response time is less vital (Ritchie 2006, 57; Kitzinger 1995; Kitzinger 1994). Participants were at ease responding to the later sections of the questioning route (provided in Appendix G), which contains more in-depth questions.

The collective nature of focus groups masks individual subject knowledge, which is more apparent in these interviews. In particular, the interviews highlight that some participants have more knowledge of HERs while others have more knowledge of local lists with this divide tending to be binary. Early questions capture which topics participants are most comfortable with, and any correlation with their educational, or earlier career, backgrounds.

The HE participants in this research are linked to listing and policy teams. They include Listing Team Leaders from HE's geographic regions and national post-holders, many of

whom have regional or national experience through multiple heritage management roles. However, none of the participants hold a current role in development management. An operational divide at HE is apparent in the participants' responses, particularly regarding which staff use the NPPF, *Conservation Principles* (English Heritage 2008), or the *Principles of Selection*. The lack of development management staff may have a skewing effect on the data gathered in this chapter. Perspectives from development management are, however, captured elsewhere in the research as LPA professionals in Chapter 5 and statutory consultees in Chapter 7 are actively engaged in these processes.

Project work at HE provides context for some of the participants' responses. For example, the condition of conservation areas is referred to by multiple participants, but one participant aligns this knowledge with recent research commissioned by HE. It is likely that the other participants are privy to the same research findings which may inform their opinions. The revision of *Conservation Principles* is also important for this research. The public consultation on the draft was between November 2017 and February 2018, alongside internal consultation including feedback and seminar discussions. The issues raised in sector debates are evident in HE and sector professionals' responses. A key theme is the set of 'values' or 'interests' and their alignment with either the original version of *Conservation Principles* or the NPPF. This context frames much of the discussion around value terminologies.

The analysis of the interviews does not assume that participants are speaking either from their HE perspective or from their personal perspective. Individuals can be component parts of several assemblages; for example, their personal networks and their workplace assemblages. They may act differently and make different choices in each (DeLanda 2006, 33). DeLanda (2006, 69), drawing upon Weber's organization theory, recognises the agency of a job role as well as of an individual: "the regulations defining the rights and obligations of these formal positions act as constraints on the behaviour of the incumbents" (DeLanda 2006, 35). Participants cannot entirely separate their 'own views' from the influence of their job role, especially in a recorded interview on the same subject matter as their job. Therefore, participants were not asked to attempt this, and instead the data is seen as their holistic view: personally, from their job, from previously experience, and from being part of the wider heritage assemblage. Sometimes, participants explicitly note a division between the organisational view and their own, saying things such as, "My own personal view is..." (025). This suggests there is a divergence between the HE official view and their own.

Finally, there are new sections in this chapter that have not appeared in Chapters 4 and 5. As set out in the methodology (Chapter 3), the interview questioning route was amended in response to emergent themes in the focus groups. Conservation areas were not in the original focus group questioning route as they are not generally perceived as a list. However, since focus group participants spoke about conservation areas and they are a statutory designation, the interview questioning route was adapted to encourage their inclusion. The resulting insights are analysed here. Intangible heritage is another emergent theme which occurred in early interviews and was prompted in later interviews. It is also discussed in this analysis. Conversely, the interview questioning route did not pursue non-designated heritage assets outside of local lists and HERs. Neither did this emerge frequently in the discussions, so unlikely the previous chapter, there is no analysis of them here.

National Heritage List for England

Quality and coverage

The quality and coverage of the National Heritage List for England (NHLE) are familiar issues to HE participants. Statements, such as, “They’re massively variable, as you’ll know” (028), show participants assume knowledge of the gaps in coverage and the varying content of list descriptions. Some participants detail potential geographical gaps (e.g. Alston Moor, South Downs National Park, 028) but others portray it as a general problem: “So I don’t think we should fool ourselves. There are gaps that we should probably work to plug” (027). The issues were sometimes skimmed over by participants, suggesting they felt the well-established issue is already understood.

Comments from HE participants show a more nuanced view of the connections between the development of the NHLE and the list entries than was apparent from stakeholder or LPA professionals’ contributions. HE participants frequently link quality and coverage with the age of entry: “the quality of the list entry usually is related to the age of the entry” (025); “There are some local authorities where the coverage of the resurvey in the 1980s is not as thorough as others.” (027), and “It’s been compiled over decades, since the 1950s, and so it’s only to be expected, I think, that there are some entries which are not as comprehensive as others.” (027). Some participants relate the cause of historical gaps in coverage to resource (028). This narrative, understanding variation in the NHLE in association with its historical development, seems to have become a stabilizing factor for the HE assemblage. It rationalises

a difficult situation where the perhaps ideal resolution of making all the descriptions the same style cannot be foreseen due to resource and competing priorities. Instead, a strategic view is proposed: "...it's a question, I think, of identifying where the gaps are, looking at our resource, and looking what we can do" (027). The stabilizing factor of the historical legacy of the NHLE enables the Historic England assemblage to continue to move forward in their work, retaining a concern and awareness for the mixed quality and coverage of the NHLE without it becoming an overwhelming drain on resource that an aim for comprehensive update might create.

Resource

Resource is the backdrop to issues of quality and coverage for the NHLE. As Pendlebury et al. (2020, 677) note, the system in England has never been particularly well-resourced, but the impacts of the 2008 economic crash and austerity measures have further reduced resource across the sector. Participants highlight limitations for both Historic England and LPAs which impact the quality and coverage of the NHLE, and opportunities for improvement:

a lot of our aspiration, for example the NHLE, are predicated on there being more resources to do it. Local authorities, ourselves, we're pretty much cut to the bone, and our capacity to do more is inhibited by that significantly. (027)

Thematic work and 'initiatives' are cited as progress on filling coverage gaps in the NHLE, in lieu of a comprehensive scheme (027). There are also multiple references to resource forcing selectivity. For example, "...we're selective now about what we'll take forward for listing, simply because we don't have the resources anymore to take forward every application that we have. We're trying to do other things as well in a more strategic way" (025).

At the same time as HE is struggling with capacity, participants perceive greater need for their work due to reductions in conservation officer staffing and resources in LPAs (025 and 027). A view that LPAs, particularly those without a conservation officer, are more reliant on the list description to identify what is significant about a building, is held by both HE interview participants and the LPA focus groups.

Purpose

HE participants' comments reveal changed purposes for the NHLE. They portray a shift towards management and significance; "nowadays, we're much more concerned with assisting in the post-designation management of the asset" (025) and, by implication, "When the list first started, it was to identify a building that had been statutorily protected, and that

was the aim of the description and the aim of the map. It wasn't there to give a full assessment of significance" (027).

Revised purposes for list descriptions, aiding decisions about future management, create a tension between the purpose of the description and its content. List entries must base their reasons for designation on 'special architectural or historic interest' (s1(1) Planning Act 1990). Development management, however, can take into account a wider range of values to describe significance, as found in the NPPF or *Conservation Principles*. Although participants describe the list descriptions becoming more, "helpful... not least when you're making decisions about how you're going to change [assets]" (025), newer list descriptions are not full accounts of significance because of the limited values. They are however, clearer about why the asset is designated, as a participant explains:

Because a list entry nowadays culminates in an argument, for the reasons for designation decision. In the end you're saying, 'This is why this building is significant, because it was owned by x person, because it's a particular date and survived particularly well,'... (025)

Note here though that the reasons for designation, confined by architectural and historic interest, are conflated with 'why this building is significant'. This is the point of tension for list descriptions at a bridging point between designation practices and development management. The changes to list descriptions also create a layering of practice (Janssen et al. 2017, 1658) where old and newer style list entries exist concurrently but operate differently in practice.

List descriptions have agency in development management. As one participant highlights, "Without it, my planning colleagues, or my conservation colleagues wouldn't have the hook necessarily to get involved and to provide advice." (028). This comment confirms analysis by Cherry and Chitty (2010, 60) which finds that, "The Lists play a major part in binding... the different elements of 'the sector' together". HE has agency in directing list descriptions toward a role in post-designation management. However, an alternative view shows that users of the NHLE – such as, owners, LPAs, and heritage professionals – also have agency in the content of list descriptions. A participant foregrounds expectation on HE; "they are wanting us, as the national body, to be more explicit in where we think significance is and where it lies. And so, obviously, our more recent list entries are more detailed than those, perhaps, of the 1970s" (027).

Access and engagement

It is with a note of surprise that some participants recall the holistic change from using paper list entries to online access to the NHLE: “you can’t believe we survived as long as we did without an online resource that covered it all” (019) and, “it was only a few years ago that it actually went online at all. Before that, we were poring over maps or looking through green backs, or looking through a paper schedule. So it has already progressed significantly” (028). The sector’s move to access the NHLE solely online has been completed since 2010, as Cherry and Chitty (2010, 32) record 67% of respondents still referring to paper copies.

This digital move has enabled public access to the NHLE giving it a new role in the assemblage. It is now, “accessible and searchable” and, “an invaluable resource” (027). It is an open-access portal for anyone to find information on the nation’s heritage. As such, one participant sees it as part of Historic England’s ‘public value’ and mentions ways to give back to the tax-paying public are a central concern for colleagues (027). This is likely to be linked to HE’s tailored review, and to government use of public value frameworks (UK government 2019; see also Lennox 2016). Opening the NHLE to a public audience means the online interface is strongly linked with participants’ aims for increasing engagement.

While participants describe having the online resource as “a jewel” (027), the web interface itself is described as, “stuff”, “administrative”, “institutional”, “formal”, and “scary” (021 and 028). Participants hope that the future of the NHLE is in, “widening its appeal” (027) and with this in mind, they expect the web interface will be modernised. One participant predicts, “I think in terms of the IT capabilities, there are ways of presenting it in a more user-friendly and visual manner that will inevitably come” (028). Participants see the future of the NHLE in digital advancement, saying that “doing clever things with digital, and other datasets” (024) is the way forward, and that mapping (024 and 028) and photographs (028) are two key areas for improvement which should be achievable through online tools.

With a view to increased engagement, HE participants cite the language of list descriptions as a barrier. This aligns with views from the stakeholder and LPA professional focus groups, even using the same phrases such as, “almost impenetrable” and, “they use technical language which is fine for people who have been trained but...” (024). The change of role for the NHLE, now publicly accessible and contributing to HE’s public value, might influence the perceptions about the style of language. What was once perfectly reasonable lexicon for professionals to identify the asset is very different to the language required for a list

description explaining the reasons for designation and signposting areas of significance to a non-specialist.

Intangible heritage

Intangible heritage is an emergent theme from the interviews. The future capacity of the NHLE to address intangible heritage is a key concern for HE professionals. Concern is fuelled by a perception that England is, “by international standards... a long way behind” (024). Participants express that the “world is changing” (021 and 028) in relation to intangible heritage and there is a fear that a system otherwise looked upon positively by other countries is beginning to lag behind (024). One participant said, “We can’t rest on our laurels as international leaders of heritage conservation. Therefore, it seems to me, we’ve got to think about how we’re going to respond to the intangible side of things.” (021). The situation would appear to have parallels with the early twentieth century when Gerard Baldwin Brown (1905, 148) wrote a book compelling government to introduce more protective heritage legislation using the persuasion that Britain did, “less for monuments than is done in any other European country.” The implementation of the 2003 UNESCO *Convention for the Safeguarding of the Intangible Cultural Heritage* and other countries creating intangible heritage lists, support participants’ views that England is “behind the curve” (024). The comparison with the early twentieth-century call for a list of physical heritage continues as Brown (1905, 151) wrote, “The official inventory cannot be said to exist, and in this matter Great Britain is in an almost isolated position...”. The trajectory is repeating in the twenty-first century for the intangible list. Brown goes on to describe the systems in other countries: a task which could usefully inform the development of a system for intangible heritage in England.

The thinking needed to develop a system is described as, “a whole new mindset” (024). Participants perceive a risk in continuing without designing a system; “because we haven’t thought through what we really think about intangible heritage, it’s just making the situation messier and messier because we are blurring rather than managing the way that we move from one way of thinking about things to another”(021). These interviews were conducted in late 2017 and early 2018. At the beginning of 2020, a “Report advising on Historic England’s future engagement with intangible cultural heritage” was commissioned, showing that the concern highlighted by HE participants is now beginning to translate into consideration of the issues. However, as yet, no policy statement or guidance has been published. As a comparison, intangible heritage was included in Scotland’s historic environment strategy in

2014 (Scottish Government 2014) and a policy statement specifically dedicated to intangible cultural heritage was published in 2020 (Historic Environment Scotland 2020). Examples from other countries, from critical heritage studies (e.g. Akagawa and Smith 2018) and from projects on UNESCO's (2006) intangible cultural heritage website could help the heritage assemblage in England think through a nationally adopted system for managing or acknowledging intangible cultural heritage. The commissioned report is the first step.

The biggest perceived difficulty is the question; "How do you reconcile a system for heritage protection which is about fabric with the fact that the rest of the world has moved on...?" (021). Participants' views evidence the struggle to see how intangible heritage could be added to the current NHLE: "if we'd have listed it – we declined to list it, but if we had done so - the question then comes, how would the local authority manage that building?" (025) and, "there has to be something physical for a conservation officer to manage; if you list something for something intangible, then I can't see how on earth they're supposed to manage it going forward" (028). The core of the issue is that the NHLE and its associated assemblage operations were designed to protect physical assets and, despite the rise of a values-based approach to conservation, the system is orientated toward managing change to fabric. England is not alone in this issue, as Araoz (2013), the President of ICOMOS, discusses for an international stage.

Despite the NHLE being problematic for intangible heritage, the influence of international agendas has provoked a desire to list for intangible qualities, creating some confusion and difficulty. The listing team sometimes find a compromise position: "I think the easiest ways of dealing with the intangible are where there is actually something tangible with which to hook it to", (028) with examples such as Brixton market and the National Picture Theatre in Hull well known (028 and 025). These examples are, arguably, tangible heritage which have strong connection to social histories. They are what Djabarouti (2020) describes as, "the intangible heritage of buildings". This is problematic as it can lead to statements such as, "Well, we do consider intangible heritage because that is historic interest" (025) and a conflation of historic interest, as part of the value of a tangible asset, with intangible heritage. The road where heritage on the NHLE is perceived to have tangible and intangible values is treacherous. As Smith and Campbell (2017) argue, 'intangible value' is a tautology: all values are intangible. Smith and Campbell (2017) identify instances where academic articles or official documents use the phrase 'intangible values' showing that texts with authority spread the misrepresentation.

The confusion surrounding tangible and intangible heritage also manifests in the shift towards listing assets for historic interest. Equalising the two halves of the legislative phrase, “special architectural or historic interest”, as mentioned in Chapter 5, allows practitioners to list assets based on their historic, rather than architectural, value. While this is beneficial beginning to reverse the privileging of fabric which is engrained in western systems for heritage management (see Djabarouti 2020; Araoz 2013; Waterton 2010), it is also potentially problematic:

In recent years, the trend towards being more willing to list for historic interest is vaguely moving in that sort of direction. At the same time as doing that, it’s undermining the core purpose of the list because the list fits into the system which is about managing change to fabric. (021)

Using ‘historic interest’ to list intangible heritage on the NHLE may not be the right approach. Participants question whether seeking protection is the right approach for intangible heritage at all. Blue plaques are proposed as an alternative to the NHLE (025 and 028) because, “in some ways you’re not wanting to protect it, you’re wanting to mark it to say it happened here.” This research finds that some agents in the assemblage are aiming to incorporate intangible heritage into the NHLE while others are seeking alternative mechanisms.

A key finding from this research is that, at the time of conducting the interviews in late 2017 and early 2018, participants were aware of intangible heritage, believed it was an issue that HE should be engaged in, but saw no action on an organisation level to address it. This brought concern about progressing without a well-considered system. The dynamics of the heritage assemblage are apparent here, with individual agents envisioning different approaches to intangible heritage and, as yet, no national model or guidance to follow. The agency of DCMS as one of HE’s sponsoring departmental bodies, which has not signed up to the UNESCO *Convention on the Safeguarding of the Intangible Cultural Heritage*, impacts HE’s freedom to pursue developing an intangible heritage strategy. Added to this, the economic situation, which worsened in 2020 with the outbreak of Covid-19, leaves little resource for venturing into the new expanse of intangible heritage. The topic of intangible heritage itself has a destabilizing effect on the assemblage, questioning the very core of the NHLE’s purpose, a system which, as noted, is of pride to some participants.

Legislation, policy and guidance

Legislation

HE participants were asked, “How well do you think current legislation, policy and guidance work together?” (see Appendix G). Their views on the system of governing documents are analysed here, with a view to examining the agency of non-human actors in the assemblage. For the legislation relating to the NHLE, there are two main and interconnected themes for participants: the complexity of the system, and a desire for improvement alongside a feeling that change will not happen. The shelving of the *Draft Heritage Protection Bill* (DCMS 2008), is important context for these discussions as participants reflect on missed opportunities. For example, “I would have loved there to have been one heritage piece of legislation. So if the heritage protection bill had moved forward, I think that would have been a much better thing” (028). It should be noted that the *Planning for the Future* (MHCLG, 2020) white paper had not been published at the time of the interviews.

Participants highlight the complexity of the legislation that underpins the NHLE (019, 024, 028). One participant explains: “...we’re now referring to everything as the list. We talk about policy being equal, but the provisions in law are so different still for all the designations and then consent regimes where they exist” (019). The different legislative provisions mean different levels of protection afforded to different assets. One participant describes it as, “a bit of a nightmare” (028) to explain to the public and others question the unequal protection, especially for parks and gardens with no consent regime nor statutory consultees: “...are we really leaving that to the planning committee to protect?” (025, see also 019).

The literature review (Chapter 2) charted an incrementally developed system with flaws, a summary with which participants’ views align, describing it’s “enormously long history”, “inherited clunkiness” (019), and “shortcomings” (021). The overall sense is summarised by this comment: “...we wanted heritage protection reform. We didn’t get it and as a result, we have legislation that is still fit for purpose but could do with, perhaps, an overhaul” (027). Others state, “we make it work” (019 and 024). The comments suggest the legislation works but could be improved. Further, participants articulate that seeking legislative change would be a waste of time; “Especially in the current climate of you don’t mess with legislation because there’s no parliamentary time because we’ve got other things on our minds.” (019); “the amount of effort you need to get there at the moment is not worth pushing that too hard because I don’t think there’s a general appetite in government, or the wider public.” (024)

and there were further comments which imply the stasis is unmovable, “given that there is nothing that anybody can do about that without primary legislation” (021). These comments regarding parliamentary and public appetite for reform reveal the interactions of the heritage assemblage with the larger assemblage of the nation, competing with national economic, social, and political issues such as Brexit and austerity. These agents impact the potential for legislative change directly, and, as reflected in these comments, actors in the heritage assemblage alter their behaviour in response to the expectations of the “current climate” (019), leading to their decisions not to press for legislative change at this time.

Policy

Responses vary regarding policy and the NHLE depending on viewpoint in the assemblage. Some participants, all of whom were from the listing team, do not feel they know enough about the NPPF to provide insights. The participants highlight a division in HE between listing and planning; “I have some colleagues who live over there who I can go and ask if I need to know. But it’s very, very definitely divided up at Historic England” (028, also expressed in 027). Other participants felt they were too involved with policy change to have an impartial view. Therefore, there is little consensus in the data. However, given that subtle realism espouses that all perspectives are relevant, as the view of an individual, there are some points for which further research could seek validation. These include: too great a focus on national policy in lieu of influencing local plan policies (021), the improvement of national policy for conservation areas and non-designated assets by their mention in the NPPF (024, 025 and 028), and the benefit of all designated assets being treated equally in policy (019).

Guidance

HE participants foreground one issue about guidance: the terminology for values or interests. This issue also involves the terms in legislation and policy but was brought to the fore by the draft revision of *Conservation Principles* in late 2017. The retention of ‘special architectural or historic interest’ in the republished *Principles of Selection* in November 2018 added to the issue. The interviews were carried out in December 2018 and early 2019, following much of the internal HE discussion. One participant telling describes the discussion about values as the, “big debate behind the scenes” (019). This research, where other participant groups rarely raise the issue, supports that the debate was held behind closed doors, or that it is a more highly prioritised issue for HE.

The term ‘values’ is used in Historic England’s *Conservation Principles* and the UNESCO *World Heritage Convention*. The term ‘interests’ is used in England’s legislation and the NPPF. Participants disagree on whether these two terms mean the same thing: “For practical purposes, values and interests are the same thing” (019) contrasting with, “... values as they are discussed in *Conservation Principles* and the interest in designation terms is a different thing. It’s quite a subtle thing but it’s a different thing” (025). This is one half of the debate.

The second half of the debate addresses which values or interests should be used. As Fredheim and Khalaf (2016) explore, these are a multitude of typologies for values. However, there are three main lists of values which are active in English legislation, policy, or guidance: *Conservation Principles* uses architectural, historic, evidential and communal; the NPPF says, “The interest may be archaeological, architectural, artistic or historic” (MHCLG 2019b, 71); and the *Principles of Selection for Listed Buildings* uses special architectural or historic interest, matching the legislation (DCMS 2018, 5). The debate is framed in HE as a duel between the terms used by designation teams (under the Planning Act 1990 and *Principles of Selection*) and the terms used in development management teams (from *Conservation Principles*): “steadfastly over the years we’ve refused to embrace those same ways of valuing places for listing purposes. We’ve stayed with the old special historic architectural interest” (021).

Participants seek a unified way forward; “moving towards one set of terms seems a very, very sensible thing to do” (019); “It is a source of continuous frustration that we still have failed to align how we say we value places in one language” (021). This is difficult to achieve because it is an attempt to neaten a complex and subjective activity of defining significance through values – values that are mutable through time, and individuals’ perspectives (see Macdonald and Morgan 2018; Jones 2017). But HE, with public accountability, requires transparent, fair, repeatable decision-making processes for legitimacy (DeLanda 2006, 89). This becomes common sense to agents embedded in the system as shown through comments such as, “To me, it’s very important and a kind of obvious thing that we need to be doing to make the language we use in conservation activity as consistent and accessible as possible” (019). It is also difficult because, as Chitty and Smith (2019) argue, *Conservation Principles* only has weight as a guidance document, but in drawing upon international forebears, it bridges a gap to a more inclusive approach to heritage values than the terms evolved from older legislation and policy. This has agency in the assemblage with some participants expressing strong resistance to losing that link: “the other option would be to abandon the heritage values way

of doing things and to adopt special interest as the language for how we do things. Over my dead body, is that going to happen” (021). This research finds that participants are keen to agree a single list of terms, “but there’s still a way to go” (024). Finally, although the topic is mostly discussed by HE participants, this view reveals why so much energy is perceived to be justifiably invested in the debate: “Anything heritage related is all about shared values and articulation of values” (019).

Recent innovations

Selection guides

The revised, completed set of selection guides are positively viewed by participants: “they’re a super good thing” (028), and, “such a wealth of information” (019). Like other participant groups, HE professionals see selection guides as useful beyond their designation purposes (019 and 024), such as for local listing (024) or thinking about significance (028). However, a cautionary note is that selection guides, written for designation purposes and tied back to the legislative phrase, ‘special architecture or historic interest’, support a restricted assessment of significance. As discussed in the previous section, development management teams use a wider set of values to describe significance. If the role of selection guides is expanded for more general informative use, there is a risk their purpose of informing designation may be forgotten, leading to architectural and historic values being privileged and perpetuating the AHD (Smith 2006). This might be particularly concerning if, as participants suggest, their use is encouraged for local lists, as local lists might aim to capture a broader range of values or locally-defined criteria (Jackson 2016).

Aside from general information, participants attributed organisational transparency as a key role for selection guides and the main reason for their publication online (019, 025). There is awareness that the public sometimes do not understand the decision making: “it is still sometimes seen as a dark art; people tend to say they don’t really understand why this is listed or that is listed, but actually there is a lot more information now available...” (025). Findings from the LPA professional focus groups show this to be a highly accurate perception, with a participant describing designation as a, “black art” (Fylde).

Sharing HE’s internal guidance to aid public understanding is seen as, “important” (024) by HE participants. One explains further:

I think it does make it so much more accessible. That we don't just wander around spotting things that look old and listing them. There's a whole thought process and it helps with the fact there is weighing of relative importance. There's been a real acceleration of us being more transparent as an organisation about how the thought processes happen and what you can do about parts of the process. (019)

Government agency, and a perceived lack of public trust in experts, support transparent working practices. Transparency is a "key principle" in UK government's public body reviews (Cabinet Office 2016, 6). It therefore forms part of the criteria on which HE are regularly judged as a non-departmental public body and shows the interaction of the heritage assemblage with government. A wealth of literature considers transparency in local and central governments (see Oztoprak and Ruijer 2016, 536 for a summary).

Selection guides have agency at the point of interaction between HE and the public; they aid understanding of HE's decisions, but do not remove control from experts. Selection guides can be used by stakeholders for their own designation applications, so in this way they meet the aims of 'transparency' as opposed to sharing information merely for 'openness' (Heald 2016, 26). They are also seen as a response to public expectations: "people are less accepting of expertise and so on, I think what goes with that is a need to be more transparent about the process of listing." (025). However, selection guides also support expert control. A participant describes listing decisions, including the role of selection guides, as transcending, "popular opinion" through, "expert views that are well informed and guided by consistent criteria, selection guides and things" (019). This view also highlights the role selection guides have in coordinating collective activity to achieve consistency for HE, which in turn contributes to public perceptions of legitimacy for the organisation (DeLanda 2006, 68; Oztoprak and Ruijer 2016, 537). Selection guides empower the expert as having authority to interpret the guidance, even to the extent of choosing to make an alternative decision; "...they are only guidance, we would say. We're not tied down by them. As long as we can make an argument as to why we're not following the selection guides, that is fine" (025). This comment shows that part of the decision-making is still out of public reach, an expert role which may be defended by some in critical heritage studies as a necessary component of modern democracies (Hølleland and Skrede 2019) but is questioned by others who argue that content such as that in selection guides is part of an authorised heritage discourse (Smith 2006) which promotes control of heritage by a minority.

This research suggests, across multiple participant groups, that selection guides are a very useful resource. An explanation of their internal purpose would help to define where they can be appropriately applied. However, the data gathered from HE professionals puts a cautionary note to their promulgation that due to their internal purpose, they act as proponents of architectural and historic values, and as endorsement of expert control of heritage decision making which may run counter to other HE and wider heritage sector agendas.

Enterprise and Regulatory Reform Act

Participants have various comments on the Enterprise and Regulatory Reform Act (ERRA), relating to different agents in the assemblage. One participant highlights its benefits for developers: “I think it’s really helpful in relationships with the development industry; they’re obviously nervous about too much being protected” (024). Several participants consider ERRA in relation to LPA staff or building owners using phrases such as, “owners and managers” (028) or, more specifically, comments such as; “I think the exclusion stuff is good because it helps local conservation officers and local planning departments to be more sure, more certain” (024). These different dimensions show how the ERRA provision impacts many areas of the assemblage. The contributions from the HE interview participants demonstrate their greater involvement and familiarity with ERRA, corresponding with their job roles. Their comments offer more detailed insights to add to the views on clarity and complexity from local stakeholder and professional focus groups.

HE professionals discuss the impact of ERRA exclusions on listed building consent requirements. Some think it provides clarity, saying it “can help owners and managers to know where they need consent and where they might not need consent in a much clearer way” (028). However, others perceive potential confusion: “I think there is the danger that an owner, for example, would say, ‘Oh, the rear wing of my building is excluded from the listing, and therefore, I can do what I like to it and I won’t need listed building consent.’ And that’s a dangerous thing because, potentially, that’s not the case” (027). Since initial implementation of ERRA, a statement has been added to list descriptions to highlight its relationship to consent, making it clearer that exclusion from listing does not equate to a removal of the listed building consent requirement. The previous chapter analysing perspectives from LPA professionals (Chapter 5) suggests that ERRA adds clarity, at least in terms of what is protected, but insights from an HE perspective show that there may be some confusion regarding consent requirements.

The ERRA provision brings instability to a previously held principle that listing means that all of a building, inside and out, is protected. A participant with previous experience says, “When I was a conservation officer... you didn’t feel like you could question that within an ounce, and you had to sort of assume that everything was important” (024). Exclusions using ERRA mean that parts of listed buildings can, at designation as well as during management, be assessed as less significant. At the point of designation, listing teams now have agency in assigning significance both in invoking ERRA to exclude part of a building from protection and by implication through the list descriptions. Participants identify a few different levels of implying significance, firstly through positively identifying a feature implying significance, secondly through not mentioning a feature implying insignificance, a concept that Ireland, Brown and Schofield (2020) highlight as useful for consideration in value attribution, thirdly through identifying a feature as having ‘less interest’ and finally, through specific exclusion via the ERRA provision. In a participant’s words, three of these are described thus:

...simply what we do describe has an implication that those are the more significant aspects of the building. That is the most basic level. Sometimes then we’ll also say that something is of less interest or we wouldn’t say it’s not significant, but yes, we might say it’s of less interest, but it’s still covered by the listing, so it’s still protected. As you say, in 2013 the ERRA provision was introduced to section 15 of the Act, which allows us, as you know, to specifically exclude from protection. There are kind of different levels of doing it really. (025)

Being too detailed with ERRA exclusions is a concern for participants: “We have seen a number of applications come in from people who wish to see ERRA being used in order to, understandably, clarify what areas have less significance in the buildings that they own. And we just need to be very careful about how we do that” (027). Another participant states, “it should be quite broad brush and, say, major 20th Century extensions or something that could just be mentally sliced off the building” (028). ERRA presents a possible overlap in the assemblage where previously development management was the principle point for assessing significance. ERRA enables a legal separation of parts of the building, which may more permanently impact assessments of significance. On the one hand, this allows for greater clarity for owners as they may know more about which parts of their building are more likely to be permitted change. On the other hand, with concepts of significance changing over time, it might create a confusing legacy. This is an example of where, “the notion that heritage

values are discursively constructed, contingent and created through practice, remains difficult to integrate into heritage practice, policy, legislation, management and conservation.”

(Ireland, Brown and Schofield 2020, 7). The challenge set by ERRA for practitioners is to consider the future: will the parts of buildings they select for exclusion be seen as insignificant by future generations? Does using ERRA make our present decisions on what is significant more legible to future generations, and is that in itself useful?

Enriching the List

Enriching the List (EtL) is recognised by HE as a major recent change in the history of the NHLE, as listed in a summarising chronology on their website (Historic England, c2017). Participants’ comments from this research reveal that HE professionals mostly associate its purpose with engagement and widening audiences. As the literature review (Chapter 2) summarises, these aims have been foregrounded in the 2000s through heritage sector and government publications (English Heritage 2000; DCMS 2001; DCMS 2002; DCMS 2007), work towards more participatory practices (see Chitty 2016), and in planning practice during the same period (Lane 2005). However, attempts at engagement and participatory practice have been criticised in heritage studies where projects seek to engage audiences but only on the existing terms of the heritage organisation, with existing definitions of heritage (Smith 2006, 37; Pendlebury et al. 2004, 23). This critique could be levelled at EtL, which is on the one hand, an innovative project allowing public access to the list for the first time, but on the other, a very limited offer for public engagement.

Participants recognise the limitations of EtL for public engagement. They highlight the separation of EtL contributions from decision making: “...it’s apparently giving public access to the list, but it doesn’t give public access to the statutory list” (025); “We touched very briefly earlier on the debate around who defines what’s important enough to protect and then conserve. That’s not changing those decisions, the processes behind all the statutory stuff (019).” Sometimes participants’ language implies public engagement on HE terms; “getting them engaged in it” (019), “a good way of getting people to buy-in to the whole concept” (025) and “a device for getting people to engage” (021). Redistribution of power is seen as crucial for true participation (Lane 2005, drawing on Arnstein 1969). For better participation, projects should allow greater access to influence decision making, a concept some participants are considering for “the next generation” of EtL (021). A participant who criticises the project as, “half-hearted” also positions the EtL more positively as, “a tentative toe in the water. It got us over the threshold of listing being something that we do privately,

it's got nothing to do with anybody else, into at least the principle of it being something that other people can engage in" (021). This suggests potential for future projects.

The views on EtL are very cautious with regard to sharing power with the public in the assemblage. Emerick (2017) identifies the role of expertise and the perceived legitimacy of community interests as limitations when shifting focus to communities. Both of these are evident in participants' comments on EtL. For example, at the more extreme end, one participant describes a concern that EtL implies, "that at some point in the future, listing will be some kind of democratic exercise", thereby eradicating the expert position (025). A more typical comment values the division between HE's writing and the contributions section, "...we have the statutory designation, which is very clearly marked different to the contributions to the list, which I think is very important" (027, also 024). This concern ensures the retention of the expert position in relation to the public contributions. Other views similarly highlight concerns about the, "distinction between the – what's the word? – not validity exactly, but the accuracy and reliability of the information that has come from those two different streams" (028) or more boldly about the NHLE being, "undermined by inaccurate contributions" (027). This even extends to the photographs which are seen as very useful (024) but to some should be authorised by HE, "being absolutely clear that they had taken the photograph and that this was the right building" (028). HE staff seem to share concerns about the accuracy of public additions with other participant groups in this research.

Participants also raise concerns about how the NHLE would operate if there was a further opening up of the system to allow for greater public participation. The desire for empowered public participation interacts with the agency of the legislative system, the official, the authorised, and the systematic operation of a public body. Again Ireland, Brown and Schofield's (2020, 7) observations about the difficulty of working with values which are currently outside of the system are relevant, as one participant describes the conflict;

...what people apply for and the reasons why they apply for listing, it comes from a very particular point of view sometimes. Understandably people say, 'Oh my granddad went to that school. I'd really like it to be listed,' of course, there is no granddad criteria; it doesn't appear in our selection guide. (025)

Here the authority of the selection guide is called upon to demonstrate that the personal value is not accommodated in national standards. Another comment considers the impact of furthering the EtL approach and says,

if you stray too far into making it so inclusive that everybody can do everything, or anybody could alter a description... I think the danger of that is that it would be opened up to more and more challenge, and you could – you wouldn't destroy the whole thing – but you could make it less trusted. (024)

These comments can be seen in the light of the AHD, protecting the role of the expert and questioning the legitimacy of values held by the public. Assemblage theory highlights the agency of the system and the roles the commentators are working within: questioning how the system would be managed in future with greater participation is a relevant and necessary step prior to making change.

Only one participant in this group of interviews aligned EtL with alternative viewpoints, saying, “I think the ability for people to add things of their own that they value is good because I think it begins to allow new perspectives, different interpretations, and things, to be drawn in” (024). This is very different from other groups, who discussed EtL as the place for social values and local knowledge to be recorded alongside list entries. It is also at odds with views advocated by Emerick (2017) and Schofield (2014), both former HE staff. It shows the AHD at work within HE and the agency of legislation prohibiting values other than architectural and historic to be associated with list entries. Further research could probe this particular issue with a broader range of staff, especially as other teams seem to be using EtL to widen values represented on the list. A project with the Stephen Lawrence Charitable Trust has encouraged research on buildings with importance for BAME communities, and EtL is also being used by the Heritage Schools programme (Historic England 2018a). These show EtL has the potential to show a variety of perspectives and capture different values alongside the official NHLE.

Conservation areas

Conservation areas are statutory but are rarely designated by HE (although, exceptionally, they can be in London) and never nationally managed. They are not on the NHLE and are not a focus of the job roles of any of the interview participants. However, they are discussed in the interviews and it is relevant to consider how HE staff perceive conservation areas as part of the heritage protection system and the heritage assemblage. Participants' comments reflect how valued conservation areas are as a mechanism, describing them as “one of the most

successful designation tools” (024) and “a staple of how we manage heritage” (027).

Conservation areas are perceived to do a slightly different job to the NHLE designations because, “They’re about the bits in between, and they’re about how they hang together and are coherent or incoherent” (028) rather than being about an individual asset (025). This role gives them a particular link to local distinctiveness and placemaking.

Conservation areas and local lists are often grouped together by participants. Both tools provide local protection, but participants connect them to community ownership. Participants convey personal relationships with communities: “I would argue it’s the conservation areas, the local listing, and that kind of thing that’s actually helped quite a lot to help people feel like heritage is theirs, rather than it being a museum thing” or “Every single one of those parishes wanted a conservation area because the next-door parish had one. They were things to be really, really proud of. You had to have one and that meant you were special” (019). This is the only area where instrumental benefits of heritage are mentioned, such as economy (024) and wellbeing; “I think they’re really important to people in terms of locally distinctive places and wellbeing” (028), suggesting that the benefits of conservation areas are felt more directly by communities. Personal links also extend to participation with participants viewing conservation areas and local lists as, “something that the local community can be more involved in” (024). For some, this is part of conservation areas or local lists’ success and is a result of, or influences, HE guidance to encourage involvement. A participant recounts revising guidance, saying, “each time, you put a bit more emphasis on local engagement, about getting volunteers to do things” (024).

Conservation areas are a valued mechanism, but also an area of concern. Two participants mention HE research on conservation areas which provides context for these views (024, 025). The degradation of conservation areas (025 and 028) and up-to-date conservation area appraisals (019, 027, 028) are the two main issues. These reflect the current focus on maintenance rather than new designations (019 and 024). Appraisals are seen as key to understanding the significance of an area in order to inform its management (027 and 028), a process embedded in HE’s ethos through *Informed Conservation* (Clark 2001) and *Conservation Principles* (English Heritage 2008). Attrition and appraisal work are perceived to be related to LPA resource, and, correlating with the findings from the local professionals’ focus groups, political will (019, 028). A typical comment links appraisals, resource, and local politics: “In terms of future management, I would love there to be a conservation area

appraisal for every one. I would love there to be a local authority resource and will to enforce and protect what's really special about them" (028).

There are two distinctly differing views on conservation area consent. One, that the amalgamation of the specific consent into planning permission is "a bit anomalous" (019), and the other, that is it "the beginning of the very long journey" toward considering a broad and inclusive heritage within general planning permission rather than as separate applications (024). These views reflect a systematic approach seeking consistency across current management systems and the latter suggests an approach more akin to characterisation as seen in HE's earlier work (see Fairclough 2008) or, as seen through a historic urban landscape approach, as advocated by 2011 UNESCO recommendation and its proponents (see Bandarin and van Oers, 2015. For a summary of both as relevant to this research, see Chapter 2, *Characteristics of the present system*). A stagnant legislative position, plus the requirement of a significant shift in philosophical position means this is unlikely to shift further toward a more holistic approach, but it is interesting that within the 2015 legislative changes, the amalgamation of conservation area consent into planning permission could be interpreted as the start of a much longer process.

Overall, conservation areas are highly valued by the HE staff participants and perceived to be highly valued by communities, despite, and perhaps fuelling, concerns over their condition and the resource available for their management.

Non-designated heritage assets

The views of HE participants on local lists and Historic Environment Records (HERs) are considered. A pattern emerges across the interviews, with participants tending to be either pro-local lists or pro-HERs and correspondingly negative about the alternative mechanism. Both local lists and HERs have downsides, and in issues such as coverage and consistency, sometimes the downsides are markedly similar, yet participants tend to highlight the positives in their preferred non-statutory provision and the negative in the other. Early questions in the interviews asked participants to share parts of their professional background that they felt influenced their perspective. The answers to these questions show that participants who recall backgrounds in archaeology tend to be more familiar with, and more positive about, HERs (028, 027, 021). Those who recount backgrounds in planning and conservation are more

positive about local lists (024, 019), leaving just one participant whose views are equally balanced. The numbers here are not used to suggest a broader pattern, but the biases reflect the development of the tools, with HERs evolving from Scheduled Monument Records and largely being managed by archaeology services or curatorial services within LPAs and local lists being dominated by built heritage (Jackson 2016, 156) and managed within conservation teams in planning services in LPAs. The contributions on local lists and HERs will be analysed in turn, remembering that there is little consensus amongst the group of interviews, but two discrete stances.

Local lists

Many HE participants perceive local lists to be, “a really important part of localism” (019), expressing that every LPA should have one (028) and that there should be more emphasis or more attention on them (025, 027). However, an opposing view is also expressed: “I think local lists are ineffectual and, probably, have no real future in the grand scheme of things.” (021). There are criticisms of the coverage and consistency of local lists across the country, the lack of professional resource to support them, and questions over their effectiveness in the planning system; each of which will be considered here.

Agency and coverage

As found with all other participant groups, local list coverage is perceived as variable around the country. ‘Patchy’ (021 and 028) and its synonyms arise in comments; they are also described as “a bit hit and miss” (025). HE participants comment on the geographic coverage of local lists and, like their LPA colleagues, recognise that local lists can cause management problems by covering only parts of an LPA area (021). HE staff with regional or national oversight often take various agents in the assemblage into consideration when commenting on implementing local lists. For example, the role of councillors in a planning committee; “Within one local authority, if you’ve got a dozen places and only one or two of them have got local lists then what are elected members supposed to do to be even-handed about their decision-making?” (021). Another example shows variation, not just in coverage, but also in the implementation of local lists;

Some local authorities have local lists, some don’t, some are actively resistant to having the local list, certainly on the members side, whereas some have never even thought about it. Even the local authorities that have local lists don’t

necessarily pay much attention to them, or they might do if it suits particular purposes and then not pay attention to them on other occasions. (025)

This view foregrounds the agency that local heritage professionals and councillors have in initiating the creation of a local list and then maintaining its consistent application. It highlights that the existence of a local list does not equate to successful use of the list. It also suggests the difference between LPAs as organisations and LPA staff as a group of people, who choose how to apply the list. An LPA team is also changeable: people may be in a post for some time and then be replaced, thereby affecting whether the local list retains its effectiveness. Another participant specifically considers HE's role in the assemblage, as the national governance organisation, and the agency of local plan policies saying, "And if there's a national approach that we should take to encourage local authorities to do them, and encourage them to have the appropriate policies to make them of real benefit and use in the local plans." (027). These views on coverage of local lists show various agencies at work: LPA staff, councillors, HE, and local plan policies. They also show that assessing coverage alone does not measure the success of local lists as their ongoing implementation by local agents is crucial.

Protection

The effectiveness of local lists is considered by HE participants in two facets: protection of assets and as a tool for public engagement. Effectiveness, by either measure, of local lists is a concern for some participants, with one commenting; "I think we need to step back and see how effective they are, and perhaps effective on a number of levels" (027). Where effectiveness is equated to fabric protection, LPA professionals, councillors, the planning inspectorate, and policy on local and national scales have great agency in giving weight to local lists in decision making, as there are no separate consents or statutory consultee requirements. Many agents involved in the planning process are considered by participants. Views on the planning inspectorate are conflicting, with accounts of planning inspectors having, "dismissed the local list as being irrelevant" (021) and others saying there are, "some really encouraging appeal decisions" (019) leading to protection of structures. Councillors are equally charged with "disregard" of local lists on some occasions but backing them on others (021). There is consensus, however, on policy. Local plan policies are seen as vital support to a local list (019, 027) and the NPPF is seen to be helpful for non-designated assets in giving them protection that is not legislated (019, 024). The general view on local lists as a protective measure corresponds with the LPA perspective (Chapter 5) that they are not a

powerful tool. For some, it is, “quite appropriate there’s a lower degree of protection for a locally recognised thing” (019) but others question their, “usefulness within planning and the management of the resource” (027) or state that they do not have, “in planning consent terms... a huge impact” (024). Views that equate lack of protection for the physical asset with ineffectiveness align with an AHD, whereas those which see value in local lists for community engagement suggest a retreat from the established AHD by moving away from expert-led values (Smith 2006).

Public engagement

For many participants, local lists have an additional or alternative purpose of allowing participation in decision making in a way that the NHLE does not. Engagement itself, that the public can, “designate”, “choose” or “set the criteria” (019) or think about what they value (024) is perceived very positively. Participation in local lists is managed by LPAs. Whereas comments regarding participation in EtL, which is more directly related to participants’ work, express concerns over the practicalities of allowing communities to have a say, for local lists, these are less apparent. Only one comment, stated in the context that overall participation is worthwhile, criticises that, “you can end up with some stuff that’s not that good” (024). Another concern regarding community involvement, questions who actually gets involved with local lists, saying, “You can expect it to be the usual suspects, amenity societies” (019). Representative involvement is commonly discussed in citizen participation literature on democracy (see Michels and De Graaf 2010 for a local government context). There is a sense with many of the comments that local list engagement is something that is at a slight distance from HE’s work. Some participants state this explicitly; “Local lists I probably have the least to do with, to be honest” (028). It is suggested in other comments, “I would imagine that they can be very effective in getting local societies to get involved” (027). For this reason, it is perhaps easier for HE participants to be more aspirational and less concerned with control than when public participation was discussed with EtL.

Relationship with the NHLE

Participants were asked about the relationship between the NHLE and local lists. Even though for this set of participants, the NHLE is the main body of their work and local lists not, participants expressed how much they value local lists, from, “the local one; I’m a huge fan of local listing” (024) to stances that value local lists as part of the set with the NHLE; “If we only had national or we only had local listing, I think we’d be the poorer for it” (019) or

“Just the fact that it doesn’t make the grade for national listing doesn’t mean that it shouldn’t be valued, or cared for, or protected, or identified” (028).

A sense of public ownership of local lists is a common theme, which perhaps is more abstract than known, but is spoken about directly; “they own the list in the sense that they are personally invested in it” (024) and, “Because it’s their building on the corner. There’s some abstract grade II* over there.” (019). The capacity of local lists to include assets nominated by communities enables this link to ownership. It creates a distinction between local lists and the NHLE, with local lists being seen as more familiar, or more personally important, to communities.

For many HE participants, their focus on national designation means local lists are seen in the context of assets that do not meet national criteria (025, 028). HE participants have little agency in designating assets locally. A participant describes the main avenue for suggestion: “Sometimes we might say that x or y is not listable in a national context but that it has local interest, and we’re hoping that will be picked up at a local level, or it will help the conservation officer” (025; see also 028), also pointing out that since the withdrawal of Grade III, there is no official route from national assessment to local designation (025). Involvement of HE’s listing teams brings into focus the relationship between the NHLE and local lists: “there’s a really interesting tension about how much does it shadow, or echo, the national standards, but just not quite as good as the national standards, and to what extent do they reflect other things that local people might value differently from national...” (024). This tension has been highlighted across the LPA professional focus groups and interviews (Chapters 5 and 6).

Some participants view local lists, “a little bit hierarchically” (028) when compared to the NHLE. Amongst the positive views of local lists, participants may espouse equality but language choices portray the superiority of the NHLE. For example, the same participant states they are, “Equally important in that they exist and they do very different things” (019) but later says the statutory designations, “are supplemented by the more local designations” (019), implying a hierarchy which outwardly participants seem keen to avoid: “Well, starting with statutory – I was going to say at the top, but I wouldn’t see it that way really.” (024). This language could be interpreted as the agency of the AHD, and the difficulty actors find in shifting away from a mode of thinking, or conversely an outward and superficial attempt to

equalise local designations but subconsciously retaining the priorities of the national list in line with the AHD.

Some participants state they feel local lists capture, “different values,” (028) to the NHLE. However, it is important to note they may be talking about a different type of architectural value, rather than moving away from architectural or historic interest. For example,

I think they're different values, because I think something which can be locally significant won't necessarily tick the national box. There are overlaps ... But say a particular vernacular building type that is very common in the Yorkshire Wolds might be perfect for the local list, but isn't going to cut it on the national list. But it still deserves its recognition because it's what's making that place locally distinctive. (028)

Here the value might be considered local distinctiveness, but it is still in the realms of architectural value rather than social value, and still therefore within the agency of official frameworks of heritage values, and an AHD. While HE participants consider local lists to “do very different things” (019), to offer different levels of protection and to be locally designated, they do not speak of local lists capturing social values.

Resource

As with the national lists, resource is identified as a key factor in the success of local lists. The non-statutory nature of local lists plays into this; as Pendlebury et al. (2020, 681) point out, post 2008, LPAs are struggling to carry out their statutory duties, and thus any proactive work might be beyond capacity. The perspectives gathered in this research concord with Pendlebury et al.'s work, as participants describe not just a lack of capacity, but specifically “diminished” capacity, and reduced specialist staff support for local lists (027 and 024). However, HE's resource is also foregrounded by one participant in particular, saying, “We haven't really invested sufficiently in them”; and, “Some of the regional teams had no capacity to say, “Yes, we'd love to be able to help you.”(021). Their view is that HE could have played a bigger role in supporting the development of local lists through staff time. HE's available resource to support LPAs and selecting where resource is allocated has agency in the success of failure of heritage tools like local lists or HERs. A contrasting view makes the creation of local lists, despite there being no extra resource, a positive; “So, the fact that we've no extra resource from government, local authorities, and local people have thought it worth their while doing this stuff, is good.” (024). It is important to consider how

resourcing is influenced by different areas the of the assemblage: there may be an expectation that HE supports LPAs, but equally, HE relies on government backing, particularly from DCMS.

Historic Environment Records

There is mixed experience with Historic Environment Records (HERs) in the participant group. Some owned to having little involvement with them (019, 024) while others had been using them for their entire career (027, 028). HERs are perceived as a source of information rather than a 'list' for protection. They are described as, "archival" (021), a "go-to source of basic information" (027) and even an, "antiquarian type gathering of information" (025). These descriptions portray a different role for the HER: one which has less agency in decision making. Participants choose to use, or not use, HERs for information, often dependent on how familiar they are with them and whether they perceive them to hold useful information for their role. As mentioned in Chapter 5, HERs are still seen to be in the realms of archaeology, leading to phrases such as, "...but I have a buildings background" (024) used as explanation for non-use.

Those who are familiar with HERs highlight faults with access and content. Coverage seems to be less of an issue for HERs, but the quality and ability to access the information are greater problems. Participants cite "gaps" (028), poorly presented information (021) and the inconsistent access through Heritage Gateway (028), concurring with findings from the LPA professional focus groups (Chapter 5). Supporters of HERs highlight that they should not be static databases, but manned, living information sources which are interpreted by specialist staff (027, 028, Patrick 2019). This requires resourcing of a non-statutory function and is connected to a wish by some, articulated by two participants in this group (027, 028), for HERs to be made statutory. This has been the case in Wales since 2016 through sections 35 and 36 of the Historic Environment (Wales) Act 2016. The link is clear in comments; "It can't just be a database, it has to be interpreted by specialists. So that would be my hope if I had a crystal ball, I'd love to see that they were statutory very soon" (028).

The main intervention of HERs in heritage management is seen as aiding understanding of places to inform their future management, which is described as "essential" (027) by some. The pattern of understanding to inform management is embedded in HE work through *Informed Conservation* (Clark 2001) and *Conservation Principles* (English Heritage 2008), both publications being for internal HE use as well as the wider sector. Understanding is

mostly directed towards professionals use of HER information in planning decisions, but as with local lists, a public engagement role for HERs is also noted. One participant is exceptionally keen, seeing HERs as the future and, “the key to unlocking a lot of the potential of information to inform, to inspire, to engage people” (021). Note that this participant is also the most actively against local lists, highlighting the tendency of participants to favour one or the other tool.

HERs might offer a way for people to find information, but they offer little potential for a more empowered participation which enables communities to impact decision making. One participant set out their use as a resource; “...for any locally interested groups, there will be a lot of information on the HER which they would find invaluable.” (027) and tentatively suggests that local knowledge could be added to the HERs, “I would imagine that they [local lists] can be very effective in getting local societies to get involved, imparting their knowledge, and maybe that feeding though into HERs as well” (027). This is the only reference which links HERs with community participation, where their input might have an impact through informing decisions on change, rather than HERs as a passive source of information for the public. HERs more commonly offer an opportunity for engagement but not influence, ranked lower on Arnstein’s (1969) ladder of participation.

Views on HERs are overall quite divided, with some people not involved in them and others avid proponents. One participant highlights the status of HER’s in HE’s priorities as, “not top of the list” (021). The findings from the HE participants in this research suggests that views in the assemblage, and therefore resource, are divided between local lists and HERs.

Highlights

Having completed the analysis of the third participant group, HE professionals, a picture of the statutory and non-statutory heritage lists is beginning to develop. Some themes are recurring, but there are also newly-emergent insights.

HE professionals agree with other participants that the quality of list descriptions is associated with their age, and they support simpler language and photographs as improvements to the NHLE. However, HE participants have a more nuanced view of recent developments for list entries, recognising a changing purpose aligned with post-designation management, and therefore, describing significance.

A key point for this research is that participants' comments reveal the complexity of the relationships between intangible heritage, values, and physical assets or place, as they traverse the subject of intangible heritage largely unguided. Participants feel England lags behind international comparators in addressing intangible heritage, and there is a desire for a thought-through response to establish mechanisms for safeguarding intangible heritage.

Regarding innovations to the system, like other groups, HE professionals consider selection guides very useful, but as internal documents designed for designation, their emphasis on architectural and historic values might not be appropriate for wider application, for example, to local lists. With an eye to relationships with the public, the transparency provided by selection guides is welcomed, and Enriching the List is seen as an engagement tool, although, unlike for other participant groups, not generally for capturing social values.

Conservation areas are highly praised by participants for their close connections to communities and role in protection beyond individual assets. Corresponding with this sense of value, concerns over the condition and management are raised.

HE participants add nuance to view, found from stakeholders and LPAs, that multiple agencies are required for a successful local list. Building on discussions about the coverage of local lists, this highlights that their existence, alone, is not sufficient: agents are needed to support its operation. HE participants share the concerns of other groups that local lists lack protective power, but nevertheless, some participants view their capacity for community engagement as reason enough for their creation. HE participants are divided in their support for local lists and HERs, with architectural and archaeological backgrounds characterising the split.

HE participants, although usually informed by previous experience, are also influenced by the agency of HE as the official government advisor on heritage, that capacity having shaped their views on the heritage assemblage and listing. The next chapter analyses data from agents who have national oversight of heritage protection in England, but who work outside of HE: termed 'sector' participants.

7 Heritage sector interviews

Having analysed views from local stakeholders, LPA professionals and HE professional, this final participant-based analysis chapter examines transcripts from the wider sector. The six interviews are with professionals in key organisations in the heritage assemblage, and from roles with national oversight: the national amenity societies, the Heritage Alliance, the Institute of Historic Building Conservation and the Heritage Fund are represented. The range of experience therefore includes public and professional membership bodies, advocacy agencies, a major funder of heritage activity, and the umbrella body for heritage organisations in England. These organisations have roles in influencing policy, defining heritage, and shaping the role of conservation in England. Gaining their perspectives is important for a well-rounded view of the assemblage, and builds upon the evidence of the previous chapters.

While each participant worked, at the time interviewed, for one of the above organisations, and so are likely to be influenced by the organisation and their role, they also each bring a wealth of career experience in various parts of the heritage assemblage to their interview contributions. For this reason, a Historic England commissioner is also included in the ‘sector’ group rather than in the previous chapter’s HE group, as their interview draws mostly upon working in contexts other than HE. It should also be noted that two of the participants are from national amenity societies, and a further participant previously worked at a national amenity society. Consensus between their perspectives shows a close network within the assemblage.

The chapter follows the usual structure of first considering the NHLE, then innovations to the system, and finally local lists, after a brief methodology.

Methodology

The questions posed to sector professionals were the same as those asked of HE professionals. However, there was some adaptation to allow participants to discuss topics that they are actively involved in or know most about. These participants sought within their responses to concentrate on subjects within their experience, referring the researcher to others where they felt they were not best placed to answer (see, for example, 018 and 022). The

balance of analysis reflects the content of the interviews; for example, there is less analysis on the ERRA exclusion provision from this group as there has been less engagement with it.

The sampling strategy for these interviews is focused on mapping active players in the heritage assemblage. However, there is a bias towards built heritage to the detriment of archaeological representation. An interview with a representative from the Association of Local Government Archaeological Officers (ALGAO) or the Chartered Institute for Archaeologists (CIfA) to mirror that from the IHBC, or from the Council for British Archaeology (CBA) to mirror that from other national amenity societies would counter the bias. The result, in this analysis, is that participants said very little about HERs. The topic was not pursued where participants expressed little engagement as the responses would have been on an unequal basis compared to national or local designation. For the research as a whole, this bias is present throughout, with local groups being more familiar with listed buildings than scheduled monuments, more familiar with local lists and HERs. In a participant's words, "just the point that the HERs are not well-known or used is pretty critical" (022). Another relevant observation is that, as found in the HE interviews (Chapter 6), HERs are put into an archaeological and "curatorial function" (030) by participants, one describing "the buildings world as opposed to the archaeological world, if we can make that distinction, is not very well set up for using HERs at all" (022). The following excerpt depicts the lack of use and archaeological stereotype in the 'buildings world':

Participant: What are HERs?

Interviewer: Historic Environment Records.

Participant: Oh, Historic Environment Records. No, they're all archaeology stuff aren't they? Yeah we don't do anything... no no." (018)

The following analysis therefore focuses on the NHLE, conservation areas and local lists.

National Heritage List for England

The view of the assemblage in these interviews is distinctly different from previous participants. The role of government, developers, and the system feature more prominently, suggesting a broader view of the assemblage. This analysis focuses on the views as they diverge from, or concur with, previous participants' perceptions, highlighting the different priorities as seen by sector professionals.

Designation

Sector professionals' alternative viewpoints are apparent in their comments relating to the National Heritage List for England (NHLE). Instead of the coverage and quality of the lists being central concerns, other issues are brought to the fore. The first point of contention is HE's process for deciding whether to assess an asset for designation. This 'initial sift' appeared as a frustration for local stakeholders, showing that both local and national groups apply for designation and both struggle with the tight criteria (Chapter 4). Sector professionals show a more in-depth understanding of the system, discussing two basic principles which govern whether an asset will be assessed: age and whether it is at risk. Generally, assets have to be over thirty years old to be put forward for listing (unless exceptional and under threat: see below). Understandably, participants from the Twentieth Century Society, for whom it is a constant obstacle, are resistant to a fixed age barrier, but the view has sympathy from other participants who say it, "never felt to me like the right mechanism" (023). The year marker is a practical tool, but views from critical heritage studies argue that age is not a definitive criteria for identifying heritage (see, for example, Harrison and Schofield 2010).

Another principle for assessment is an asset being, "under serious threat of demolition or major alteration" (Historic England, 2020c). This is a key criterion that HE staff use to prioritise the listing caseload, alongside their strategic priorities. Participants recognise 'threat' as a necessary gatekeeper to assign HE resources in the system (022). However, participants, particularly those from amenity societies, are keen to question what constitutes a threat to an asset. Some feel that, threat, "recently has basically been interpreted as there is a bulldozer parked next door and the keys are in the ignition" (018). Another participant articulates that the criteria for threat should include the sale of an asset as, "one of the key moments in determining the fate of a building" (022). They argue that the criterion to establish a threat needs some leeway, acknowledging that this has been given in the past.

Several participants highlight complications with the overlap between scheduling and listing. Scheduling and listing overlap through dual designation. Some projects have reduced dual designation (e.g. circa 2015, work was conducted in Devon to de-schedule dual designated bridges in favour of listing). In cases of dual designation, precedent is given to the consent and management processes of scheduling but, in practice, the situation becomes messy: "It just prevents solutions being found for some standing structures and also confuses people about what takes priority and what this thing actually is, you know? I think it's more a

historical accident than anything cleverly designed” (022). The phrase “what this thing actually is” hints at another way in which the two designations can overlap: when assets could validly be assigned either legal definition. There are some monuments, currently used as buildings and which can be seen as equivalent to listed buildings, which are scheduled. A participant explains;

I find it quite difficult to know that the standing structures of Old Royal Naval College are a scheduled monument when I have dealt with buildings of equivalent architecture and activity within them, like the Banqueting House or Palace of Westminster; they're not scheduled monuments. They are listed buildings. (031)

This is not only an untidiness of the system; it changes the way the assets are managed in the future. Scheduled monuments are perceived to be considered in, “a very archaeological way” (031), descending from the Ancient Monuments Protection Act 1882 which included mostly prehistoric sites and never inhabited buildings. Listing is usually the more flexible system and includes public consultation in the consent process. Dual designation arises from the historical evolution of England’s heritage protection system, as discussed in the literature review (Chapter 2). A participant describes; “it’s got a history and a life of its own so if you were to take a blank sheet of paper you wouldn’t design any of this system” (022), mirroring the above comment of dual designation being, “a historical accident”. There is a sense here that the two track system of scheduling and listing is still problematic.

The lack of interim protection while assets are being assessed for designation is lamented by many participants, being described as: “a flaw at the moment” (018), “very annoying” (018), “Things like interim protection, you know, which we really, really should have.” (022); and, “it would be a nice thing to have in there, interim protection while the normal listing process is underway. Having seen first-hand examples of where it’s gone wrong.” (030). These comments are often linked to the *Draft Heritage Protection Bill*, as can be seen here: “Ahh yes. The great hope of interim protection” (023), or to the Welsh context having introduced interim protection in 2016 (022 and 030). There is broad agreement that interim protection would be good, but that it is politically difficult to establish in England, participants recognising limited opportunity for legislative change and that adding protection runs counter to pro-development and deregulation agendas in government (018, 030). HE has managed, through ERRA in 2015, to introduce some secondary legislation for heritage. This research

suggests interim protection would be high on the sector's priorities if it was possible to introduce.

Impact of designation

As with other participants, the increasing use of social history under the 'special historic interest' half of the legislative phrase for listing criteria is noted, citing the Vauxhall Tavern, work based on the suffragettes, and Brixton Market (018). Comments on Brixton Market consider the aftermath of the designation, saying;

...they were subsequently listed on the basis of their significance as part of the history of the Afro-Caribbean community in London. Which is kind of interesting, in particular now, because as part of them having been preserved, the whole area has become much more gentrified and they've become white hipster cafes. (018)

This comment highlights an unintended consequence of the listing process and post-designation management, particularly where communities, uses and social values are involved. While participants are rightly positive about diversifying the NHLE, this comment implies a concern for inclusive growth and the ethics of heritage management, a concern reflected in recent work by the RSA, British Council, and Historic England, as well as in critical heritage studies and the wider charitable sector (see Antink et. al. 2020; Veldpaus and Fava 2020; Stott 2017).

List descriptions

Sector professionals agree with the view held across all participant groups: "Obviously there is huge variation in the type of list description" (020). Their quotes portray the same narrative of dissatisfaction with older descriptions, recent improvement, and compliments for the new style: "We all hate those 1970s, sometimes 1980s, descriptions that are three lines long and not very accurate" (022); "they have improved enormously in the last few years" (030); "obviously the more recent list descriptions... are incredibly detailed and very helpful" (018). Repetition of the word 'obviously' shows that this is considered to be a known issue, and participants move on to discuss the impact of the changed lists on various agents in the assemblage. Sector professionals show understanding of a broad sector, considering the audience of the statutory lists to be the public (022), developers (031), estate agents (020), funding applicants (023), homeowners' (020 and 023), and fellow professionals.

For the public audience, more information in list descriptions is seen as beneficial. However, it is seen as less necessary for heritage professionals and developers. One participant describes, “if you are a good professional... you know that you can’t just use the list and nothing else, therefore you know that it sort of doesn’t matter whether there is one line or twenty lines” (023). This is contrasted with a building owner without access to further information. The longer list description is perceived to have agency in relationships between developers and HE. A participant reports that longer descriptions are said to provide clarity for developers, but that developers, “didn't actually want definitive stuff” (031) because it limits the opportunity for negotiation. Another participant views the longer descriptions as, “about ‘de-risking’” (023), where by writing a detailed description, HE staff are seen as having, “set out their stall” (023), when entering into negotiations with developers. Developers are depicted as viewing list descriptions as up for debate and using consultants to argue their case regardless of the length or content of the description: “You may have chapter and verse but they’ll see if they can get another person along that will say, ‘It’s not as good as you said,’ whatever. Or, ‘We’re going to do this and it doesn’t really harm the significance of those particular things’” (031). So, for the public, detailed list descriptions are seen as beneficial but participants suggest longer list descriptions are less desired by developers.

Participants share a concern that longer list descriptions – a shorthand for more recent descriptions that describe significance – take up greater HE resource. It is important to emphasise that the questioning of the use of resource emerges in the otherwise positive context of the newer style of descriptions. A typical response is, “The new listings do improve upon that a great deal, I think. I think that has been a change for the better. Of course, the downside of it is that is very resource-heavy for Historic England” (030). One participant, consciously speaking against the current advocacy for clarity for developers, argues that some descriptions would be better written at the point of change for a listed building, allowing resource to be targeted towards development activity (031). Another asks the central question for participants: “are very modern, very detailed listings a disadvantage because they divert what limited resources we have away from doing wider work? You know, do we really need these extremely detailed listings when we might get five of them for the price of one if we did something simpler” (022). This comment highlights the economic aspect of the concern. The interviews were conducted in 2018 and 2019 to the economic backdrop of continued austerity after the 2008 financial crash, impending Brexit, and public expenditure cuts. The economic picture looking no less dismal in 2021, in part due to the

Covid-19 pandemic, more heritage practitioners might start to question the use of resource, as this participant anticipates:

I would like to think that they would carry on being as comprehensive as they are. I think they are really great. And there's a lot of information in those and I could see that there might be at some point a feeling that maybe that was a luxury you couldn't afford anymore but that would be an enormous pity... (018)

The same participant continues to say... "not least because most of that work has to be done anyway to make the listing assessment" (018). This research finds longer list descriptions almost universally welcomed. Although sector participants question the resource used, the general hope is that they will justifiably be continued.

Like other participant groups, sector professionals suggest there is, "a real misconception about what listing means in the eyes of many of the public" (020), such as buildings must be, "kept in aspic and not used" (020) and therefore, "designation is just a nuisance" (022). They suggest list descriptions, as a point of interaction between HE and the public, could be part of the solution. Ideas include standard phrases of explanation, with a layperson in mind, that could be added to describe what designation broadly means for the asset (e.g. requiring listed building consent, 020), or to describe why it is considered worthy of listing (022). These are suggested as quicker fixes than revisiting all the list descriptions, with resource in mind. The language used in descriptions is again raised by sector professionals, as it has been with local stakeholders, and LPA and HE professionals (Chapters 4, 5 and 6). Similar criticisms recur: "complicated" (023), "technical", and "impenetrable" (022) describe the language, including the bullet pointed reasons for designation (022). Participants perceive list descriptions as a key point of interaction between HE and the public in the assemblage, and as such, list entries become a possible agent for HE to activate in explaining listing more widely.

In previous chapters, (Chapters 4, 5, and 6), participants seek updating for older descriptions. Developing this notion, sector professionals predict how more recently written list entries will be perceived to be out-of-date in future. The lack of social history in older list descriptions is thought to mean "...in due course that some of the descriptions which are just architectural, will have to have their social history bit added in about how they were built on the back of sugar trade, et cetera" (031). Another insight is the impact of progress; "I suspect that the more you get the newer style lists and people get used to accessing them, the more frustrated they must get with the older ones" (018). These are important considerations, both

in light of creating a strategy for the future of the NHLE and in answering calls from critical heritage studies for the sector to consider the future (Högberg, Holtorf, May, and Wollentz 2018).

Management

An assortment of issues emerge concerning the management of assets on the statutory lists. Key issues are landscape protection, training for councillors in LPAs, and thinking about the future of designation.

Registered parks and gardens are described as, “undervalued bits of the system” (030). Designed or planned landscapes recur as a concern in this research, either with participants wishing to see stronger protection for the existing register or perceiving a designatory gap between registered parks and gardens and cultural or natural landscapes. Sector participants desire greater protection: “It’s a shame there isn’t a bit more protection that goes along with them” (030) and, “I do think that the register for natural but planned environments needs to have the same teeth as the built framework” (031), and identify, “a crossover into the Natural England territory there where, maybe there needs to be a kind of whatever it is- aligning between the two” (031). The latter view is supported by cultural and natural debates where authors recognise that many landscapes have been developed, changed, and managed by human actions, making them cultural heritage as well as natural (Larwood, France and Mahon 2017). Historic England and Natural England, and the designations they manage, mostly operate in separate assemblages.

Heritage decision-making by councillors is raised as an issue by LPA and HE participants (Chapters 5 and 6). Sector participants add to this finding saying, “I think targeting councillors is really key, especially in an age of reduced officer support, really key. I think it is just bizarre that you have people making planning decisions with no formal training in the system they’re making decisions in” (020). The context for this statement is the revelation by a councillor that they had minimal training before joining the planning committee (020), and that for some designations, registered parks and gardens being the most frequently encountered, the only protection is through weight assigned in planning decisions. This comment therefore aligns with the views above regarding the lack of value and protection afforded to registered parks and gardens, but also shows the interactions in the assemblage between councillors and heritage protection. Councillor training is a point of interaction which HE could influence.

Finally, some participants consider the future of designation and management in their responses. One participant said, "...I think there are some quite challenging questions coming up... ..Would you ever get to a point where you would consider listing the M25? Or M1, because it was the first motorway?" (023). Nuclear power stations are identified as another difficult category; "...if you decide that they are an important part of the heritage of the country, what the heck do you do with something like that?" (023). These contributions suggest that at least some vague thoughts on future designation are circulating in the minds of heritage professionals, although it is unclear whether the future of designation is being discussed within heritage organisations, as advocated by Högberg, Holtorf, May, and Wollentz (2017). On being asked about where the lists might go in future, the same participant says, "I think it might become more about finding a way to accept that some things might be lost" (023). This corresponds with research in critical heritage studies about proliferation of heritage (see Macdonald, Morgan and Fredheim 2020), and considering loss, especially that caused by coastal erosion or storm damage from climate change, as an acceptable conservation practice (DeSilvey and Harrison 2020; Slocombe 2020; DeSilvey 2017). This thinking is transitioning into sector practice, as evidenced by this research and by Matthew Slocombe's (2020) article in *Context*: the director of the SPAB writing to a professional audience.

Recent innovations

Selection guides

Participants are very positive about selection guides, describing them as, "nice. I like those", "informative" (018); "very useful" (020) and "fascinating"; "I think they're brilliant" (023). Following much the same trajectory as other participants, selection guides are seen by sector professionals as an engagement tool for local groups, conservation students, and as useful for professionals. However, participants suggest they are little known; "they're another brilliant engagement tool that's just put on a shelf somewhere" (023). Participants describe themselves advertising them, "and I often find experience of people, local groups or whatever, I definitely recommend them" (018) and to students, "When I lecture on historic building legislation, I always put up a couple of screen shots of the front covers with a link and say, 'these things exist. If you want to get some sense of why one house is considered more worthy of designation than the other, the answer is pretty much there.'"(023). Across all

participants, this research suggests that selection guides receive praise from many agents in the heritage assemblage, and that their use for local stakeholders and professionals could be increased.

Selection Guides are, from HE's perspective, a way of making the listing process more transparent (Chapter 6). However, for sector participants, the selection guides also highlight the subjectivity of the listing process. One participant states, "I think listing is a very very subjective business and it's very hard to provide definitive advice" (018). Another explains, "they are very useful but they don't always seem to match up with the way that Historic England actually approach the listing itself. So that could be slightly confusing when the Selection Guide says one thing but then the report says "actually that doesn't really matter" (020). They conclude: "...ultimately it's a subjective process I suppose" (020). This perception accords with HE professionals reporting that as long as they can justify the position, selection guides are a guide, not a rule book (Chapter 6). Selection guides could be critiqued as a tool used to mask the subjectivity of decisions as the sector strives to organise values that are mutable and constructed by, and contingent on, people and practice, into neat categories for designation (Ireland, Schofield and Brown 2020, 7; Macdonald and Morgan 2018).

Enterprise and Regulatory Reform Act

The Enterprise and Regulatory Reform Act (ERRA) provisions are familiar to all participants. Responses often consider the legislative package rather than focusing on the exclusions for listed building designations, unless prompted. The overriding perception is clear; "There's the forgotten piece of legislation, yes. No, from my perspective, it hasn't changed a great deal" (022); "I suspect most folks haven't noticed... there's nothing there that I think would change anything anybody says, does or thinks" (023) and, "...It seems quite radical in a way but it hasn't really added on a huge amount. The things like the class consents and things like that are going to be so narrowly used that it probably doesn't make a lot of difference." (030).

Participants' experience is that the legislation makes a difference in very particular situations, partly because local or national listed building consent orders frontload resource. This limits their applicability; "So you think, this is legislation for two or three organisations" (023). One such specific situation is the listing of murals on unlisted buildings, "Like the Dorothy Annan murals on Farringdon Road... and the ones on the Old Kent Road... That was a specific

instance where I was lobbying Roger Bowdler quite strongly to say ‘look, it must be possible to, to just list the mural’” (018). The exclusion provision in ERRA makes it possible to list murals without the structure, and for a mural to therefore be protected when attached to an indistinct or insignificant building, or moved. Participants are more familiar with the exclusion provision when they had reason, through their personal endeavours or professional roles, to use it. It is likely that ERRA legislation will have a wider impact as instances of its use become encountered by more actors in the assemblage.

A final thought on ERRA is that it is, “probably very helpful for people who are developing” (020). Seen as a tool for the development industry, ERRA can be used to support the case that HE is cooperating with developers and trying to counter the view that listing hinders development. Some heritage professionals are concerned about this approach, saying, “I think in some cases it almost feels like that's gone too far, in my personal view” (020). The balance between a pro-development attitude and heritage protection is discussed in the conservation areas section below, but the orientation of ERRA toward the development sector (as discussed in Chapter 6) contributes to the participants views on the topic.

Enriching the List

In other participant groups, the conversations around Enriching the List (EtL) are fairly uniform, following a pattern of supporting it in principle, considering issues around verification, discussing the separation between the official list description and added content, and questioning the extent of the participative opportunity. All of these issues arise in the sector interviews. However, there is no evolving narrative through individual answers and no consensus across the interviews. The answers are given with a sense that this is not a project that these individuals have agenda, or agency, to influence.

Endorsement of EtL is apparent but, in most cases, not as strong as in other groups; “an improvement” (031); “I think it’s a great idea but... I think it's probably a useful tool but not dramatically life changing” (020). There is still praise after considering downsides though; “I still believe it was a really brave and sensible and useful thing for them to do.” (022). The phrase ‘for them to do’ refers to HE and articulates a sense of distance from the project, despite this being a participant who also describes helping to test the system in its infancy.

Verification emerges as an issue in terms of monitoring for veracity from an HE perspective (031) or from the users’ perspective (020) and for users, understanding the “status” (031 and 020) of the added information. Other participant groups seek greater verification from HE but

sector professionals share concerns about HE having too much control or censorship. They want to be able to add opinions; “You know, ‘Shame about that window.’ Things that were a little bit more than the purely factual or purely observational” (022) without being blocked by HE. The balance between the official view and contributions from outside HE is consistently an issue for EtL.

Comments on participation in EtL convey a balancing of power between HE and the public. Some participants are, “wary of it diluting the value of a fabric-based list, so it’s better, I think, to keep those comments slightly separate” (022) but others criticise EtL as, “not fully participative. It’s a kind of ‘you can guild the lily if you like’, ‘you can add colour to the picture but you don’t get to change what the picture is’” (023). The former view seeks to keep the official list in the control of HE and suggest public contributions ‘dilute’ the list’s value, while the latter seeks more empowered participation (Lane 2005). These exemplify two lines of thought active in the heritage assemblage: one giving agency to public bodies and the other giving greater agency to the public. EtL satisfies both views to some extent and equally raises concerns for each. Ireland, Brown and Schofield (2020, 1) recognise, “the tensions between expert, institutional or ‘official’ values and broader concepts of heritage and attachment” which are at work here. Some practitioners in the heritage assemblage do not wish to have the broader notions of attachment recorded on the formal list entry, while others value those contributions.

Participants consider who is contributing to EtL. One participant reveals they had a volunteer working to add EtL contributions on certain buildings of interest to them (018) while another said, “I think you've got some enthusiasts that are doing it because a lot of other people are not doing it” (031). The perception is that, at the moment at least, EtL is largely enacted by a particular stakeholder group with close connections to the professional heritage sector. However, sector professionals could act as links to promote EtL. One participant said, “I mean, if we had more resources we could be linking to our Instagram and all sorts of things.” (018). The amenity societies, as membership organisations, are a particularly strong link to an interested public.

Conservation areas

Conservation areas are viewed by this group in the context of development pressures, deregulation and greater permitted development rights. For the policy context, it should be noted that these interviews took place between November 2018 and March 2019. This positions them after changes to permitted development to allow non-residential properties to be converted to residential, but before planning changes in October 2019, which were known to be upcoming, and far before the emergence of the planning white paper in August 2020. The mood of the moment was that government has a pro-development attitude (020), tall buildings were a current topic of concern (020, 030, 031), and the threat to heritage was thought more likely to come from changes to planning regulations than from changes to heritage legislation or policy (022). Housing need is recognised as major spur to government to induce or justify change (030). Some of the comments from 2018 and 2019 seem rather clairvoyant given the following changes to permitted development and the proposals to move to zonal planning with areas of growth, renewal or protection, introduced in *Planning for the future* (MHCLG, 2020). One participant predicts a trajectory; “I think it's going to lead to conservation area ghettos of niceness and everywhere else is just going to be increasingly depressing”(020) which has parallels with the IHBC’s ‘pickle or perish’ (2020a) tagline in response to August 2020’s white paper.

Participants speak about the value of conservation areas given increased development pressures: “Particularly with the pressures on housing and government policy on housing” (030), and how having conservation areas is, “arguably more important now than it’s been for many years with the pace of change and development going on in many sensitive areas” (022) or put more bluntly, “I think increasingly, the rest of the built environment is going to look more and more like a dog's dinner so the value of conservation areas is going to increase” (020). Large developments (020), tall buildings (020, 030, 031) and town centre permitted development rights (030) are all perceived as threats to conservation areas as gradual changes cause, “death by a thousand cuts” (031) or erosion of setting (022). The government has great agency in this narrative, whether through housing agendas or by, “continuing the deregulation and the intentions of the government to try and allow people to build upwards, to the highest height, for example” (031). Participants also imply little trust in government to realise the impacts of planning reforms for heritage. The words used are,

“uncontrolled” (030), “bizarre” (020), “nonsensical” (031) and, “hasn’t been well thought out (030)”.

The agency of the heritage sector in relation to the government is also recognised in a, “shifting balance” between conservation and development (020). One participant elaborates;

I think that we probably have gone too far at the moment in terms of being pro development. It's a very fine line. I think the danger is that the heritage sector has been making that case at the same time as the government has been making a huge pro development push. (020)

A rhetoric around ensuring that the heritage sector is not seen as a hinderance to development has been a theme in the sector in recent years, evidenced, for example, in Historic England’s (and previously, English Heritage’s) official work through its guiding principle of constructive conservation (Catling 2013). The idea of heritage as hindrance to change is intertwined with a philosophical emphasis on preservation in the origins of the conservation movement. The public perception of conservation as preservation is still a concern for heritage professionals today. The same participant who voices caution against a pro-development approach also says, “I think it is important to get the message across that because something is listed, it shouldn't be kept in aspic and not used” (020). Two discourses in the assemblage are here acting as opposing agendas: one saying the heritage assemblage does not seek to hinder development and the other saying development is, in some cases, a threat to heritage assets which needs to be controlled. It is feasible for these two discourses to continue to operate in the assemblage and to shift dominance dependent on the wider political situation or the specifics of a local case. In assemblages containing such a multitude of actors and roles with differing purposes, perspectives are likely to vary and occasionally be at odds.

One participant highlights the origins of conservation areas. The comparison between development in the 1960s and the planning situation participants articulate above is clear:

The campaigning that went on, really at grassroots level, to deliver that change in legislation was so critical at that moment in time when great groups of buildings and terraces and everything else were being flattened daily that we mustn't lose sight of that... We almost need to go back to that essence of what it was about and reinvent it, I think, for the modern world. (022)

While participants generally assert that the public value conservation areas (018, 020, 030), the levels of passion, engagement, and political will, that were the driving force of conservation areas coming into being in the Civic Amenities Act (1967) are not currently apparent. Participants cite the work of Civic Voice (023) and the Heritage Council (020) in promoting public engagement with conservation areas. Amongst the general public, it may yet be found that such passion is not extinct but dormant as development pressures increase and people have need to fight for their places. Development pressures might be a threat to heritage, but they might also spark a resurgence of the popular cause for heritage protection.

Limited and reduced resource is a backdrop to all the discussions in this research, but it is more directly discussed in relation to conservation areas by sector professionals. One participant asserts, “a lot of people are really quite keen on the idea, and local residents are, and the system just hasn’t got the resources to deliver it” (018), agreeing with another statement that LPAs cannot match the public valuing of conservation areas with equivalent resource (030). Enforcement action (020) and time and money for appraisals (030 and 031) are participants main concerns for existing conservation areas, highlighting that the production of appraisals is not a statutory requirement and therefore has less clout when competing for LPA resources (031). The concern over resourcing for conservation areas is to such an extent that one participant describes them as, “in danger of becoming meaningless” (020). From an assemblage perspective, concerns over resource show that valuing conservation areas is not enough to secure their place in the assemblage: other agencies, public or professional, are needed.

New conservation area designations are not high on LPA agendas. Participants argue that LPAs have not got capacity to assess areas, and, if they had, they would not want the extra planning applications and appraisal work that designation would create (018 and 020). Other participants suggest that some LPAs seek to delist conservation areas to reduce workload (020). An HE-funded research report investigating potential twentieth-century conservation areas shows that the sector are still conscious of updating the national picture with new conservation areas (Burton, Derrick and Robinson Wild 2017). However, even for conservation areas recommended in the report, problematic relationships with LPAs are foreseen:

...a huge amount of the areas that we found that would be significant and should be conservation areas were either local authority owned housing estates, which

local authorities want to knock down so they're not going to go and designate them themselves, or new town, town centres, where again, the local authority is frequently conflicted because they don't necessarily get that the historic character could be the key to regeneration and then they are very keen to allow new development... so you can recommend making a conservation area but it's not exactly an easy sell. (018)

The research gathered mixed views on the strength of conservation area protections: "quite stringent"(022), "limited in scope"(022), "not taken seriously" (020), or "there's a perception that conservation areas involve a lot more statutory control than they actually do"(030). However, there is some consensus that the public do not understand the controls in conservation areas and that it would be simpler, and protection stronger, if conservation area designation either automatically included an Article 4(1) direction or permitted development rights were restricted in conservation areas. Both of these measures achieve the same result: limiting permitted development rights equally across all conservation areas. Participants give two very similar rationales for this: "...it's easier for people to get an understanding of what it means, if it's not different in different conservation areas" (020) and "Everyone would know where we stood. There wouldn't be all this confusion about different areas" (030). This highlights that even within one LPA area, there can be different rules in different conservation areas, plus variation nationally.

Finally on the topic of conservation areas, comparisons emerge between conservation areas and local lists as local designations, especially from participants with experience implementing the measures in LPAs . One participant states an outright preference for conservation areas due to their higher level of protection and the difficulties of enacting Article 4(1) directions: "I think they are better tools than local lists" (031). The comparative comments point to viewing local designations as options to select from. For areas where conservation areas cover much of the LPA area, local lists are perceived to be less necessary (030 and 031). To align these comments with LPA resourcing, a local list becomes an additional requirement to management with little extra benefit if most of the locally listable buildings are protected through conservation area designation (030). Conservation areas can be created as an alternative to a local list, even if it means trying, "to cobble together a conservation area designation" around potential local list buildings so that they gain greater protection (031). This highlights participants' thinking about these tools in terms of the physical protection of assets, favouring the conservation area or not creating a local list

because the built environment is already protected. With both tools offering local recognition and some protection, these views suggest conservation areas and local lists sometimes compete in the assemblage for LPA resource.

Local lists

In the three NPPF versions published between 2012 and 2019, local lists are only ever mentioned in the glossary (2019b, 67). This shows how little emphasis they receive in planning policy. The perspectives from the sector interviews show how local lists operate due to two sets of agency within the assemblage: firstly, fulfilling a role as a planning tool with limited protection under the NPPF, and secondly, for the “valuable” (030) role they play in public engagement and locality. LPA action on local lists can be viewed as a layering of practice (Janssen et al. 2017) where the heritage assemblage operates within the parameters of national policy but also acts for other agendas around participation and local identity associated more prominently with international heritage discourses. The activity around community participation and local lists has since been gifted greater official agency through the MHCLG funding programme for local lists, as it places community involvement alongside protection for locally listed assets (MHCLG 2021).

The role of local lists

Goatley and Pindham (2019, 315) locate LPAs as a litigation-conscious area of practice. This is verified in this research by a participant’s recollections; “it was a very tough environment to work in. Everything you did was challengeable. Barristers around your neck the whole time” (031). It is within this context, where conservation officers and planners are held to account and their work is defined by policy, that participants highlight the weakness of local lists for protecting assets. They say, “I’m not convinced that they provide very much protection for buildings at all” (018), using the phrase, “lacking in teeth” (020), which mirrors the ‘no teeth’ remark by LPA professionals (Chapter 5). Specific concerns are the permitted development rights for demolition, which “seriously undermines” (020) local listing, that councillors have no power to prevent demolition (020) and the robustness of individual lists to withstand planning appeals (022 and 030). Like others, participants perceive Article 4(1)s to be beneficial to address protection for local listing (030).

Participants reflect on the public perceptions of a local lists' power. They think local lists, "raise people's expectations" (018), or very similarly, "give local campaigners unrealistic expectations" (031) about the legal protection of the building in the future. This is not a criticism of LPAs, but of the limited protective power of local lists. It suggests that in practitioners experience, public campaigners are seeking protection of physical assets and expect designations to offer such protection.

The public engagement role of local lists is evidenced by participants. Local lists are described as, "a very good way of local authorities engaging with communities" (030), and, "the richer thing in many many ways because that feels more democratic; particularly because local authorities who've got a bit of sense do it in a participatory way"(023). There is emphasis in these comments on the agency of LPAs to create opportunities for participation. The potential to connect with local people is seen as beneficial even by participants who see problems with the protection offered; "Nevertheless it can have other advantages, which is, you know, for people's value of their area" (031). Comments which describe these 'other advantages' are associated with people, local places and connecting people and heritage: "people connect with those buildings in a slightly different way", "local lists are more about people", "they tend to be more likely to connect with local stories" (023). These comments reflect a comparison to the NHLE. They show that local lists are perceived as an engagement tool where the NHLE is less so (023 and 030), and connected to local identity where the NHLE is less so, plus have the potential to be more about stories rather than physical assets.

Participants' comments show how they perceive local lists to relate to the NHLE. They can be used as a scoping exercise for national candidates by, "encouraging people to assess what there is out there and perhaps to look forward and pre-empt things that might become listable in five or ten years time" (018), or a safety net for buildings which do not meet national criteria (020). HE participants (Chapter 6) mention their limited capacity to suggest assets for local designation. A sector participant, "wonder[s] whether Historic England should have a power to add something to the local list if it doesn't list it" (020). Across several views in the assemblage, this research suggests a role for HE in nominating local list assets merits consideration.

Agency

Throughout this research, participants highlight how local lists are dependent upon multiple agencies to be created and implemented. The agency of councillors and LPA staff is

highlighted in this comment; “It may look good, but is it really going to count for very much? Have local politicians bought into the idea? Is it an individual officer’s piece of work that doesn’t count for much more than that?” (022). This contribution is further evidence that the existence of a local list does not equal a successful local list. While the participant acknowledges that local lists are, “invaluable” (022), its limitations here are not attributed to the strength of protection offered from the NPPF, but whether councillors consider the local list in their decision making and whether it is supported across the council. It shows that the local list itself does not have sole agency, that multiple actors are needed to support it and that the process of creation validates its role. Another participant highlights that, “...you have to be fairly rigorous on how you do it. It can’t just be for some spurious reasons or because somebody likes the building.” Local community groups have taken that up with vigour. Local authorities have as well” (030). This refers to HE guidance on local listing showing how HE can influence the assemblage through written documents. These comments show, once again, how various agents can strengthen the role of local lists in the assemblage.

Significance and values

Sector professionals’ discussions of significance and values in heritage management portray the bigger picture of international influence and ongoing debate. Their comments show the topic is yet to be resolved; “you sort of think that the whole discussion about values had settled and then that proved that actually it absolutely hasn’t at all.” (023).

Unlike other participant groups, sector professionals reflect on international comparisons and precedents. One participant highlights; “Those conservation values are quite specifically English values and on an international basis they’re sort of not universally seen as totally what everyone’s signed up to” (018). Participants also describe, “genetic strands” (022) aligning with conservation paradigms; for example, “whether you go back to the James Semple Kerr Australian document or whether you look at the HLF stuff and then link through to *Conservation Principles*” (018) and, “if we’re agreed that what you get in the NPPF is largely derived from *Conservation Principles* as the underlying document and that that comes from the ICOMOS way of thinking about the world...” (022). These ideas reflect the intertextuality of international documents and sector practice in England, mainly, as argued by Chitty and Smith (2019) through *Conservation Principles* (English Heritage 2008). *Conservation Principles* has legitimacy in the assemblage as official Historic England

guidance. The heritage assemblage under consideration in this research has territorial limits physically, as Historic England and the LPAs partaking only have authority within England, but the assemblage is influenced by international discourses which, in the case of significance, are key.

Thinking about these “genetic strands” (022) highlights that the NPPF or *Conservation Principles* each offer only one conception of heritage values (see also Fredheim and Khalaf 2016). British Standard 7913 (2013) is suggested as an alternative, broader list of heritage values, but, as lamented by one participant, its cost prohibits wider use in the sector (030). This shows how financial resource can restrain agency. Values referred to by participants include “nostalgic reasons” (031), “cultural” (030), and “industrial, scientific, technological” (030), as well as architectural or historical. Participants’ comments demonstrate how, in practice, they recognise a broader range of values beyond any official list, because “people don’t talk [to us] in that language.” (023). They also stress that there is no need to constrain the terms used: “–however you want to dress it up. There are lots of significances, I think, that can be identified” (030). The concept expressed is that while academics and practitioners may use a set of lexicon with legitimacy in the assemblage, either for authority in the planning system, or for interpersonal displays of knowledge, in practice, “language plays an important but not a constitutive role” (DeLanda 2006, 3) so a broader range of words is accepted. Therefore, the conversations about which values to use are somewhat redundant and labelled, “a very academic conversation” (023). However, other participants highlight that for practitioners, “dealing with significance and having methods of dealing with significance is fine. But at the end of the day, the tests that are in the 1990 act are the special architectural or historic interest of listed buildings” (030). This evidences two different models operating in practice: one where participants communicate using a broad set of value terms, and another where only ‘architectural’ or ‘historic’ have agency in the planning system. Allowing broader articulations of value or descriptions of interest or significance enables the sector to be more flexible when interacting with the public and translate values into official lexicon with agency in planning when necessary. It is another example of a layering of practice in the assemblage: the official historical and architectural interest plus a spectrum of values (Janssen 2017).

Discrepancies between language in legislation, policy and guidance are equally deprioritised by most sector participants. They are less bothered about particular terms than HE participants (Chapter 6); “There’s all these questions about whether the language of listing is

different from the language of statutory control. I don't know that I find... I don't think I find that particularly a linguistic problem" (018). There is a sense that the debate has become a HE issue and, while there is a potential underlying practical problem legally implementing the phrasing, philosophically, the participants are nonplussed about the debate:

If I could get through the rest of my working life without the word significance turning up in it ever again, I actually would be quite happy. Now that's not because I don't like the idea of cultural significance in a Burra Charter kind of a way. What annoys me is that it's caused so much difficulty and people get so hung up about it. Tails wagging and dogs comes to mind. (023)

However, an alternative perspective highlights the importance of language, as reflective of the positioning of HE in relation to government. Highlighted by the *Conservation Principles* redraft in 2017, a participant states:

I think a national agency shouldn't have its own principles aligned with any particular government strategy... They should be independent. They might still have to follow government policies, but their overriding strategy should be more timeless, I think. It was drifting, in its language and its general principles, much closer to the present government's agenda, which tomorrow might change, you know? (022)

The heritage assemblage is perpetually changing. This comment shows how interactions between assemblages – in this case political and heritage – can cause change. It suggests not only the consideration needed of how HE relates to government, but also how its current stance might be impacted in the future.

Intangible heritage

One of the biggest divergences between government agenda and international best practice is the topic of intangible heritage. Sector participants' contributions show that intangible heritage is the future direction of travel (018), but that, "Unless you change the fundamentals of planning" (022), there is no route for safeguarding intangible heritage. A participant observes a more general sector shift as, "HE guidance documents reflect that growing interest in intangible heritage" (018). There is one notable exception to the trend toward intangible

heritage, coming from an SPAB perspective where it is stated, “we are very much tangible, fabric-based people and we believe that, actually, all the meanings you need can be found in the fabric of buildings” (022).

Sector participants are all in agreement that the planning system, or more broadly the concept of maintaining significance through physical fabric, is an obstacle when considering intangible heritage. There are a range of associated comments on the topic, including, “I think the list can deal with that, but I think what’s really difficult is the listed building consent process. How do you actually maintain those sorts of significances that aren’t necessarily rooted in fabric? That’s really hard” (018), “but ultimately, if it can’t be of any relevance to a planner’s decision, it’s not going to shape the future of the building much” (022) and, “is to do with culture and people, really. Then, how do you marry that up with how a building might be altered or not?” (030). Participants state it is an area, “worth thinking through” (031), but do not have any solutions at present. Instead, they are looking to HE for leadership and direction: “... perhaps pushing that back to Historic England in terms of more advice” (030).

Like the HE professionals in Chapter 6, sector participants unwittingly discuss values of tangible heritage rather than intangible heritage, demonstrating the confusion in practice. For example, “If the significance is a very cultural one, because if Winston Churchill lived there, what does that mean in terms of how much alteration to the building there is?” (030). Another example is the continuation of a particular use: a bell foundry is cited (022). The comments demonstrate a conflation of cultural values and intangible heritage, and that participants think largely about the kinds of heritage they already deal with on a daily basis. The views can also be framed through the AHD (Smith 2006) in that even when asked about intangible heritage, participants think about values associated with tangible heritage, monuments dominating their thinking and a lack of separation between a physical heritage asset and its value to people. A participant summarises it well; “I think we’ve probably still to come to a balance between significance and fabric and getting to grips with that as a concept. It all sounds very nice but actually when it comes down to it, it becomes quite difficult and messy. I think we’re probably in a period of change at the moment...” (030). Intangible heritage is one area where the heritage assemblage is in flux.

Highlights

The analysis of the sector interviews reflects participants' positions in national organisations with oversight of the system. Their insights sometimes offer a different inflection on the findings from previous groups. For example, regarding the NHLE, the language of list descriptions is once again considered too technical but dual designation and interim protection receive mention for the first time. An important insight is the longevity in participants views: considering designation, list descriptions, and significance as evolving systems of practice.

Sometimes the sector views align more readily with local stakeholder experiences. Sector professionals are familiar with the application process for designation and, like local stakeholders, voice frustrations with the initial criteria. Even though selection guides are deemed very helpful, sector participants suggest they highlight the subjectivity of designation, showing empathy with an applicant viewpoint.

The holistic view of the sector taken by these participants highlights the comparatively weak protection afforded to registered parks and gardens, the alignment between heritage and natural environment protections, and the comparison of conservation areas and local lists for local protection. This view of heritage protection is formed with strong awareness of the political and economic backdrop of development pressure and deregulation.

Regarding local lists, sector perspectives are much the same as other participant groups: prominent themes are their role in the protection of assets and in engaging communities, and the commitment of multiple agents is identified as crucial for their success.

A defining feature of sector participants' responses is the recognition of international agency, shown when considering the arrival of significance in the English system, and when discussing intangible heritage. Participants' comments show a struggle to marry England's current planning system to intangible heritage, and, like with HE participants, the conflation of intangible heritage and values. A key comment shows the sector seeks guidance from HE on intangible heritage.

This is the last chapter to analyse participants' views. Before moving to a collated discussion of all the groups, the next chapter analyses a series of heritage strategies, providing an official LPA view that has been created without researcher involvement, and triangulating information to verify the views collected in interviews and focus groups.

8 Heritage strategies

Statutory and non-statutory heritage lists are one component in the wider heritage assemblage. This chapter looks ‘beyond the list’, setting the lists in the context of local planning authority (LPA) work. Eleven LPA heritage strategies are analysed, enabling triangulation and capturing an official view without researcher involvement. Heritage strategies in this research are specifically defined as LPA documents setting out the overarching trajectory for heritage management within the area, as produced by just over one quarter of LPAs by 2019 (92 strategies found online).

The research aims (stated in Chapters 1, 4 and 10), are delivered in relation to the remit of heritage strategies. For the first research aim, to compare expert and grass-roots views of designated and non-designated assets, ‘non-designated heritage assets’ include archives and collections, natural heritage, and intangible heritage, fitting a more expansive conception of heritage than the NPPF definition which has previously been used in this research. The balance between the importance assigned to nationally and locally designated assets in the strategies is reviewed. Analysis of the balance between expert and grass-roots views is less accessible in this chapter as all the heritage strategies represent expert-authored documents.

Heritage strategies, having seen an increase in production since their mention in the NPPF (DCLG 2012, 30), are in themselves an innovation in practice, fulfilling the second research aim. The requirement to, ‘set out a positive strategy for the conservation and enjoyment of the historic environment’ (MHCLG 2019b, 54; DCLG 2012, 30) instigated the creation of many more heritage strategies than previously produced. This research includes longstanding strategies such as that for Torbay (previous version 2004; version analysed here 2011; revised 2020), as well as more recently published documents (Enfield 2018; Hastings 2018; Stroud 2018). Torbay adopted a new strategy in November 2020 which will be referred to in this chapter but has not been analysed with the same depth as the sample.

The variation in content and approach in heritage strategies allows consideration of where the future lies for LPA heritage management. It is argued that heritage strategies show a ‘layering’ of practice (Janssen et al. 2017) by LPAs as some strategies respond more directly to the agencies of official national policy and guidance, while other strategies show alternative agencies at work, particularly in defining heritage, considering intangible heritage, and increasing public involvement in heritage management.

The chapter begins with a short methodology as the data collection used here differs from the focus groups and interviews of previous chapters. It then continues to the analysis. The first section, the role of heritage lists, shows that designation plays a mixed role in strategies but is never the central component for structuring the strategy. Given this, evidence for other agencies driving strategy content is sought and considered in the second section. The final section looks to the future, foregrounding the areas of practice where LPAs go beyond their statutory duties and those that appear to be the way forward for heritage management. The chapter concludes by bringing an assemblage view of agencies at work in the production and use of heritage strategies together with the concept of ‘layering’ (Janssen et al. 2017) to explain variety in heritage strategies and suggest the future direction of travel for heritage lists in response to this examination of their role with LPA practice.

Methodology

For the purposes of this research, analysing heritage strategies provides balance with the other datasets examined. Heritage strategies offer an opportunity to view the statutory and non-statutory lists within the context of LPA heritage management, demonstrating how the lists interact with other elements of the heritage assemblage. Secondly, using pre-existing strategies avoids involvement in the production of the data, providing a source of “naturally occurring” data, in addition to focus group and interview data where the researcher is involved (Silverman 2010, 131). It removes the artificial environment of the interview or focus group and may present emergent themes that would not have been searched for through researcher-developed questions. Heritage strategy analysis also adds to this thesis by providing an authorised LPA view. The perspective shown through heritage strategies is the official voice of the relevant LPA: all the strategies are either published or draft versions of documents produced by or for an LPA, giving a collective and authorised view to compare to the potentially more personal or team-influenced views from local stakeholders and heritage professionals presented in Chapters 4 – 7.

A study of heritage strategies can provide a useful and fair national picture. Consultation of *Heritage Counts* (2018b) data shows that heritage strategies are produced by LPAs with both high and low numbers of nationally designated assets, and with a full range of listed building consent (LBC) application numbers. This means that a study of heritage strategies is not only relevant where high levels of interaction with the statutory lists are prevalent. For the study to

be representative of the national picture, the sampling strategy must reflect many types and situations of LPAs, and thus a heterogeneous characteristics sampling strategy has been used. The strategies are referenced in this chapter by place name to ease association between the strategy and characteristics of place. A list matching the places to bibliographic references is provided in Appendix J.

Sampling

The sampling pool (47 strategies) includes only strategies solely produced for heritage, to concentrate on the role of local lists within the heritage assemblage. A heterogeneous ‘group characteristics’ sampling strategy was selected to capture various situational factors for LPAs. This sampling strategy helps to study the breadth of the national picture by including multiple examples with different features to help to make the research relevant to a broad range of LPAs. This provides ‘fittingness’ or ‘resonance’ (Lincoln and Guba 2002, 206). The aim was to ensure that any LPA scrutinising the research data would find similarities between their own authority and some authorities included in the study. The characteristics used were: geographic location, local authority type (e.g. London borough, district, or unitary); urban-rural classification (DEFRA 2016); quality of life indicated by Indices of Deprivation (MHCLG 2015); and numbers of nationally designated heritage assets and listed building consents in the 2017-2018 reporting period (Heritage Counts 2018b). Figure 5 lists the sample with the characteristics of each local planning authority.

	Local authority type	Location	Urban-Rural	IMD Rank of average score	Number of heritage assets	Number of LBCs in 2017/18
Allerdale	District	North west	Mainly rural	115	1321	32
Birmingham	Metropolitan	West midlands	Urban with major conurbation	7	1534	175
Boston	District	East midlands	Urban with significant rural	91	523	20
Elmbridge	District	South west of London	Urban with major conurbation	322	518	31
Enfield	London borough	North London	Urban with major conurbation	64	310	15
Fylde	District	North west	Urban with city and town	217	204	18

Hastings	District	South east	Urban with city and town	20	575	60
North Tyneside	Metropolitan	North east	Urban with major conurbation	130	233	21
Nottingham	Unitary	East midlands	Urban with minor conurbation	8	814	75
Stroud	District	South west	Urban with significant rural	284	3385	178
Torbay	Unitary	South west	Urban with city and town	46	882	47
Sheffield	Metropolitan	Yorkshire	Urban with minor conurbation	60	1226	76

Figure 5 *Characteristics of the local authorities in the heritage strategies sample.*

Coding

Documentary analysis is the focus of this chapter. The texts have been analysed using the same combination of deductive and inductive coding as used for the focus group and interview transcripts in Chapters 4 - 7. For transparency, the codebook for the heritage strategies is included in Appendix I, showing the themes that have been searched for within the text and those emerging from the data. The remainder of the methodology is set out in Chapter 3.

In the following analysis, the heritage strategies are referenced by the place name as in Figure 5. This is because heritage strategies are variously published under author names or LPA names; using the place name gives a clear and consistent reference within the text which links the strategy to the place it is produced for within the text. A list is provided in Appendix J of the strategies alongside their bibliographic references.

Analysis

As set out in the introduction to this chapter, the analysis of findings is organised into three sections answering: What do heritage strategies show about the role of lists in the LPA heritage assemblage? What agencies are evident in the production and use of heritage strategies? And what do these strategies suggest about innovations in practice and the future direction of travel for heritage management?

Role of heritage lists

Context

This section examines the context for heritage lists within scales of assemblages, moving from larger to smaller, looking at the heritage assemblage, LPA heritage management, and built historic environment management.

Evidence from heritage strategies demonstrates the role of the statutory and non-statutory lists within the LPA assemblage, rather than the wider heritage assemblage. The documents are written from an LPA perspective and although some claim a wider audience (for example, Allerdale, Birmingham, Enfield, and Nottingham), the purpose of the strategies is to steer LPA action. Elmbridge's strategy articulates this; "This strategy focuses on areas where the Council has a direct role or responsibilities and where it has influence in the decision making and management process through the planning system" (2015, 4). As seen in previous chapters that include local stakeholders and the amenity sector, heritage lists have roles in the wider heritage assemblage beyond LPA management practices, so the analysis in this chapter provides a detailed view of one aspect of the role of heritage lists.

The sample for this study contains strategies that are solely for heritage. Around fifty strategies have been produced which combine heritage with another area of work such as design (e.g. Cherwell, Dacorum) and or culture. Examples combined with culture are found in: Bath and North East Somerset, Bournemouth, Calderdale, Cornwall, Gateshead, Kirklees, Leeds, Luton, Milton Keynes, Rotherham, Rutland, Stevenage, Sunderland, Trafford, and Watford. Strategies that combine heritage and culture often include theatres, music venues, galleries and other entertainment facilities. These combined strategies evidence how heritage interacts with other assemblages and how close the connections are perceived to be by LPAs. They highlight that heritage sits within a broader context for LPAs and that the purpose of strategies is partly to make a case for resources, articulate alignment with agendas crossing LPA departments, and raise the profile of heritage amongst the many other LPA interests.

The built historic environment, the focus of the statutory and non-statutory lists, is part of a broader definition of heritage that LPAs seek to manage through the strategies, as shown through the chosen definitions and the content of the documents. The strategies often include museum and archive collections (e.g. Birmingham, Enfield, Stroud), nature (e.g. Allerdale, Boston, Torbay), or cultural practices (Birmingham, Enfield, Hastings, Nottingham). These areas are beyond the usual scope of heritage lists, albeit with some cross-over in natural

environments, showing how the statutory and non-statutory lists fit within LPA heritage management. The heritage assemblage, LPA heritage management and built historic environment management can be seen as co-existing, multi-scalar assemblages which are embedded in each other as part of a model of society (DeLanda 2006, 17). This model locates heritage lists within LPA heritage management, recognises the much larger context of the operations of the assemblage, and therefore illuminates where their agency lies. With the context for heritage lists recognised, the extent of their use will be analysed next.

Use of national and local lists

Examination of content about specific NHLE assets, or designation more generally, shows varied practice with LPAs using heritage lists to a greater or lesser extent. In some heritage strategies, the statutory lists play a strong role as a focal point for historic environment management. The strategies for Fylde and Elmbridge are examples of this. The first key theme in Fylde's (2015, 45) strategy, 'Conserving the built heritage', highlights the priority given to conserving physical assets. All listed buildings in the area are listed within an appendix to the document. However, the strategy for Fylde only covers the built historic environment, thus giving a greater focus to this segment of heritage than other strategies. Elmbridge's (2015, 3) strategy gives a clearer prioritisation of designated assets: the first sentence of the introduction, in a strategy which covers heritage broadly, is; "We think of our listed buildings, conservation areas, scheduled monuments and historic parks as being the Borough's "Crown Jewels". Conversely, other strategies refer to historic environment designations infrequently. The strategy for Hastings does not mention historic environment designations at all. Nottingham's strategy rarely mentions designation, especially in comparison to mentions of intangible heritage in the document. When describing the city's heritage, the authors use the subtitles, 'caves and archaeology' and 'cityscape' (Nottingham 2015, 2 and 3). This could be interpreted as an intentional move away from the exclusive categories of scheduled monuments and listed buildings toward descriptions that are inclusive of non-designated assets and represent sense of place rather than discrete assets. Enfield, North Tyneside and Torbay's strategies represent a middle ground where designation or assets are given a section of the document in reasonably equal share with other aspects of heritage or other objectives.

In considering the reasons for this variation, authorship is a key agent. The strategies from Hastings and Nottingham, where the lists are less frequently used, are both written by heritage consultants active in the development and progress of the sector (Drury Partnership

and Locus consulting respectively). For example, Paul Drury was involved in the production of *Conservation Principles* (English Heritage 2008), and Locus Consulting, directed by Adam Partington, deliver the *Historic Environment, Local Management* (HELM) training courses for Historic England. The strategies from Fylde and Elmbridge are produced in-house by the LPAs, where the authors are more likely to be engaged in working directly with assets on heritage lists regularly. The authors of the documents bring different perspectives to the production of strategies; this may, in part, explain variation. However, LPAs choose how their strategies are produced, and by whom, and the authors will work with a range of people who will influence the strategy content, so authorship should be seen as one agency within the assemblage that influences the extent to which the statutory heritage lists have primacy in a strategy.

Local lists receive less mention in heritage strategies, perhaps suggesting that they are viewed as less important than the NHLE, but more likely reflecting the statutory agency of the national designations and the formative status of local lists in production. Unlike the longstanding existence of the statutory lists, non-statutory lists are still being created, so their mention reveals more about their status as adopted lists, works in progress, or future ambition than about their role in heritage management strategy. Hastings, North Tyneside, Birmingham and Boston's strategies do not mention local listing, but this probably implies the LPAs have not yet completed or adopted lists. Enfield, Fylde, Nottingham, Stroud and Elmbridge's documents all include mention of their local lists, with the most references in Fylde and Stroud's strategies. However, Stroud's list was complete at the time of writing the strategy and Fylde's was an aim in the Action Plan in 2015 and was complete by 2018, so it was clearly an area of activity. Nottingham's strategy mentions the local list only twice, but since the publication of the strategy, the local list has been overhauled from a civic society document to a full system of criteria, rigorous selection process, and adoption by the council. If the heritage strategy was revised now, it would be interesting to see if the local list would have a more prominent role, and how it would relate to the minimal references to the national lists in the Nottingham strategy. As found throughout this research, the patchy nature of local lists as they are gradually created and revised defines and restricts their place in the assemblage.

Conservation areas and Heritage at Risk

The number of references to conservation areas in some ways mirrors the patterns for other designations: the strategies for Fylde and Elmbridge refer to conservation areas a lot, whilst

those for Hastings and Nottingham refer to them very infrequently, with no mention in Hasting's strategy. This again suggests a variation in practice with the statutory agency of designation influencing some LPAs more than others. However, with conservation areas, there are more examples of frequent use. Stroud, Allerdale, Enfield and Boston all have high numbers of references to conservation areas and articulate the importance of conservation areas to their heritage management. Allerdale's (2016, 29) strategy states managing conservation areas is a, "major concern" and they, "contribute considerably to Allerdale's sense of place". Boston's strategy includes the town centre's conservation management plan as an appendix, and Enfield's strategy refers to conservation areas 31 times, compared to just seven mentions of listed buildings. The extent of inclusion of conservation areas in these strategies may reflect the LPA's closer statutory role in conservation areas through their designation and appraisal. It may also reflect the popularity of conservation areas as a management tool, or, as Allerdale's suggests, concern over their condition. Both of the latter accord with the findings of previous chapters in this research.

Heritage at risk, either through the official registers or as general a term, occurs as a recurring inductive theme in heritage strategies. It is another tool for LPA's historic environment management. The NPPF foregrounds, "heritage assets most at risk through neglect, decay or other threats" (MHCLG 2019b, 54) by its inclusion in the paragraph directing LPAs to set out a strategy. This gives greater official agency to heritage at risk, which is mentioned by nine of the eleven strategies (Hastings and Torbay being the exceptions). Many of the strategies (e.g. Allerdale, Birmingham, Fylde) refer specifically to the Heritage at Risk registers held by Historic England. The ability for assets to be added or removed from the registers gives a measurable performance indicator, which LPAs can use to assess the success of their heritage management. Given the attention to measuring impact in local and national government, the possibility of measuring it alongside the national agency invoked through the NPPF, results in LPAs using heritage at risk regularly in their strategies.

Conclusion: role of lists

The role of lists in heritage strategies shows variance in practice. Some LPAs use the statutory lists as a focal point for their heritage management strategy; others do not. Conservation areas again appear to be a popular management tool and appear frequently in heritage strategies, more so than other statutory designations. Heritage at risk, and its associated registers, also appears as a heritage management tool guiding LPAs in their strategy.

The variety in how statutory lists inform strategies does not suggest the variance is reflected in the everyday work of LPA conservation, heritage or planning teams. It is expected that LBC applications, other planning applications including heritage, Heritage at Risk projects, and conservation area appraisals, will still form a substantial part of daily workload for all LPAs. The evidence does, however, suggest that while LPAs fulfil their statutory duties, some are framing their overriding strategy for historic environment management around the statutory lists more strongly than others, and also that there is clearly an alternative to using designation as the basis for historic environment management. It is worth noting that none of the heritage strategies are structured solely around heritage lists. Other agencies are at work in LPA heritage management. The next section explores what other agencies are evidenced in the strategies, and how the lists interact with those agencies.

Agencies evident in heritage strategies

This section examines the agencies evident in heritage strategies through the definitions of heritage used and the inclusion of official agencies that might be expected: legislation, policy, and guidance. It then considers other agencies evident in the strategies, foregrounding economic factors, the promotion and celebration of heritage, and public engagement and participation as key recurring themes.

Definitions of heritage

Current legislation and national policy in England do not provide a definition for heritage. The closest policy definitions are the NPPF's definitions of 'historic environment' and 'heritage asset' (MHCLG 2019b, 67). The latter is referenced in the Elmbridge (2015, 5) strategy. Authors of heritage strategies, therefore, take one of two approaches: either avoiding any definition of heritage and instead outlining the parameters of the strategy, or looking elsewhere for sources to define heritage. International guidance, in the form of the *ICOMOS International Cultural Tourism Charter* (1999) is favoured by the authors for Boston (2018, 3) and Stroud (2018, 1); *Conservation Principles* is also referenced in Stroud's strategy (2018,1); and for Birmingham (2014, 4), alignment with the Heritage Fund is used to validate the LPA's definition. The LPA authors in Fylde (2015, 7) resort to using a dictionary definition. This evidence highlights the lack of a definition for heritage from an authorised national, governmental source that offers LPAs a broad conceptualisation of heritage that they are seeking to manage through their heritage strategies. In the absence of an official, national source, international examples, working practice in England through the Heritage Fund, and older guidance fill the gap, showing evidence of their agency in the English

heritage assemblage. All of these sources offer an inclusive definition of heritage which reflects international canons of thinking, allowing the inclusion of natural heritage, collections, social values and cultural practices. This might be another reason LPAs favour other definitions rather than utilising the NPPF glossary for heritage asset and historic environment.

Legislation, policy and guidance

Evidence from these strategies suggests that the limited remit of historic environment legislation is increasingly remote from the day-to-day operations of heritage management at an LPA level. This concurs with views held by sector and academic practitioners at an AHRC Heritage/Rescue conference (2018) where policy was seen to be more influential (see Chitty and Smith 2019, 282). Five of the strategies mention legislation (Figure 6), and apart from Elmbridge, which provides a summary of some of the relevant legislation, the mentions are piecemeal and often factual. A typical example of a reference is, ‘Monuments are protected by The Ancient Monuments and Archaeological Areas Act 1979.’ (Enfield 2018, 68). The style and infrequency of reference to legislation could be due to its function and written style: not designed for local policy formation, technical, and legalistic. However, it could also be interpreted as an indication of how LPAs view their overarching management strategy for heritage. The primary focus is not the legal parameters. Legislation may have great agency in planning decisions, appeals and directing statutory duties, but other agencies emerge more strongly in the strategies as agents in the heritage management assemblage at local level.

LEGISLATION	LOCAL AUTHORITIES
Planning (Listed buildings and Conservation Areas) Act 1990	Elmbridge; Enfield; Fylde
Enterprise and Regulatory Reform Act 2013	Elmbridge; Enfield; North Tyneside
Ancient Monuments and Archaeological Areas Act	Elmbridge; Enfield
Growth and Infrastructure Act 2013	Elmbridge
Planning and Compulsory Purchase Act 2004	Elmbridge
National Heritage Act 1983	Fylde
Civic Amenities Act 1967	Stroud

Figure 6 Legislation referenced in the heritage strategies sample.

As noted above, the NPPF interacts more closely with local government planning practice in the assemblage (Chitty and Smith 2019, 282). It is therefore expected that national policy will

have a stronger role in LPA heritage strategies than legislation. Counting references only, the NPPF appears to be well represented in heritage strategies. However, closer analysis reveals that its use is varied. The heritage strategies for Elmbridge, Stroud and Fylde include integration of the NPPF with several points throughout the strategies, but Torbay's strategy only includes definitions from the NPPF in its glossary without reference, and the NPPF does not feature in the main body of the text. In Boston's strategy, the NPPF is only in the list of references; Allerdale's (2016, 10) strategy includes one generic reference to "national and local policy" but no specific references to the NPPF. The only reference in Birmingham's (2014, 13) strategy is, "The planning process, in accordance with the National Planning Policy Framework and the Council's own policies". Far from being the foundation of the structure of heritage strategies, the NPPF does not play a formative role in half of the sample. Another treatment of the NPPF within strategies is to have a separate section explaining key relevant points. This isolates the NPPF policies from the discussion of heritage within the area, making it seem official but disconnected: something to be adhered to in the course of local heritage management.

As with references to designated assets, there appears to be a correlation between greater use of the NPPF and local authority authorship. This sample is not large enough for a quantitative study to prove a relationship between authorship and the role of the NPPF in a strategy, nor to investigate whether there is a correlation in the use of the NPPF and designation in the strategies. Such a study would be difficult to achieve with such a small sampling pool of stand-alone heritage strategies currently available in the sector. However, the patterns emerging might suggest that some LPAs are more heavily swayed by the official agencies of the NHLE and NPPF, while others are less so. It might also be interpreted to suggest that those official agencies are more influential for LPA staff who work within local government than for consultants who work outside of government. Figure 7 plots the heritage strategies alongside their authorship and the number of references to the NPPF to illustrate the possible connection. Local authority authorship may include working groups, as Torbay, Birmingham and Fylde cite.

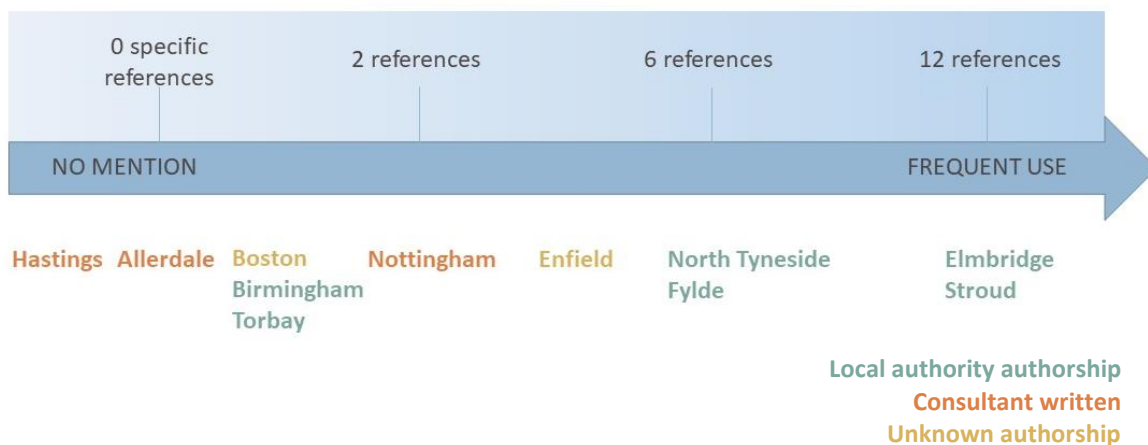


Figure 7 The relationship between authorship and use of the NPPF in heritage strategies.

The NPPF's agency is likely to reach beyond quoted references, as perhaps shown by the frequently occurring triplet of social, economic and environmental benefits. The three pillars of sustainable development stem from the Brundtland Commission's report (1987), underpin the UN's Sustainable Development Goals adopted in 2015, and are used in the NPPF paragraph 185 with the addition of culture (MHCLG 2019b, 54). These four words are found in various combinations in half of the heritage strategies, sometimes with reference to the NPPF, but sometimes without. Examples such as this demonstrate the intertextuality between international documents and national policy through the transmission of phrases and ideas, and show the complexity of the assemblage: how ideas can come to have agency through historical stability and bolstering authority through the use of previously established terms, and how activity in the past can have agency in the present assemblage.

Similar intertextuality is evidenced when examining the role of *Conservation Principles* (English 2008) in the strategy sample. As a guidance document by English Heritage which was seven to ten years old at the time of publication of most of the strategies, it has little official agency in the heritage management system. However, *Conservation Principles*, and the ideas contained within it, have influence beyond its official role and have endured beyond its expected lifespan as a guidance document, as argued in *Principles into Policy: assessing the impact of Conservation Principles in local planning policy* (Chitty and Smith 2019). In 2019, *Conservation Principles* was still the third most downloaded of Historic England's guidance documents (Historic England 2019b). Its endurance is also reflected in the planned revision of *Conservation Principles* in 2017, recognising its continued use in the sector. The reluctance to lose the unique value terms in *Conservation Principles*, voiced by the sector in the consultation responses to the revision, also shows the relevance of the document's role in practice. In this research sample, four of the strategies quote, or refer directly to,

Conservation Principles (Elmbridge, Fylde, North Tyneside, Stroud). Further to this, some of the strategies appear to use the main principles underpinning the guidance as part of the LPA strategy. For example, Principle 1 is, “The historic environment is a shared resource” and Principle 2 is, “Everyone should be able to participate in sustaining the historic environment”; Nottingham’s (2015, 9) strategy states, “all generations and communities can contribute to, share in and enjoy a common cultural heritage.” Principle 3 is, “Understanding the significance of places is vital” and the authors of Nottingham’s (2015, 18) strategy write, “To manage it effectively we now need to understand its significance”. Even where *Conservation Principles* is not cited, it seems there is evidence for a line of thinking derived from *Conservation Principles* and its predecessors. This interpretation is supported by analysis of over 40 heritage strategies in Chitty and Smith (2019).

The Principles are also positioned as central tenets of some of the heritage strategies. Understanding and sharing are two of the four strategic priorities in Allerdale’s strategy, and the main aim of Boston’s (2017, 3) strategy includes “developing understanding and appreciation of [its] significance”. So, compared to the use of current legislation and national planning policy, *Conservation Principles* and the international forebears it draws upon, arguably can be seen to have a greater role in strategic thinking in heritage management practice at a local authority level. This can be interpreted as due to its unique role as a connector of the English heritage management system to international thinking. As argued by Chitty and Smith (2019), *Conservation Principles* explicitly drew upon international sources, such as the *Burra Charter*’s application of social value (Drury 2009), and has strong connections to other canons of international research. National policy lacks such strong connections to these sources, and its inertia in the wake of the shelved *Draft Heritage Protection Bill* (2008), which *Conservation Principles* was designed to go alongside, leaves a gap to more recent international thinking. Part of the enduring agency of *Conservation Principles* is due to its role in helping LPAs bridge the gap.

Economy

Looking outside of the immediate heritage assemblage, economic factors have great agency in the content of heritage strategies. The regular inclusion of *Heritage and the Economy* in *Heritage Counts*, plus specific focuses such as *Economic Impact* in 2010 and *Heritage in Commercial Use* in 2018 (see also 2014), shows the importance placed on making a well-evidenced case for economic benefits by the heritage sector, manifesting in resources channelled into the area. Factors such as the visitor economy, regeneration, jobs, attracting

investment, and gaining funding are key themes in the strategies. At least one of these themes is mentioned in every strategy in the sample, in addition to more general references to economic benefits alongside environmental and social within sustainability. The economic benefit of heritage is an important argument within the assemblage because it gives agency to the strategies in competing for resources for heritage, with stakeholders within and outside the LPA. As described in the Blackpool and Fylde focus groups, the economic case for heritage was a key factor in transforming the city's relationship with its historic environment as councillors became convinced that heritage could be an asset, rather than a burden, to the city (B'pool; Fylde). Heritage strategies can be a place to outline the economic argument. Nottingham City Council uses the strategy to make the argument particularly strongly, including all of the aforementioned factors and utilising *Heritage Counts* and Heritage Fund data. For example, "With upwards of 12 million visitors per year, tourism in the city is worth an estimated £466m."; "Nottingham's unique heritage offers a positive return on investment. For businesses, the historic environment is as important in deciding where to locate as road access (*Heritage Counts*, 2010)", and "The benefits of heritage-led regeneration are clear" (Nottingham 2015, 5). In other strategies, the economic arguments are tailored to the local situation. For example, tourism and the visitor economy features particularly strongly in Allerdale, Torbay, Hastings and Stroud's strategies, but less so in Birmingham, North Tyneside and Enfield. Regeneration is a key concern in Hastings and Torbay, and jobs are a focus in Elmbridge, Boston, Hastings and Stroud's strategies. Throughout, data is used to support economic arguments, as shown in Elmbridge's strategy; "Elmbridge also has the highest proportion of the workforce in tourist related employment which accounts for 10.6% of the workforce" (Elmbridge 2015, 7).

The economic case is particularly foregrounded where it appears in the main aims, objectives or strategic priorities of the strategies. This is the case in Hastings (2018, 3) where external funding is one of four action points, in North Tyneside (2014, 10) where, "investing in heritage" is one of the seven core themes, and in Torbay (2011, 5) where three of the eight strategic objectives are related to the economy: regeneration, tourism and funding.

Furthermore, Nottingham and Stroud both title one the main priorities 'Capitalising' on heritage. 'Capitalising' in these documents includes making the most of social and wellbeing benefits, but economic benefits too. As described in Stroud's (2018, 7) strategy; capitalising means, "Identifying ways in which our historic environment and heritage really works [sic] as an 'asset' with cultural, economic, social and environmental value". Allerdale Borough

Council evidence resourcing the economic benefits by introducing a team connection: “We have recently appointed a member of staff in our Economic Growth Team to lead on taking this strategy forwards” (Allerdale 2016, 31). Prioritising the economy through objectives, action points and staff allocations shows the agency of the economic argument in the heritage assemblage and is connected to making the case for heritage beyond those who are already stakeholders.

The level of consensus shown in the heritage strategies, highlighting the economic argument and supporting it through data, reflects discourse in the sector around quantifying the benefits of heritage: a prolific topic emerging from tourism-focused heritage in the late twentieth century (see, for example, Gerald 1996) and transforming into questions based on justifying government spending in the twentieth century with much research led by the work of the Heritage Fund (see literature review; Maeer, Robinson and Hobson 2016; Clark and Maeer 2008). DeLanda (2006, 75) argues,

The coherence of group beliefs may be increased further if some specialized members of an organization...routinely engage in arguments and discussions, and produce analyses and classifications, that transform a relatively loose set of beliefs into a more systematic entity, sometimes referred to as a ‘discourse’.

Work in the twentieth century through the Heritage Fund and *Heritage Counts* has certainly created a discourse, fuelled by government treasury motivations, which continues into 2021 as the DCMS move from questioning how to valuing heritage benefits widely to more specific valuations of assets (Sagger, Philips, Haque 2021). The discourse on the economic value of heritage, with the accessibility of documents such as *Heritage Counts*, is evidently established: “The historic environment has now been recognised as having significant economic benefits, from the perspective of the visitor economy, but also as a catalyst for regeneration and attracting development” (Fylde 2015, 6). There is consensus displayed within heritage strategies that there are economic benefits of heritage, but also a clear need to present these to audiences outside of the heritage assemblage.

Promotion or raising awareness of heritage

Like economic benefits, the promotion of heritage is a recurrent theme in the heritage strategies. It illustrates perceptions in the sector that awareness of heritage and its benefits needs to be raised to audiences beyond the assemblage, primarily either visitors or residents. An objective around promotion or awareness-raising in five of the sample strategies shows

the common role of strategies at the intersection between the heritage assemblage and other assemblages in society, notably a local political assemblage. Whether the strategies reach the wider audience they often declare to be aimed at (Allerdale, Birmingham, Enfield, Nottingham), or they provide a unifying message for those within the heritage assemblage to enact, heritage strategies have agency in raising awareness of heritage within their local areas.

The objectives concerned with promotion of heritage fall largely into two categories: a tourist-orientated promotion to gain visitor numbers or resident-focused awareness-raising. Birmingham's strategy focuses on the former with sections on "building a brand" and marketing heritage attractions (Birmingham 2014, 10). Birmingham's citizens are described as "users and advocates" who can help to increase visitor numbers (Birmingham 2014, 11). However, more of the strategies are focused on increasing appreciation of heritage. Stroud's strategy, in particular, is written to convey a sense that residents do not appreciate the contribution of heritage to sense of place; "In fact, it is so much a part of the scenery, such a backdrop to our lives, that perhaps we don't perceive its value or recognise its impact as much as visitors do... So this strategy is really about making sure that we value them, that we don't take this resource for granted" (Stroud 2018, 3). Fylde's strategy similarly emphasises a public focus in the fourth theme of the document, "Heritage promotion and publicity. Raising the profile of the Strategy and a greater public awareness and appreciation of the built heritage", which is in addition to heritage advocacy (Fylde 2015, 62 and 54). A final purpose to raising awareness of heritage is connected to resource. North Tyneside's (2014, 3) authors link awareness with partnership working in the region.

The promotion of heritage within strategies reveals the perspectives of the authors of the documents. Written by agents within the heritage assemblage, personal experience and ambition for heritage to be a more prominent concern may drive an awareness-raising agenda. Equally, promotion of heritage supports higher visitor numbers or more people engaged in stewardship of the historic environment, both monitorable aims of the heritage sector supported by Heritage Fund application criteria and evaluation methods. The agency of public participation in heritage is also evident in heritage strategies. It will be discussed in the next section examining the direction of travel for heritage management.

Innovation and direction of travel

This final section turns to the second and third research questions of this thesis, considering innovation in heritage management and the future direction of travel for heritage management using lists. Two particular themes are foregrounded for the future direction of heritage management, as evident in these strategies: intangible heritage and public involvement in heritage management.

This section also introduces a twelfth strategy to the sample, as an outlier example of a possible direction of travel for heritage management involving community participation and leadership beyond, and with, heritage lists. A charitable community group, Joined Up Heritage Sheffield, have produced a heritage strategy which is, “the first in the country to be developed by and rooted in the community” (JUHS 2021a). The content of this strategy is not analysed in this chapter for the sake of objectivity, as I, the researcher, was the heritage consultant who co-produced the strategy with JUHS and Sheffield citizens. However, the concept of a community-led heritage strategy is reflected upon and used as an example to demonstrate the extent to which an empowered community can not only participate, but lead heritage management at a strategic level.

Intangible heritage

The UK has not ratified the *Convention for the Safeguarding of the Intangible Cultural Heritage* (UNESCO 2003), and the legislation governing heritage designations does not cover intangible heritage, nor does the NPPF. As yet, there is no guidance on intangible heritage from Historic England. Intangible heritage is beyond the statutory and non-statutory heritage lists, but its presence within LPA heritage management is evidenced in the heritage strategies sample. The authors of five of the strategies use the term intangible heritage and include it within the strategy. Additionally, Allerdale, Boston and Stroud’s strategies do not use the word ‘intangible’, but by including, “culture, skills and tradition, nostalgia and remembered histories, artefacts, knowledge and interpretation” (Stroud 2018, 3), intangible heritage is evidently addressed, if not by that name. As Fylde’s (2015, 7) strategy is clearly stated to be concerning built heritage as part of an accepted broader heritage including culture, traditions and language, it is really only the strategies for Elmbridge and North Tyneside which do not address intangible heritage without purposeful exclusion. Notably, while the strategy for Hastings (2018, 1-3) shows minimal influence from designation or the NPPF, it includes multiple references to intangible heritage in the three-page document, plus a photograph of the Jack-in-the-Green May Day festival, demonstrating a commitment to

promoting and maintaining intangible heritage which is later articulated in the action points. Hastings is the exception in this foregrounding of intangible heritage though, in a sample that otherwise suggests a struggle to apply intentions to recognise and celebrate intangible heritage through management practices.

Comparing the treatment of built and intangible heritage within the strategies highlights a lack of clarity by LPAs in identifying intangible heritage. While intangible heritage is included in broad definitions, such as, “It is not only about physical assets but also intangible heritage and the range of heritage related activities that take place in the city” (Birmingham 2014, 4), specific examples in the LPA area are more sparse. Figure 8 shows the general terms used to describe intangible heritage in the heritage strategies and the specific examples given. The specific examples of intangible heritage stand in stark contrast to the ease with which LPAs can identify tangible heritage, using heritage lists. The statutory and non-statutory heritage lists have a historically-stabilized role as the inventories of heritage assets and use clear sets of criteria for identifying assets from what could otherwise be, and sometimes still are, murky boundaries (MacDonald and Morgan, 2018). This is the essence of the role of heritage lists, and its benefit is demonstrated when contrasted to the current lack of clarity around identifying intangible heritage.

LPA	General terms	Specific examples
Hastings	traditions sense of identity sense of continuity	fishing and maritime heritage festivals processions bonfire events
Nottingham	legends memory	Robin Hood festivals Goose fair
Allerdale	way of life memory	upland sheep farming events and festivals memories of industrial era
Birmingham	stories cultural traditions	WW1 commemoration
Boston	cultural activities	May fair
Enfield	cultural practices memory community practices sense of identity sense of place faith practices patterns of migration and immigration patterns of use	oral history project – Voices of Forty Hall reminiscence groups online photo and memory sharing historic local companies festivals work by poets and artists that capture intangible memories

	routes	markets Fore St coaching route practice of gardening at Crews Hill
Torbay	oral history dialects traditional skills and customs rural way of life	heritage of the fishing industry heritage of cider making
Stroud	culture skills traditions knowledge nostalgia histories oral histories	

Figure 8 General terms for, and examples of, intangible heritage in the heritage strategies.

A lack of clarity in identifying intangible heritage is matched with a lack of certainty about how, or whether, to manage intangible heritage. Enfield’s strategy is one of the most recently produced in the sample, and, as can be seen in Figure 8, intangible heritage is well recognised within it. However, even in Enfield’s strategy, with its strengths in creating projects which address intangible heritage, at several points the difficulties of addressing the intangible are reflected. For example, “These aspects of the Borough’s heritage may be hard to measure but have shaped its unique identity. The challenge going forward, is how to recognise and celebrate them” (Enfield 2018, 64). Part of the challenge for LPAs is that there is currently a lack of guidance or best practice in England for recognising and fostering intangible heritage, and as found in the interviews in this research, there is confusion among sector professionals (Chapters 6 and 7).

Unlike much work with the statutory and non-statutory heritage lists, intangible heritage is outside the boundaries of the planning system and there is no historically stabilized method for its management. Intangible heritage requires LPAs to work with heritage in new ways. The heritage strategies show LPAs seeking alternatives by looking to cultural activities and the arts (Birmingham, Boston, Enfield, Nottingham). The wording in Birmingham’s strategy conveys uncertainty with a new approach, “Since heritage, including intangible heritage, has many synergies with arts activity, the Local Arts Forums could perhaps provide a focal point for heritage” (Birmingham 2014, 9). The result of the lack of a developed practice is that few of the heritage strategies have action points related to intangible heritage. Even in the strategies for Hastings and Nottingham, where the authors try to place tangible and intangible heritage on an equal footing, the action points have little directly associated with intangible heritage. Hastings’ (2017, 3) strategy includes, “We will work with partners... to promote

and maintain our tangible and intangible heritage”; Nottingham’s are entirely focused on tangible heritage. Enfield’s (2018, 31) strategy is perhaps the only one to weave intangible heritage into the current planning-led system through their aim to, “Use heritage assessments to identify heritage of significance, including intangible and undesignated heritage to inform regeneration and place making.” This is not a criticism of the heritage strategies and those who wrote them. It demonstrates how the assemblage works to stabilize modes of practice through repetition and authorising voices. Newer influences start to interact and potentially can become part of the assemblage. The heritage strategies as documents will have agency in encouraging other LPAs to adopt a similar approach to intangible heritage or have agency by catalysing the production of official guidance. This is one element in an assemblage model for explaining gradual change in practice.

Recognising that intangible heritage has become a mainstream concept in local planning practice, regardless of the lack of national directives, policy or guidance, from where does the agency of intangible heritage stem? One source is the *Convention for the Safeguarding of the Intangible Cultural Heritage* (UNESCO 2003) and related activity which shows alternative national sources of best practice for safeguarding intangible heritage through the Intangible Cultural Heritage webpages (UNESCO 2006). In the UK, the Heritage Lottery Fund (now the Heritage Fund) has been a consistent advocate for a broad definition of heritage which includes intangible heritage. Funded projects form a body of practice and experience which may in itself have influence in encouraging further activity. The agency in addressing intangible heritage is also developing through LPAs learning from best practice: it might be that some heritage strategies are inspired by others. Whatever the reasons for the emergence of intangible heritage as a concern for local heritage management, the heritage strategies show it has become a mainstream issue despite a lack of official recognition at a national government level. LPAs are stretching the remit of their statutory duties, working beyond the requirements of the NPPF and beyond the statutory and non-statutory heritage lists in order to include intangible heritage. This is part of the direction of travel for heritage management in England, being led by practice in lieu of national government or Historic England guidance.

Public participation

The sample shows variety in the level of public involvement in their production or delivery. This chapter focuses on the evidence from heritage strategies that practice is turning toward empowered public engagement, but this is within the context of the wider development of public engagement in the heritage sector and planning practice. The literature review section,

‘The ‘who’ of heritage: involving people in decision making’ explores the promotion of public engagement practices by the sector and by government in the twenty-first century. Sector debates were fuelled by government policies based on public value frameworks (Clark 2006, O’Brien 2014, Lennox 2016). The Heritage Fund and National Trust have been instrumental in advocating for public involvement and transferring those aims into practice. Recent applications of governmental endorsement of public engagement can be seen in the DCMS Heritage Statement (2017) and the MHCLG guidance for local listing projects (2021). This section reviews how public engagement is embedded in local level practices through heritage strategies.

One insight into the level of ambition for public involvement is through the production of the strategy itself. For some, the necessary process of consultation appears to be the limit of public involvement (e.g. Boston, Fylde, Elmbridge and Allerdale’s strategies). However, limited input is not consistent throughout the sample: there are also examples of local authorities trying to create a heritage strategy in partnership or in an inclusive way. The authorship of Birmingham’s strategy is through a partnership, being written by the Birmingham Heritage Strategy Group, which has representation from seventeen national and local organisations. The city council describes its role in the process as “the representative of the whole community”, and “a coordinator for the many partner organisations in the city and elsewhere”, although it is not clear how individuals who are not associated with a heritage organisation could contribute to the strategy or its implementation beyond consultation (Birmingham 2014, 3). Enfield’s strategy aims for a collaborative approach, stemming from a conference held by the LPA; “A key action coming out of the Conference was that the Heritage Strategy should be revised in collaboration with local people. This prompted us to think about how a new Strategy could be shaped in collaboration with community representatives” (Enfield 2018, 50). The publicity for public engagement in Torbay’s most recent strategy (2020) shows a move toward the foregrounding of public involvement. In the webpage paragraphs introducing the strategy, it is stated, “Over 800 local people engaged in this process including more than two dozen organisations and partnerships” (Torbay Council 2020), a phrase repeated within the strategy that suggests Torbay Council want to emphasise the level of public input.

The strategies sample shows public engagement in delivering the strategies with activities ranging from involvement in a one-off project to opportunities to steer the direction of the LPA’s work. Projects include reminiscence and memory projects, setting up friends groups or

building preservation trusts, conservation area advisory committees, conservation area appraisals, local list creation or asset nomination, defining action plans, and heritage forums. Although the level of public empowerment is dependent on how the project type is run, some options have greater possibility for public involvement in decision making (Arnstein 1969; Jackson 2016, 29). Public participation in conservation area appraisals or the creation of local lists is applauded by interview participants (Chapter 6); both have become tried and tested methods for engaging the public meaningfully but both also limit power to a defined area of heritage and can be closely managed by LPAs. Newer, more empowered, modes of engagement coming to the fore are the ability to define aims or projects within the action plans attached to heritage strategies, and the creation of heritage forums to work with the LPA to steer delivery of a heritage strategy.

With the increased production of heritage strategies, a new path for public participation has been opened: the possibility of public participation by designing and implementing action plan aims. Most of the heritage strategies mention action plans, either attached to the strategies (e.g. Birmingham) or as a future document to be written (e.g. Nottingham; Torbay). Action plan projects may be limited in scope to a single event or single location but may be more strategic. In placing these actions within the official document and side-by-side with council-led strategic actions, action plan projects potentially give local groups equal agency with decision-makers, and the chance to shape the heritage activity within the local authority area. Allerdale's strategy is the most open to shaping the action plan through the community, stating,

Key stakeholders have advised us that we should not include a 'shopping list' of projects we would like to deliver in this strategy. This is because they want to be able to use the Heritage Strategy to work out for themselves how individual projects put forwards [sic] for funding meet the local policy context. We anticipate a programme of activities that fit with this strategy to be brought forwards [sic] by the heritage sector in the Borough. (Allerdale 2016, 39)

The action plan becomes, in this situation, a blank canvas for the local community to control. Not all of the action plans are so open to community design, however. Some are written by the LPA and are aimed at council delivery, with action points such as "Ensure heritage is properly considered in planning and development processes" (Birmingham 2014, 18). Such action points are legitimately included; LPAs' statutory powers have strong agency in the

assemblage. Other LPAs take a mixed approach. For example, in Boston's strategy, responsibility for activities in the action plan is expected to lie with a variety of heritage stakeholders, and the heritage forum has oversight for ensuring delivery of the action plan.

The creation of a heritage forum has much potential for the public to influence decision making. The sample suggests heritage forums are coming to the fore as best practice for LPA heritage management, with forums created in Birmingham, Boston, Nottingham, and Torbay, and listed as an aim in Allerdale and Fylde's strategies. However, as with action plans, there can still be a variety in the level of power devolved to public participants through heritage forums. In Fylde's strategy, the language revolves around setting parameters to retain LPA control;

It would not be the role of the Forum to comment on individual planning proposals or act as a lobby group. It is anticipated that the Forum would consist of about ten members and be chaired by the local authority. (Fylde 2015, 51)

LPA control is established through chairing the group, and the defensive tone against lobbying and comments on planning applications implies that challenging the LPA would not be acceptable. Control of the forum is confirmed by the LPA inviting, "appropriate organisations/groups to become constituted members" (Fylde 2015, 51): two actions, invitation and constitution, which restrict the membership and behaviour of the group respectively. While other LPAs might also employ invitations to join a forum (Allerdale 2016, 35) or view the heritage forum as one key stakeholder within a group (Birmingham; Boston), the language used in other strategies does not imply the same level of LPA control. For Nottingham, the mechanisms set up to deliver the strategy convey a much more open approach, through a 'heritage panel' and 'heritage partnership' model. The partnership is described as, "a series of forums" (Nottingham 2015, 24) and there is no limitation on membership, including both individuals and groups. Council oversight is limited to their representation on the heritage panel. In setting up this system, Nottingham City Council has created a route for local stakeholders to become directly involved in heritage decision-making and steering the LPA's strategy for heritage. A model for heritage forums (or panels/partnerships etc) is suggested here as the future direction of travel for heritage management, including and beyond lists. Nottingham's inclusive approach is embedded throughout their heritage management: the collaboration with groups to create a new local list and the system designed so that any member of the public can nominate heritage is another

example in their work. The system requires communities to want and accept the level of power on offer, and commit time and energy toward delivering the strategy and their aims. The desire for such an opportunity is shown elsewhere through Sheffield's community-led strategy.

The example of Joined Up Heritage Sheffield's (JUHS) production of a heritage strategy demonstrates that community leadership in heritage decision-making is achievable. JUHS are a voluntary group that became a charitable organisation in 2018. In their own words,

Joined Up Heritage seeks to bring together organisations and individuals interested in heritage, in all its variety: to promote better understanding, encourage a strategic approach and develop a better-resourced and better-connected presentation of heritage. We aim to be a collective voice for heritage. (JUHS, 2021a)

They are clear that there is public and stakeholder desire in Sheffield to do more with heritage; "There is no question the interest is there; the city's first ever Heritage Conference, run by JUHS in April 2016, was quickly sold out" (JUHS, 2021a). Adding the case study of Sheffield to the sample of heritage strategies shows the full range of practice in England relating to public involvement, from minimal consultation to full leadership. The range also illustrates the layering of practice by LPAs (Janssen et al. 2017) as some cover their responsibilities as set out in statute, and others draw upon best practice and seek a more inclusive approach. Beyond empowered participation, JUHS decided to create their own heritage strategy for the city. They brought in consultants to help deliver the project with the understanding that it would be, "the first grass-roots, community-led strategy in the country" (JUHS 2021a), an initiative conceived due to perceived inertia from the LPA. It presents one possible, innovative model for the future. JUHS are hopeful that Sheffield City Council will adopt or support their heritage strategy, and, as noted above for action plans, cooperation from the LPA activates the agency associated with statutory powers, and also access to resource and expertise. In Nottingham's strategy, the statutory powers of the council are described as, "an important springboard and pathway through which heritage projects can be delivered" and the LPA is cast as a supporting role, willing to, "play its part, actively supporting and intervening when required" (Nottingham 2015, 25). The future direction of travel should be a holistic collaboration between as many agents in the assemblage as possible. The example from JUHS shows that it does not necessarily matter which agents

lead that process; the examples for Sheffield and Nottingham compared show the interdependency of agents in the assemblage with Nottingham reliant on public uptake and Sheffield requiring LPA support.

Within this discussion of assemblage, the role of heritage experts is highlighted. The authors of heritage strategies, meaning those articulating the strategy rather than necessarily being the sole actors in defining the content, have yet to be discussed. Authors tend to be either LPA staff or heritage consultants. Whether employed by LPAs or community groups, they have agency through the methods they employ to engage with the public and translate public contributions into published text. Voices in the sector and academia (e.g. Emerick 2014, Schofield 2014) have advocated relocation of the role of heritage expert toward facilitation, allowing local communities to have more control in heritage management. The project in Sheffield is an example of practical application of this model, where the heritage expert acts as a facilitator of community action. Such modes of working would need to become more common practice to support more collaborative approaches.

A common criticism of more inclusive approaches is to question who exactly they engage (Pendlebury, Townshend and Gilroy 2004). While JUHS' *A Heritage Strategy for Sheffield* (2021b) is co-produced and has wide ownership from stakeholders, the group were aware of inclusivity issues and evidencing a broad-reaching involvement. An action point to "run a knowledge exchange project to make the strategy work for more people and a wider range of people" is included in the plan, as well as diversity and inclusion themes running throughout the document (JUHS 2021b, 36). Inclusion is an area for continuing improved practice across all sectors and LPA-led consultation practices also need to address inclusion as fundamental to encouraging collaborative practice for heritage management.

Conclusion: future direction of travel

The heritage strategies analysed in this chapter point toward more inclusive approaches being the future direction of travel: inclusive in terms of the conception of heritage and public involvement in decision-making. The strategies show that a broader definition of heritage, including intangible heritage is being applied in practice, and that new methods for including and empowering people in decision-making at local level are developing.

Both aspects are supported by agency in the assemblage and interactions with other assemblages. For intangible heritage, critical heritage studies and its transmission through university education and professional development supports practice (Edwards 2020). The

UNESCO *Convention for the Safeguarding of the Intangible Cultural Heritage* and international examples also influence LPA practices in England. For empowered public participation, the examples from Nottingham and other LPAs establishing heritage forums show that public participation can extend to leadership and decision-making. In Sheffield, the community-led strategy shows that communities can take the initiative in leading strategy creation. These shifts in power toward communities show innovative models for the future of heritage management.

Conclusion

This analysis has discussed: the role of heritage lists within the strategies, the agencies evident in shaping the strategies, and suggestions for the future direction of travel based on the content and approaches found. The findings distinguish heritage lists as one element within the LPA heritage management system, and within the broader heritage assemblage in England. Their context within the assemblage is brought to the fore in this chapter, in contrast to the previous analysis chapters where the purpose is to focus in detail on their role.

Economic factors and promoting awareness of heritage are recurrent themes in the strategies. They demonstrate the interaction of the heritage assemblage with wider societal assemblages and the conscious positioning of heritage by professionals to gain external resource, either through expressive components such as enthusiasm and support or through material components such as funding.

Another recurrent finding is variation within themes. The strategies contain broadly the same issues – such as defining heritage, descriptions of local heritage, applying policy, creating projects, and setting up modes of operating – but the approaches can be interpreted to show LPAs at different points within a spectrum of practice. The heritage lists are used to varying degrees; the strategies evidence different definitions of heritage, mixed use of national policy, varying emphasis on intangible heritage, and a range of approaches to public participation. This variety can be attributed to heritage strategy authors, commissioners, and stakeholders responding to different agencies in the assemblage. Some of those agencies, such as designation, legislation, and policy are official – or authorised – and relate to LPA’s statutory duties. Other agencies, such as intangible heritage, are stemming from alternative sources. The evidence of practice influenced by sources beyond national, official measures can be

described as ‘layering’ (Janssen et al. 2017) whereby LPAs add their own interpretations of best practice to the requirements of their local governmental role.

It is argued in this chapter that a more inclusive approach is the future direction for heritage strategies: inclusive of a range of heritage, including intangible, and inclusive of people in decision making with greater empowerment. This finding could be extrapolated to suggest that with these themes being relevant to LPA heritage management, they will also be leading themes for the future of heritage lists. This is already seen in practice, as Enriching the List, the MHCLG funding for local lists, and debates around intangible heritage show. The heritage strategies sample suggests that greater agency will, in future, also come from local government practice to bolster the awareness, interest and energy directed toward intangible heritage and public participation in the heritage assemblage. This represents the kind of multi-directional influence on policy as discussed and sought at the conference ‘Engaging with Policy in the UK’ (AHRC/Rescue) in 2018, with participants discussing how practitioners and academics might better influence policymaking. The findings from the heritage strategies show one way best practice may gradually influence policy from the ground up.

This chapter has started to move from analysis of findings toward discussion of the implications of those findings for the heritage sector, with regard to heritage strategies. The next chapter continues the discussion, bringing together the findings from heritage strategies with those from focus groups and interviews.

9 Discussion

Chapters 4 to 8 each focus on one area of the assemblage: local stakeholders, LPA staff, HE staff, other sector professionals, and heritage strategies. These represent agents in the heritage assemblage from local to national scale and covering a geographic and urban to rural spread through the heterogeneous case study sampling strategy detailed in the methodology (Chapter 3). They incorporate perspectives on statutory and non-statutory heritage lists and Chapter 8, in particular, looks ‘beyond the list’ to illuminate how heritage strategies operate in context. It is the task of this discussion chapter to draw together the views from the selected areas of the assemblage, creating a well-rounded and widely evidenced analysis of key findings. Findings are prioritised based upon their recurrence across multiple groups or connection to literature outside of the research data, thus having greater validity in a subtle realist perspective. The chapter will particularly focus on untangling the impact of different agencies on the management processes and decisions for statutory and non-statutory heritage lists. This is to help refine suggestions for the future of lists in heritage management, further contributing to the fulfilment of the third research question.

Assemblage theory (Delanda 2006) is used in this chapter in combination with ‘layering’ as defined by Janssen et al. (2017). The two concepts show how different, sometimes opposing, agencies can work simultaneously within the heritage assemblage resulting in variations in practice either concurrently or in overlapping canons. Layering is particularly clear in the findings of Chapter 8 where heritage strategies are shown to take a spectrum of approaches to achieve the same goal, but it is equally relevant for the evolution of the NHLE’s list descriptions or local listing practices, as will be explored in this chapter. Layering of practice means that incoming models do not seek to overhaul the existing, historically stabilized practices but to operate alongside them, thereby avoiding clashes over resources and reducing the need for unified support. This is particularly meaningful in illuminating how heritage lists have changed despite stagnant legislation, or for explaining how practice has changed in a different direction to policy’s lead. Layered practices can ‘stretch’ fixed legislation or policy (Janssen et al. 2017). It also sheds light on how future practice for heritage lists might shift regardless of the continuation or change of national regulating sources, an important factor for this research when considering suggestions for change.

This discussion will foreground the coexistence of, and relationships between, agencies working in support of AHDs (Smith 2006) and those working to challenge them. Official documents, authorised values, or positions of expertise often support AHDs. Examples of agencies that might challenge AHDs include those promoting community-led conservation-planning practices, seeking to safeguard intangible heritage, or widening value attribution for heritage. Some of the findings in this chapter relate to specific options for future improvements to the management of heritage using statutory or non-statutory lists while others point to the layered operations of the assemblage to highlight the agencies at work which either encourage or constrain change. Together they suggest priorities for what could change, how, and the motivations needed or already in action to prompt that change.

Recognising that change, and therefore improvement, requires mobilizing resources which include material components of the assemblage such as staff time and money and expressive components such as solidarity or legitimacy (DeLanda 2006, 42), resource is an ever-present backdrop to all the contributions in this research and is considered first. The discussion will then repeat the structure set out in the analysis chapters (Chapters 4 – 8) by looking first at the statutory lists, including quality and coverage, then recent innovations, and continuing with the findings on local lists, conservation areas, and HERs. Positioning the statutory list discussion earlier in the chapter is not intended to indicate relative importance. The end of the chapter considers the relationships between the statutory and non-statutory lists and finally the issue of intangible heritage which is currently outside the parameters of England's heritage lists but has emerged as an important topic. Its take-up in practice, particularly evidenced in the heritage strategies, is an example of layering. The discussion chapter brings the findings of the research together, precluding the concluding chapter which focuses on their implications for research and practice.

Resource

Throughout the research period, from 2016 to 2021, limited and reducing resource has been a concern and a restriction often cited by participants. All of the data in this research, barring one interview, was collected before the Covid-19 pandemic could have been predicted and so it is in that context, before further economic pressure was felt, that participants refer to austerity, reduced resources, “the squeeze” (Nott) and expecting no improvement in the near or medium-term future (see for example, “Yes, well, more resources, and I know that’s

impossible. It's going to get worse rather than getting better." 027). These comments proliferated in all of the participant groups. In the broad societal picture, 2016 was still seen as a post-crash economic environment due to austerity measures since the 2008 financial crisis. The Brexit referendum in 2016 and subsequent withdrawal from the European Union caused uncertainties and connected economic nervousness that the Covid-19 pandemic only added to. Looking specifically at the heritage sector, continued funding cuts with resultant staff reductions occurred across many organisations. For example, English Heritage, and Historic England from 2015, has seen job losses and restructuring over the period. The IHBC has been collecting data on conservation staffing and resources in LPAs throughout the period, showing a 48.7% decrease in conservation specialist advice available to local authorities between 2009 and 2020 (IHBC 2020b, 3).

Limited resources, and foresight that resourcing is not likely to improve, act as a backdrop to most areas of this research: it is both part of the rationale for existing situations and a limiter on ambition for the future of heritage lists. The perception of limited resource and no anticipated improvement means that stock phrases and thinking become widespread with a ready-made understanding of a situation underpinned by resourcing; for example, "My guess is they probably do a lot less of that now because they don't have the resources." (024) and, "Yes, presumably it's a question of money that stops them doing it" (S'oaks). When considering projects in the future, limited resource is seen as an obstacle across all areas with participants speaking of local lists: "I can't see us investing in them now in the current circumstances." (021), of updating the NHLE: "I don't know if Historic England are ever going to have the resources to do it." (Kent 2) and of LPA resource for projects, "It would be a lot of work though. It[']s always is with these things. And in terms of the amount of resource we have available..." (Kent 1). The list of items that participants refer to limited resource inhibiting is long and covers HE and LPA activities. Whether in more abundant times or not, resource in its material and expressive components is more likely to be directed toward historically stabilized processes in the assemblage as they hold more legitimacy through tradition (or precedence), authorizing documents such as legislation and policy, and supporting bureaucratic controls such as LPA performance indicators. Participants in this research, particularly those in LPAs or who had worked in them in the past, recognised this distribution toward statutory duties and away from "peripheral" work (031). Peripheral by this definition includes anything non-statutory such as local lists, HERs, and conservation area appraisals.

Key to this research's findings is that resources are understood by all as a problem for the large task of updating NHLE list descriptions and improving the coverage of the NHLE. Resources are also cited as the reason for HE's parameters on what is taken forward for assessment for listing (022, 025) and the time taken to list (Fylde). With funding cuts being felt across the whole sector, there is much empathy and understanding that organisations have to be selective about their work plans, but there is still a desire for improvement. Limited resources dampen spirits about what can be achieved in the future, and no-one was confident or demanding about how listing should be improved given the context of "current circumstances" (021). Nowhere was this more apparent than on the topic of legislative change. Legislation connects the heritage assemblage to the political-legal assemblage and requires significant resource, including political will, to alter. With a failed *Draft Heritage Protection Bill* in 2008 within memory and competing national agendas, not least Brexit, Covid-19, and housing provision, there was no talk of seeking legislative change by participants. Interim protection was seen as beneficial by several professionals, from HE and other organisations, but even though they were aware it has been enacted in Wales, there was little hope for comparable protection in England (022, 030).

National Heritage List for England

Ten years on, this research reviews areas of concern identified in Cherry and Chitty's (2010) report, drawing upon the terms 'quality' and 'coverage' to analyse how these two key issues have evolved. Questions posed to participants also specifically sought views on three innovations supporting the NHLE since 2010: selection guides (the full set published by 2012), EtL (started in 2016), and ERRA (2013). These deductive findings are combined in this discussion with inductive findings on the application process and the impact of online access.

Coverage

Turning first to the issue of coverage, one participant's response sums it up: "I'm sure everyone's said it, but patchy, patchy, patchy in terms of geographic and building types, and recent as opposed to historic, and all these things. We all know that it's a very imperfect record, but at the same time extremely useful" (022). Many participants say there are geographical gaps, building type omissions, or age imbalances in the NHLE. As a more recent addition, coverage can also refer to the representativeness of the NHLE in terms of

representing the whole population, a view that the Nottingham LPA group articulate strongly (Nott). A key part of the above quote is the assumption of knowledge; “I’m sure everyone’s said it... We all know” (022). Many participants’ words reflect a wide understanding in the sector that there are coverage gaps and that list descriptions are not of equal quality.

Widespread acknowledgement of the gaps in the NHLE prompts the question of improvement. Resource is a major constraint on actors in the assemblage for practical resolution of the issue and, as discussed above, even for considering how it might be resolved. Although uneven coverage is a well-known and understood issue that has existed for decades, it is not one that should be forgotten or dismissed just because people have become used to working around it. Fair coverage across all themes is likely to continue to be expected of the NHLE as a national list curated by a government body. As DeLanda (2006, 87) explains, legitimacy of an organisation plays an expressive role in assemblages, and fairness is one way of demonstrating a legitimate, respectable process, which helps to gain or retain authority. Answering the call to consider the future in the heritage sector’s work (Harrison et al. 2020), improving coverage is likely to be a persistent issue and should therefore be a priority.

The most recent approach for addressing gaps in coverage has been thematic surveys, usually based upon building types. Again agreeing with Cherry and Chitty’s (2010, 105) research which reported little widespread support for thematic approaches, local groups, in particular, did not understand or favour thematic surveys, seeing them as “flavour of the month” (B’pool), and LPA participants reported the mixed impact of them upon the listing in their areas, understandably depending upon whether their area contained the asset type (Kent 1, Fylde). This research suggests that thematic approaches might not, therefore, be ideal, especially for gaining popular approval, and perhaps other methods could be introduced to replace or supplement thematic surveys. Locally-defined area surveys recommended by Cherry and Chitty (2010, 111) remain a potential, appropriate approach that would deliver the concentrated local attention LPA participants seek.

Landscape protection

When designing the research, the questions on coverage were conceived to be about how representative the current designations are on the NHLE. However, an inductive finding highlights that participants across all the professional groups think that there is a gap in protection around parks and gardens or designed landscapes. Repeated raising without

prompt bolsters the strength of this finding: this is clearly on participants' minds. There are two issues of similar ilk, both seeking to enhance protection for designed or planned landscapes. Some participants articulate that registered parks and gardens need equal protection to listed buildings through a consent regime; others identify that conservation areas, registered parks and gardens, and Areas of Outstanding Natural Beauty (AONBs) leave a gap in designated landscape protection. The gap is for protection of areas that are mostly natural but are not on the scale of an AONB. In Chapter 5, LPA staff question whether conservation area designation could be used for an area of cultural, perhaps deemed 'natural', landscape in order to plug the gap (Kent 1). Using conservation areas in this way might be possible, but it would be 'stretching' the intended purpose of the designation (Janssen 2017). Evidence of limited protection for historic landscapes is also found in the Allerdale (2016, 27) heritage strategy, which suggests that there is better protection for heritage in general within an AONB than outside its boundaries.

This finding points to a systemic issue of separate natural and historic environment governance in England, as highlighted in the literature review (Chapter 2). Many of the heritage strategies (Chapter 8) evidence the interactions of natural and cultural heritage in the assemblage by including both in their definition of heritage, and thus resisting the governing divide of Natural England and Historic England. The government aspects of the assemblage are further separated by the NPPF having separate chapters for each, and there being no designation for combined 'sites' (Pendlebury 2001, 291). The weakness of protection for registered parks and gardens noted with concern by sector participants (Chapter 7).

An alternative option to address the perceived gap in historic landscape protection would be a move away from spot designations towards a holistic assessment of all environments, as proposed by a historic landscape characterisation approach, and worked on by English Heritage in the early 2000s (see, for example, Clark, Darlington and Fairclough 2004). This approach saw collaborative working between English Heritage (as then) and Natural England, who funded the National Historic Landscape Characterisation project (Historic England 2018b). Characterisation has the potential to work as a layer in the assemblage, with policy not directing its use, but it being available as a tool to apply locally. Evidence from the Kent focus group suggests this is practised (Kent 1). However, the *Planning for the Future* (MHCLG 2020) white paper's proposed zonal approach with categories of growth, renewal, and protection may, if pursued, further limit capacity to assess heritage to a single zone. However achieved, greater protection for historic designed spaces or landscapes would

require legislative change, and in addition to concerns over resource prohibiting this change, *Planning for the Future* presents a further obstacle: that of government desire for deregulation and development, particularly for housing, which acts in direct opposition to additional designatory controls. Political agency shows its force in the heritage assemblage alongside the divided arrangement of governance for natural and historic environments.

Dual designation

A final point on coverage is that there are not just gaps to be considered. The sector professionals' interviews also highlight overlaps in coverage that are well-known to HE. There is the issue of dual designation where an asset is a listed building and a scheduled monument and there is also the overlap between the designation systems where assets, which might be better managed as listed buildings, are designated as scheduled monuments or vice versa (022, 031). This finding was reported only by the sector interviewees but shows less widely known issues, which stem from the historical development of the two-track listing and scheduling legislative system, as discussed in the literature review.

Quality

The 'quality' of the NHLE is here taken to mean the content of list descriptions, reflecting the perceived improvements in descriptions over decades and the resultant dissatisfaction in older entries by comparison, as widely evidenced across all participant groups (see for example Nott, Fylde, Kent 1, 018 and 028). The variation in perceived quality of list descriptions is in itself not a new finding. Like the gaps in coverage, it is widely known in the sector. Variation is reported by Cherry and Chitty in 2010 and older descriptions are termed, "minimalist or deficient" in Saunders' report (2019, 4). Saunders (2019, 4) estimates some 366,000 entries might be considered "minimalist" and like participants in this research, turns to the question of how the entries might be brought up to today's standard. Resource is one of the biggest hurdles for such a task. This thesis brings a new perspective to the well-understood problem of rejuvenating old descriptions. Utilising assemblage theory (DeLanda 2006) and foregrounding the future of heritage management (Harrison et al. 2020), the list is viewed as an evolving tool within the fluid heritage assemblage. The presentism-driven view that the aims, form and content of current list descriptions will continue to fulfil the purposes of list entries for future users of the NHLE, or its next iteration, is challenged. The key question then changes from; 'how do we bring all of the old list descriptions up-to-date?' to 'how can list descriptions be designed to have longevity, fulfil their purposes today and be clear and useful in the future?'

Function of list descriptions

From the introduction of listed buildings in the 1940s through to the accelerated resurvey in the 1980s, the main agency acting upon list descriptions was legislation. The purpose of the list entry was to identify which building the legislation applied to. As the decades have passed, different agencies have come to act on the creation of list descriptions, largely that of the users: those in development management in HE and LPAs, developers, building owners; and, especially since the introduction of online access to the NHLE in 2011, the public. Participants in the local stakeholder and LPA focus groups describe how the older list descriptions are less useful. For example, they state the list descriptions, “don’t contain the required information” (Nott) or that the short description, “doesn’t help at all” (Fylde). Short descriptions are seen to be less useful not because they no longer identify the building for legislative purposes, but because participants and others now expect descriptions to fulfil other functions. HE participants describe a conscious shift toward connecting list descriptions with post-designation asset management evidencing change in the assemblage (024, 025); their rationale points to the agency of list users and the legitimacy of national processes:

the expectations of owners, and local planning authorities, and heritage professionals has [sic] changed. And they are wanting us, as the national body, to be more explicit in where we think significance is and where it lies. And so, obviously, our more recent list entries are more detailed than those, perhaps, of the 1970s. (027)

This statement highlights other functions a list description is now expected to fulfil: firstly, to justify why the asset merits legislative protection; secondly, to demonstrate how that decision has been fairly made by the “national body”; and thirdly, to provide information and aid assessments of significance for planning. Longer descriptions in the 1990s and earlier 2000s were already being designed to provide more information in response to users’ agency, and in 2005, as English Heritage took over the responsibility for listing, they introduced a standardized approach including reasons for designation (Historic England c2017). This approach better legitimizes their authority to conduct listing by expressing fairness and transparency as well as improving the usability of descriptions.

A changing assemblage

Participants’ views on how list descriptions have improved shows how agencies which inform their design are constantly changing. The mention of significance by HE professionals shows how list descriptions are still changed by temporal influences. Participants identify the

introduction of the concept of significance as a recent major shift (Nott and 030). In the context of list descriptions, which have existed for listed buildings since the 1940s, significance is a relatively new feature, gaining agency through its official adoption in *Conservation Principles* (English Heritage) in 2008 and the NPPF in 2012 (DCLG). This example shows how shifting elements in the assemblage, like wording in policy or guidance, have agency in the design of list descriptions. Assemblage theory depicts this change as ongoing and network-based, rather than being on an upward trajectory to the ideal description.

Further evidence of how changes in the assemblage impact list descriptions can be seen in views on the length of list descriptions. As list descriptions expanded, many professionals welcomed the change, but some felt that too much information implied an inventory of importance (Cherry and Chitty 2010, 77). This view is only mentioned by three participants in this research (025, Kent 2 and Nott), and is countered by much general support and other participants stating the need for information in list descriptions to support less experienced officers (Kent 1). As staff resourcing has changed in the assemblage, both in numbers of professionals and their experience, the longer list description has been more welcomed. However, as resource continues to decline, another view is emerging. Several members of the sector professionals group question the length of list descriptions (018, 022, 031) as discussed in Chapter 7. The question stems from concern over the use of HE resources. With participants predicting decline rather than a return to greater resource, the appeal of shorter list descriptions re-enters the assemblage, this time with a ‘two for the price of one’ rationale. Some participants articulate that it would be a great shame if this had to happen, but that it might become necessary. Here resource is a feature in the assemblage that has at times supported shorter descriptions and at others supported longer descriptions, again showing the fluidity of the assemblage.

This fluidity may seem problematic. If the agencies in the assemblage, and those with which it interacts (such as wider government agendas, or unforeseeable global issues such as the Covid-19 pandemic), cannot be predicted and are not on a straight course, how should list descriptions be updated to better suit needs of future users as well as today’s? Heritage research suggests that it is reasonable to model possible futures, especially for the medium term (Holtorf 2018; Högberg et al. 2018; Holtorf and Högberg 2014). Critical heritage studies also calls for the consideration of future users and uses to be brought into heritage work, thus avoiding presentism and recognising the context of our work today (Harrison et al. 2020;

Högberg et al. 2018). The most important point from this research, on list descriptions, is to invoke a shift away from attempting to bring old list descriptions up to the present standard, toward recognising the changing assemblage and therefore designing new and edited list descriptions to have longevity, fulfil their purposes today and be clear and useful in the future.

List descriptions for the future

Recognising that practitioners may seek practical suggestions for how to achieve the above shift, while this research does not provide a blueprint for advancing list descriptions, it can offer some suggestions and reflections on how list descriptions might take into account future users based upon participants' contributions. These include continuing and furthering current practices as well as new elements. Dating list descriptions, and edits to them, aids transparency. Participants in this research, particularly the professionals, use the date of a description to inform them of what to expect from it and how to interpret it. Recording the date of all amendments and adding how the building came to be listed (for example through thematic survey, area-based survey or public application) would enhance this transparency of the record. The reasons for designation are noted as a helpful feature; recognising that they are a moment-in-time snapshot of why an asset is valued and that they must focus on architectural and historic values is essential. Similarly, list descriptions should be acknowledged to be a snapshot of why an asset is important at the time of writing, reflecting concepts of heritage values as immutable (see, for example, Jones 2017).

The most widely desired change for list descriptions was simpler language. Technical, 'impenetrable' (024, 022, Newark) or 'academic' (Fylde) language is frequently cited as a problem across all participant groups. While the LPA focus groups feel the newer descriptions are improving in this respect, other groups make no distinction between ages of list description and the language used. Participants were not asked a direct question on the language of list descriptions, so the recurrence of language as a problem for many areas of the assemblage shows its strength as an issue. It is not clear whether heritage professionals in the HE, sector and LPA groups are advocating for simpler language on their own behalf or to make the NHLE more accessible to non-professionals. However, agency around public engagement with the NHLE is clearly growing, especially evidenced by the HE professionals perspectives, and the public access to the NHLE online and projects like EtL show the NHLE is now intended to be used by non-professionals. As the function and audience of the NHLE changes, the language used might helpfully support its evolving role. In critical heritage

studies, technical language is often positioned as part of the AHD, maintaining the role of experts in interpreting and managing heritage. The AHD has become much more widely recognised and resisted since Smith articulated its power in 2006. There is a growing agency seeking to break down barriers of expertise. Plainer language would be a positive change for a growing public audience of the NHLE, and for professionals seeking to make the sector more accessible.

A desire for photographs is ubiquitous across all participant groups. The digital era has changed expectations about access to images and photographs of buildings are seen as essential information. This finding concurs with Saunders' (2019) recommendation that photographs be part of the formal list entry. Although photographs will undoubtedly become outdated, they would be a useful and stable addition to the NHLE, and with the date they were taken recorded, would present a snapshot of each heritage asset on that date. This can already be seen through some EtL entries; for example, the record of scaffolding on the Houses of Parliament in 2017 (Historic England 2018c). EtL shows that there needs to be a clear record of the date the photo was taken, not just when it was uploaded. HE has noted work already underway to display Images of England and EtL photographs more prominently alongside list descriptions (Historic England c2017). Photography is an area where HE could further work with public partners or national amenity societies to gain more photographs of assets. As with EtL entries, verification issues have already been highlighted by a participant (028) but the agencies on public engagement and resource will act in opposition to expert or institutional control.

Another element of a successful list description is fulfilling its purpose. A key purpose of list descriptions today, as noted above, is to support planning decisions as supported by participants across all groups, especially LPA and HE staff. The evidence of this research shows the agency and impact that list descriptions have in several areas of practice: as professionals use list descriptions in discussions with owners (Fylde), where longer list descriptions support assessments of significance in lieu of, or in addition to, available expertise (Kent 1), and as HE aims to help post-designation management (024, 025). These examples show the layering of practice as the list descriptions, originally intended as an identifier, gain agency in management. However, this use can present conflicts. When used in the management of buildings, descriptions are a point of interaction between two agencies: 'special architectural or historic interest' from legislation, and a wider group of values defining significance in policy and guidance. List descriptions have to be weighted toward

architectural and historic values, the prescribed designatory rationales. However, in management, a wider set of values should be used to assess significance, including, but not limited to, those listed in the NPPF or *Conservation Principles*. Using list descriptions to heavily aid, or even provide, an assessment of significance adds weight to architectural and historic values and risks omitting other values such as evidential or archaeological, communal or social values. Users of list descriptions need to be aware of this bias and have tools to compensate for it. This weighting also highlights how descriptions could be seen as deficient in the future if legislation or policy changed to embrace a wider set of values.

The online format of the NHLE since 2011 has increased stakeholder desire to further the functionality of the NHLE to support planning. A national amenity society representative suggested in 2010 (Cherry and Chitty 2010, 133) that the NHLE should be connected to the Planning Portal. This would mean that the NHLE would be kept more up-to-date as changes to listed buildings or other assets made through the planning system would be connected to the list description, even without changing the description itself. In this research, the same suggestion came from local stakeholders, showing that this is now a perception of those less deeply involved in the workings of the sector. These suggestions go further than updating the descriptions, moving on to wider changes to the system which might result, on the one hand, in highlighting the date of descriptions, but on the other, in truthfully representing the moment-in-time nature of list descriptions. The suggestions demonstrate where participants perceive the future of the NHLE to lie, and show the expectation of better connected online information to support planning.

Having set out the above framework to consider the future legacy of list descriptions, it is recognised that these potential advances – adding dates and contextual information, being aware of the difference between architectural and historic interest and significance, simpler language and photographs – will only partially resolve the concerns articulated by participants about outdated descriptions. The issue of the lack of information in some descriptions will remain. A move away from a holistic program of updating is not an excuse to leave old descriptions as they are, but to consider how best to improve them to give greatest future benefit and longevity. Local stakeholders and LPA groups spoke of partnership working to help with the giant task of updating the older descriptions. As Cherry and Chitty's (2010, 12) research suggested, partnering with national amenity societies is also an option for improving the coverage and quality of the NHLE. In this research, local groups were keen to partner with LPAs to update list descriptions, and LPAs were keen to partner

with HE. HAZs and local lists are key areas which could target local improvements. Participants mentioned some of this work already, showing there are working connections between the assemblage groups. Partnership options which involve the public also harness participative agendas, another of the agencies at work in the assemblage. EtL is a project which taps into this relationship, although not with the overt purpose of updating the statutory descriptions; it will be considered in the next section.

Recent innovations

Enterprise and Regulatory Reform Act

In broad terms, the Enterprise and Regulatory Reform Act (ERRA) is not seen to have made a big impact, at least, not yet. This research shows that most participants, excepting those involved in designation, are not familiar with ERRA. As a new addition to the assemblage, ERRA has a destabilizing effect. ERRA destabilizes a message that has been consistently used to explain listing. Prior to ERRA, it was possible to say that listing applied to the whole building, exterior and interior, regardless of the list description. This now not being the case, but presumably still the case for listings before 2013 where exclusions were not considered, conveying a clear understanding of the list entry to future NHLE users is more challenging. Again, clear dating of initial designation and updates will be essential. ERRA also has a destabilizing effect on the possibilities for listing. Discussions around just listing a façade in a professional group (Nott) or just listing a dome in a stakeholders group (B'pool) show the nuances of the Act are not publicly understood. The HE professionals' interviews show greater consideration of these issues.

Clear labelling of the entries which invoke ERRA is also essential. This is being deployed already but considering the issues raised with language of the list entries, the ERRA message, albeit under the heading 'legal' is probably typical of the language participants described as technical or impenetrable. It says;

The listed building(s) is/are shown coloured blue on the attached map. Pursuant to s.1 (5A) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'), structures attached to or within the curtilage of the listed building (save those coloured blue on the map) are not to be treated as part of the listed building for the purposes of the Act.

Understandably there is a legal requirement to add this to the descriptions, and it is clearly labelled as such. Perhaps another sentence could state more simply that some parts attached to the building are not listed, or the technical label could be less prominent in the presentation of the list entry. This accords with a HE professional's prediction of, "a more user-friendly and visual manner that will inevitably come" (028).

Selection guides

Selection guides are viewed very positively by participants, where they are known. It is important to say that, excepting the HE staff interviews, there is mixed knowledge and use of selection guides across the groups. While HE professionals see selection guides as providing organisational transparency, a recognised trait for public bodies to gain trust and authority, this is questioned in the sector professionals' interviews as participants highlight the subjectivity they feel is present in designation (018, 020). This is confirmed in part by an HE professional who reiterated their role as guides only, overruled by expert judgement (025). Several participants mention that selection guides are useful beyond designation, for example as architectural history guides (Nott), or for local list considerations (024). Given these positive comments, analysis could suggest further promoting selection guides. However, recognising their role in the assemblage as guides to designation, they are weighted toward architectural and historic interest and national importance, and therefore should be used with caution as guidance for local lists, which could encompass a wider spectrum of values and local significance. Selection guides are also an active agent in supporting the expert views of special interest so while they are well suited to their purpose as designation guidance, a clearer explanation of their role would benefit local stakeholders (Chapter 4), and wider use is not supported by an assemblage theory approach to the analysis.

Enriching the List

The perspectives on Enriching the List (EtL) gathered in this research strongly evidence the impact of different positions within the heritage assemblage. Participants' views are clearly formed by the purpose they see EtL fulfilling, although people do not always hold one view exclusively. Some, mainly HE staff participants, see EtL as a way to increase public engagement with the NHLE (019, 021, 025, 027, 028); others, mainly in local stakeholders and LPA groups, advocate EtL as a way to capture alternative values or knowledge about NHLE assets; and others from LPA groups consider how information from EtL might be used in planning activity. Each of these purposes will be considered in turn. A further rationale for EtL might be as a method for updating list descriptions without using HE resources but this is

not mentioned by participants. This research shows EtL is popular. Even if participants query details about the project, particularly around verification of information, generally the concept was positively received.

Whether or not participants from HE view EtL as effective in achieving public engagement, there is a shared understanding that its purpose is to increase public engagement with, and widen the audience for, the statutory list. A key concern for EtL conveyed in Chapters 4 and 5 is how little known EtL is. Across local stakeholders and LPAs, there is mixed knowledge and engagement with the project. This is problematic, as participants in the local stakeholder groups are active volunteers in heritage, concerned with listing, and spend considerable amounts of their time on local listing projects, applications for designation and commenting on planning applications, amongst other heritage-related projects. They often already have a connection to HE and are the very people EtL is aimed at. Participants are also concerned about the demographic and numbers of people participating in EtL, described as a small number of “enthusiasts” (031). One HE staff member even says, “the only people who are adding to it are in-house people who’ve got nothing better to do. It’s just not engaged with a wide enough constituency” (021).

Barriers to participation are highlighted by the LPA and local stakeholder groups, who both recognise that people might feel that EtL is not for them or about them (Nott), or that they do not feel they have the knowledge to contribute (S’oaks; Fylde). Again, the feedback from active local stakeholder groups indicates that most of the individuals within the groups would not feel comfortable adding to EtL. This suggests a problem for expanding participation as these stakeholders are generally considered knowledgeable about their local area (031) and would be the target audience for participation in EtL. Some local stakeholder groups articulate that they do not feel they were invited to participate in EtL, seeking more personal communication from HE than the blanket invitations. This would be a route to increasing participation but as discussed earlier, the ability to do so will be reliant on resourcing. Within the HE staff interviews, one participant discusses EtL in relation to social media (021) and another describes it as “our version of social media” (025). It is important to recognise in the future of EtL that it is, by definition, not social media: there is no social or interactive component in it. This point may be part of the reason for the limited reach of EtL, firstly because, as a participant recognises (021), it competes for people’s online time with social media sites and secondly, because HE is asking for people’s time and knowledge without it being a reciprocal or communicative activity.

Another purpose of EtL could be to capture a wider range of values for NHLE assets. With the official list entry being confined to architectural and historical interest due to the legislation, EtL is a possible way of broadening the recorded values. Agencies in planning practice, the NPPF, internationally adopted charters and conventions, and critical heritage studies support this use. This research finds, however, that not many participants talk about social value; an exception being one participant in the Nottingham focus group who speaks of “democratising heritage values” and adding personal stories (Nott). A few people talk about alternative values (Fylde, 030) but not in relation to EtL. Participants, however, do talk more about “local knowledge” (Newark) and social history (Nott) or talk about the information added to EtL as a different kind of knowledge in comparison to the official list description. For some participants, local knowledge and social history are seen as positive additions. For others, the views are seen as less useful or as less valid, needing verification. The agency of official discourses can be seen through the separation of ‘official’ and ‘local’ knowledge and in some cases, disparaging the quality or worth of local knowledge. Calls that information should be verified show a privileging of the expert position. Following Smith (2006), critical heritage studies position this as the AHD in operation: controlling who defines and describes heritage, what values are valid, and therefore how it should be managed. Assemblage theory recognises AHDs as part of the heritage assemblage amongst other agents (Pendlebury 2013). Using assemblage theory in this research gives a nuanced view of how participants’ position in the assemblage impacts their views, suggesting the agencies that have the strongest influence. In this case, perspectives on EtL correlate to a position in the assemblage. LPA staff, who work daily with planning applications, question how EtL information might be used in planning; HE staff, mostly from the listing team, more frequently raise concerns about “accuracy and reliability” (028) or the NHLE being, “undermined by inaccurate contributions” (027). Some HE participants also emphasise the necessity for separation between EtL and the official list (024, 027). Local stakeholders are more often keen on local knowledge being added, although some still sought verification. LPA staff explore the value of EtL to their work and are at a point of conflict between two agencies: they may wish to be inclusive of public views in their decision-making, but the planning system only recognises the values set out in the NPPF. This limits the agency of EtL contributions. An assemblage theory perspective differs from one using just the AHD because it recognises that LPA staff are not acting to uphold an expert set of values to defend their jobs, but that the agencies of legislation, policy and planning practice limit LPA professionals’ options.

National Heritage List for England application

This research did not set out to analyse the application process for listing, but local stakeholders and sector professionals, arguably the two groups who most apply for listing, mention the process, particularly the sift. It is clear that only a few people are comfortable applying for listing, as in each of the local stakeholder groups, there are one or two who had engaged with the process, and did so multiple times. These people become go-to volunteers who feel they have a relationship with HE (Fylde, Newark). It is also clear that many local stakeholders do not understand the processes that an application goes through. Both local stakeholders and sector professionals highlight the sifting process, the initial criteria applied to decide whether an asset will progress to assessment, as a problem. Local stakeholders appeared to find the sifting process opaque (B'pool) and sector professionals found the boundaries of 'risk' problematic (018, 022). Improvement to the tool which allows searching for buildings which have already been assessed would help local stakeholders, many of whom do not realise that this is possible via the Heritage Gateway.

Local lists

The trajectory of local lists has changed during the period that this research has been carried out. All but the Kent additional interview had been undertaken when, in October 2019, MHCLG (2019a) announced, "the most ambitious new heritage conservation campaign since the 1980s" which was to provide £700,000 of investment to support ten county areas to update or develop new local lists (this has since been increased to £1.5million and twenty-two areas). It was not until October 2020, presumably paused due to Covid-19, that expressions of interest were sought from county-based unitary authorities and county partnerships. The views in this research reflect the status of local lists prior to this project, and can hopefully inform their future.

Coverage and quality

This research shows coverage and quality of local lists to be a limiting factor on their success. Building upon previous statistics around the coverage of local lists and their content (Heritage Counts 2019; Jackson 2016, 155) this research highlights that coverage is an issue within LPA areas, as well as across the country. Counting the number of LPAs that have local lists belies the patchy nature of the lists within the LPA area, as the *Heritage Counts* caveat alludes to. Sevenoaks and Fylde provide examples in this research where only the town

centres are covered by the local list. This research also suggests that the agency of civic societies is a catalysing force in the creation of local lists. Local lists are more likely to be found where there are active civic societies. Therefore, the areas covered by local lists are more likely to be historic areas where heritage is an interest for the civic society, and are potentially influenced by the demography of an area: a historic urban centre would therefore be much more likely to have a local list than a rural deprived area. Further research could illuminate these issues and seek strategies for resolution.

Participants in this research also highlight the variance in the content and access to local lists. Like with national lists, this is a widely acknowledged issue. The coverage of local lists will be improved in twenty-two areas by the MHCLG project, but it is too early to assess whether the project will achieve coverage across whole LPA areas, or whether the standards for content and access will be the same across all projects. The project may also influence local list creation more widely. It may lend greater official agency in the assemblage for prioritising local list creation, and achieving a standard to match the funded projects; alternatively, it may discourage other areas from embarking on a local list without funding.

Agency behind local lists

This research shows that, across all groups, multiple agents are seen as necessary for the successful initiation and implementation of a local list. Participants identify the actors most closely connected to themselves in the assemblage. Therefore, local stakeholder groups see their own role in local list creation very strongly and the essential role of the LPA. LPA participants agree that in some cases local stakeholders are critical, but they also recognise the need for political support through senior council staff, budget holders and councillors; their anecdotes about planning appeals reveal the agency of the planning inspectorate. Sector and HE professionals recognise the need for widely supported local lists with many officers involved, local plan policies in place, and planning committee support. As has been repeated throughout this thesis, flux in the assemblage affects the agency of a local list. Without statutory force, local lists are reliant upon the value given to them by multiple agents in the assemblage and as personnel change, so too may the agency of the local list. For example, if the council's planning committee, made up of elected members, ceases to give weight to the local list in their decision making, its agency will decline. The effect of the MHCLG project is yet to be seen, but it may provide a boost to the authorised agency of local lists meaning that more councils seek to have them or more greatly value the lists they already have, and therefore local lists will be less reliant on such a convergence of actor agency.

Protection and public engagement

Participants in this research identify two main functions of local lists: protection and public engagement. The MHCLG announcement clearly places the two agencies of the planning system and public engagement beside each other in official guidance:

- Work on the definition of criteria, and the identification of assets for inclusion on the local list, must involve the local community.
- Local authorities should be clear on how the local list will be used to inform their decision-making and planning. (MHCLG 2021)

The inclusion of the explicit need to involve the local community in defining the local list criteria and identifying assets gives community participation greater official agency. It shows the increasing momentum behind participation in heritage management, which is evidenced in academic literature, planning literature, and in earlier government publications; for example, in *Heritage Protection for the 21st Century* (DCMS 2007, 16) and in the 2017 *Heritage Statement* which said, “We will put partnership working across sectors and with local communities at the heart of our strategy for heritage” (DCMS 2017, 12).

All of the participant groups in this research questioned the power of local lists to protect heritage assets. ‘Toothless’ was a repeated adjective to describe local lists (020, 024, 028, Fylde). Within HE and the wider sector, participants show concern for public perceptions of local lists’ protective power, with one asking whether local stakeholders recognise their limitations (019) and others stating that local lists falsely raise public expectations of protection (018 and 031). For others in HE and LPAs, local lists are seen as weak and needing Article 4(1) directions, local plan policies and favourable outcomes from planning appeals to support their use in planning. Planners and conservation officers mention the need for “robustness” in local list preparation so that they can be used in the planning process (Nott). These ideas about a robust process, neat categories that can be objectively measured and all assets on the list being applicable to the planning system create barriers against intangible heritage, broad definitions of heritage and a wider selection of values. They highlight the messy nature of heritage, which professionals try to make manageable through fixed processes (Macdonald and Morgan 2018), and the, “the tensions between expert, institutional or ‘official’ values and broader concepts of heritage and attachment” (Ireland, Brown and Schofield 2020, 1; see also Ludwig 2016, 824).

Participants also discuss the purpose of local lists for engaging local communities. Unsurprisingly, local stakeholders do not directly discuss the benefits of the local list in terms of engagement priorities but they do discuss their own involvement. HE and sector professionals value the opportunity for community engagement most strongly. LPAs are mixed in their discussions, identifying with: aims to involve stakeholder groups (Kent 2), consulting local groups (Fylde) and, valuing participation (Nott), which can be seen as increasing levels of empowerment in participation. LPA practice with local lists is comparable to the variation in approach to involving communities in heritage strategies. For both, there is a spectrum or layering of practice (Janssen et al. 2017) dependent upon which agencies are most influential to the local agents. This research suggests that the views held by participants are related to their position in the assemblage: those in the sector and HE are more likely to take a strategic view favouring public engagement as the purpose of local lists while local stakeholders are more likely to seek physical protection for assets.

In some ways, the agencies of protection and engagement do not support each other well. A traditional AHD position would advocate for protection of assets, and an expert-driven identification of criteria and assets, or at the very least, an expert-controlled system for public engagement (Smith 2006). On the other hand, agencies acting against AHDs advocate for a less material-centred approach and community-led practices call for empowerment of local voices (see Fredheim 2019 for a discussion of public agency in co-design; see Jackson 2016 for community involvement in designation). For local lists, the desire, or requirement, for the lists to work within the planning system limits the capacity for community leadership. It requires specialist knowledge of the planning system and support from LPA professionals to act as conduits of planning knowledge. This in turn is reliant on LPA resource without support through statutory requirements. Requirement for the local list to support planning decisions also means that assets identified must have a physical presence in the present and that the protected values must have a physical manifestation or connection to the asset, thus the opportunities for wider social values or intangible heritage to be included are limited (see also Jackson 2016). The aims of protection and engagement, and the agencies behind them, restrict each other. The conflicting nature of the aims for local lists leads to a key question posed by the findings of this research: in which direction should local lists be steered? The MHCLG guidance places protection alongside engagement, but a focus on protection and official criteria creates a tendency for local lists to operate as a mini NHLE, while a focus on public engagement and locally prioritised values is likely to create local lists that embrace

place-making, community interests, and environmental enhancement as much as protection. The relationship between the local and national lists will be discussed next.

Relationships between lists

HE participants are the most likely to see the national and local lists as performing slightly different functions: the NHLE identifying heritage and assisting development management, with EtL adding engagement opportunity to it; and local lists being valued for community engagement. The protection offered by local lists is recognised as limited. However, Chapter 6 examines how HE professionals unintentionally refer to local lists and the NHLE in a hierarchy, suggesting some perceive levels of importance too. Local stakeholders are more likely to overtly express similarities between the function of the lists. Some participants describe local lists as a waiting list for the NHLE or for assets that do not quite meet the criteria for national designation (S'oaks). Similarly, LPA participants discuss a wish for HE to 'top skim' the local list, expressing overlap between the local list and the NHLE (Fylde). The views from the last two groups, importantly the views of the actors most directly involved with the creation of local lists, imply that the national list and the local list are viewed as fulfilling the same function but on different levels. Civic Voice's guidance on local lists says, "Locally list-able buildings, structures, sites and landscapes are those that do not quite meet the criteria for being nationally listed, but which are still of architectural or historical importance in their local area" (Civic Voice 2018, 9). The comparison with the national list and the emphasis on architectural or historical importance further define the local list as a miniature of the national, and acts against local lists comprising a more inclusive set of values (Jackson 2016).

This research uses assemblage theory to suggest that multiple agencies steer local lists toward becoming micro versions of the NHLE. These include planning practice, including stabilized operations for decision-making in LPAs; the litigious nature of the English planning system; outcomes of planning appeals; policy, legislation, and national guidance. Discourse plays a part in this too. Of the three examples of local list criteria identified by MHCLG (2021) in the guidance for the local list funding, none include social or communal values (Civic Voice 2018; Spelthorne Borough Council 2016; Robey 2011). This is unsurprising due to the agency of the legislation, policy and HE guidance on local lists, but suggests that England's heritage assemblage is moving backwards in relation to international practice for value attribution. Further research could probe more deeply what roles the two lists should have in the future, and how the statutory and non-statutory lists should interact.

Conservation areas

Conservation areas, although not a national, published list, have a place in this research as a tool closely connected to the statutory and non-statutory heritage lists. In the context of statutory and non-statutory, national and local, conservation areas occupy a unique place in the heritage assemblage as statutory designations managed at a local level. They also hold a unique role in protecting, “the bits in-between” (028), offering protection holistically across an area rather than individual sites (025). Some LPA participants suggest they should be included on the NHLE (Kent 1). Integration with the NHLE would not only bring more heritage protection data together nationally but would also allow conservation areas to be ‘enriched’ through EtL. Some LPA participants see the potential of using EtL contributions in conservation area appraisals (Nott). This research finds that participants across the assemblage, but particularly from HE, are very positive about conservation areas with two people asserting themselves as ‘fans’ of the designation (031, 024) and others describing the tool as a “staple” (027; see also Nott).

For the majority of participants, the purpose of conservation areas centres on protection. A few participants mention public engagement or a sense of local ownership, but this is much less widespread than in the perspectives on local lists (022, 024, 030). A focus on protection gives rise to concerns over degradation of conservation areas through threats from development, deregulatory planning policy and a lack of statutory duties attached to their management, particularly for HE and sector participants (019, 025, 027, 028, 020). It also fuels consideration of how to heighten protection. Suggestions include automatic Article 4 directions to equalise regulations within LPA areas and across the country, or simply restricting permitted development rights in conservation areas, making Article 4 directions unnecessary. Some of the sector professionals compare conservation areas with local lists for their potential protection benefits, with some showing a preference for conservation areas (031, 030); in this way, conservation areas interact directly with local lists in the assemblage. It also shows an aspect of layering where the same tools are applied differently in local settings (Janssen 2017).

The need for up-to-date appraisals to best manage conservation areas is strongly advocated by HE and LPA groups. The loss of the performance indicator for conservation area appraisals means conservation areas, like local lists, must compete for LPA resource. With the agency of official review removed, appraisals are sometimes deprioritized.

The future of conservation areas may be framed by major changes in planning policy if the proposals in the *Planning for the Future* (MHCLG 2020) white paper are developed. Under the proposed zonal system, conservation areas are listed within the ‘protected’ zone. However, there is also a proposal to review the planning framework for listed buildings and conservation areas, so the outcome for conservation areas is unknown (MHCLG 2020, 29; 59).

Historic Environment Records

This research did not examine Historic Environment Records (HERs) in detail, but recognising that not all areas would have a local list, the research design uses HERs as an alternative list of non-designated heritage assets. The research findings reiterate known issues with HERs, such as the variance in access, quality of information, and how up-to-date they are, much akin to quality and coverage issues for local lists. In this research, participants often support either local listing or HERs and present these flaws against their less favoured option (Chapter 6). The presumption that HERs are primarily an archaeological resource, hailing from their SMR (Site and Monument Record) origins, still prevails in some participants’ views, especially from sector professionals and LPA staff. For some HE staff, HERs are also seen to have an engagement role as useful and interesting repositories of information and are compared to EtL in this manner, although this should be caveated that in terms of empowered participation, HERs have limited opportunity.

Local lists and HERs, both non-statutory in England, both lists of non-designated heritage assets and each covering slightly different heritage, compete for professional support. This research suggests they divide opinion, resulting in no agreement over which should be the focus for energy and resource, and potentially perpetuating an architecture/archaeology schism within the assemblage.

Intangible heritage

Intangible heritage is not currently recognised by identification in statutory or non-statutory lists, and so the topic initially appeared to be outside of the scope of the project. However, it became clear as the research progressed that intangible heritage is a crucial theme. Its

emergence in focus groups and interviews led to it being built into the analysis. It is particularly evident in the interviews with sector and HE professionals (Chapter 6 and 7); it also emerges frequently in the heritage strategies (Chapter 8). The recurrent consideration of intangible heritage by practitioners shows its agency in the assemblage, despite a lack of official, national guidance in England. While intangible heritage is not the sole concern of this research, and much more could be done, as others are doing, to research intangible heritage in England (see, for example, Djabarouti 2020, Harrison 2019), the research offers some important insights.

Need for guidance

HE and sector professionals evidently wish to see an approach to safeguarding intangible heritage thought through and acted upon. The participants' contributions show concern about the assemblage evolving toward intangible heritage management without structured practice. A direct articulation of this is;

At the moment, because we haven't thought through what we really think about intangible heritage, it's just making the situation messier and messier because we are blurring rather than managing the way that we move from one way of thinking about things to another. We're just migrating in an un-thought through, unstructured, way towards a different sort of world. (021)

Concerns point to a desire for national guidance and demonstrate that intangible heritage management practice has gained agency from elsewhere, likely international agendas. Assemblage theory highlights the intersection of England's heritage management system with other networks, in this case, international agencies promoting best practice for identifying and safeguarding intangible heritage.

International comparisons

HE and sector professionals highlight that other countries are far ahead of England in recognising and safeguarding intangible heritage despite several HE staff considering the English system well-respected and wanting England to continue to be "international leaders" in conservation (021, 024). Chapter 6 compares the situation to the beginning of the twentieth century when Baldwin Brown contrasted England's system with more progressive systems in other countries, including Ireland. Today, the close comparative neighbour is Scotland, where there is an *Intangible Cultural Heritage Policy Statement* (Historic Environment Scotland 2020) and intangible heritage is included in the historic environment strategy (Scottish

Government 2014). The exception in England is the Heritage Fund (2021a), where intangible heritage is included in the organisation's strategy, as Djabarouti (2020, 3) highlights. The Heritage Fund, previously HLF, has, from the early twenty-first century, been advocating a broad definition of heritage as discussed in the literature review (Chapter 2). Its documents and working practices are a source of agency in the heritage assemblage.

Current confusion

The evidence in this research, particularly from the interviews and heritage strategies, suggests that while professionals think intangible heritage should be considered in England, they struggle to perceive how safeguarding intangible heritage would, or could, be applied. In the heritage strategies, this is reflected by inclusion of the concept but with limited examples and actions relating to intangible heritage. The blockages to intangible heritage management in England include: legislation devised for material sites, with a focus on protecting values – architectural and historic – which can be seen to have physical manifestation (Djabarouti 2020, 1, DeSilvey 2017; Smith, 2006), and the historically stabilized system of heritage management through planning, as illuminated by Pendlebury's (2013; 2020) characterisation of the conservation-planning assemblage. These obstructions are made evident in participants' thinking. For example, one participant reflects that the NHLE could include intangible heritage, but management through listed building consent would not work. They continue; "How do you actually maintain those sorts of significances that aren't necessarily rooted in fabric? That's really hard" (018). Many would argue that this is a product of an AHD which continues to promote material heritage and restricts alternative approaches (see, for example, Smith 2006; DeSilvey 2017). Lack of guidance and limited examples of best practice in England will also restrict the agency of intangible heritage management; these have the potential to increase their agency in the assemblage in the future if more actors seek to enhance intangible heritage safeguarding.

There is also evidence in the interviews of conflation of cultural values and intangible heritage. For example, "Well, we do consider intangible heritage because that is historic interest" (025) or, "I think the easiest ways of dealing with the intangible are where there is actually something tangible with which to hook it to. So I'm thinking – let's try and find an example – Brixton Market, say" (028). In both of these cases, participants are considering values of tangible heritage. While all values are intangible, not all heritage is intangible (Smith and Campbell 2017). The comments point toward the complex relationship between intangible heritage and place. Some of the examples identified in the heritage strategies, such

as cultural practices, language, recipes, traditional skills, historic industries and routes, have stronger links to place than others. The variation demonstrates why blue plaque schemes are not a holistic solution, against the inclinations of some HE participants (028; 025). On the other hand, examples of mapping intangible heritage (see Zerrudo 2017 and, in England, Souto's 2016 'Mapping Nottingham's Identity') demonstrate that intangible heritage can be reasonably linked to place. Participants' conflation also highlights a grey area, described by Djabarouti (2020, 12) as the, "intangible heritage of buildings." This notion identifies that not all the values of tangible heritage, such as buildings, are associated with its material.

However, caution is needed when considering "intangible heritage of buildings" (Djabarouti 2020, 12) so as not to suggest that values are tangible, and importantly, not to assert that England has a system for managing intangible heritage on the basis that it has a system for tangible heritage which recognises a selection of values. One way to interpret the confusion in this research is to suggest that the dichotomy between 'tangible' and 'intangible' has become too strong. Potentially the division could, in future, collapse to be replaced by more of a spectrum of values and tangible associations. The spectrum would recognise that tangible sites are composed of mutable cultural values (as already advocated, for example, Jones 2017), and that intangible heritage may have connections to physical places or objects.

Further work

The concern for a considered approach, desire to keep up with international best practice, and the current confusion for how to proceed in practice outlined above, point to the need for further research and national guidance on the topic of intangible heritage. The key point from this research is that participants are aware of intangible heritage, see it as part of the future of heritage management and that LPAs are trying to include it in their practice through heritage strategies, despite a lack of national official agency suggesting they do so.

International examples of best practice and literature on intangible heritage management from the field of critical heritage studies are abundant (see, for example, UNESCO ICH website 2006, *International Journal of Cultural Heritage*, and books such as Akagawa and Smith 2018; Smith and Akagawa 2009). More specifically for England, and with a focus on informing future policy, HE has commissioned a report on possibilities for its future relationship. Further, research such as Harrison's (2019) PhD thesis, 'The safeguarding of intangible cultural heritage in England: a comparative exploration' and Djabarouti's work (2020) offer some of the in-depth thinking needed to inform a future approach.

Key findings

This chapter discusses the findings of the research across all participant perspectives. It does not repeat every insight mentioned with the analysis chapters (4 – 8), the detail of which may contribute to informing changes in practice, or to building stronger support for actions already forming. From the discussion in this chapter, four main areas can be foregrounded where the research produces findings for consideration in practice. These are: improving the coverage of the NHLE, forming a new approach to list descriptions, steering the future direction of local lists, and addressing intangible heritage. The coverage of the NHLE is presented as a well-known and persistent issue where a combination of partnership working and defined areas surveys could contribute to resolution. The quality of list descriptions is reconsidered, advocating a new approach focused on the future uses and users of list descriptions. The current function of local lists as a microcosm of the NHLE is examined, with an evident need for further research to explore the relationship between the statutory and non-statutory lists. Finally, intangible heritage is recognised as a key area of concern which is gaining agency in the assemblage.

In addition to these areas, the research raises questions regarding a perceived gap in protection for designed landscapes which would need further, more specific, examination to produce recommendations. The role of selection guides and their public presentation is suggested as a specific action point which would require relatively minor work. Clarifying the purpose of selection guides at the point of online access would support their authority as shared HE internal documents, but also minimise the risks inherent in their misapplication. The research also highlights barriers to participation and the role of local knowledge in Enriching the List, which further research could usefully explore to enhance the project and define its functions alongside the statutory and non-statutory lists. Lastly, conservation areas are shown to be a favoured management tool which have a unique role as an area designation in a system otherwise focused on singular assets; their future should receive consideration, especially their role in the context of relaxed planning controls and as ideas develop from *Planning for the Future* (MHCLG 2020). These areas are discussed in turn as part of the following conclusion (Chapter 10).

The discussion chapter brings together and contextualises analysis from varying parts of the assemblage. As well as the findings highlighted above, selected for their applicability in practice, the chapter foregrounds the nature of the heritage sector as an assemblage, with an

evolving and layered practice created by multiple agencies. Its evolving nature suggests it will continue to change in the future; the concept of stabilizing and destabilizing elements highlight moments of more radical adjustment; and layered practice demonstrates how national priorities can be variously applied and stretched. The next chapter, the conclusion, transitions from articulating the findings and making suggestions for practice to discussing the implications of the findings within a broader context. Where this chapter has adhered to direct analysis of the data, in the conclusion, emergent trends are used to provide insight into the future trajectory of heritage management through lists.

10 Conclusion

This thesis began by introducing the collaborative doctoral partnership, outlining assemblage theory as the theoretical perspective, and presenting the research aims. This concluding chapter shows how these three elements have been united in the research. It starts by returning to the research aims, setting out how they have been met. Then the research findings are contextualised: their relationship to previous studies, the backdrop of key changes in planning and heritage practice during the research period 2016 – 2021, and their limitations. Discussion of the implications of the findings for practice follows. The thesis closes by extrapolating beyond the immediate findings of the data, reflecting on the advantages of applying assemblage perspective in heritage studies and on how the themes in this research might influence the future of heritage management within and ‘beyond the list’.

Aims

As a collaboration between university and sector, this project was intended to combine academic perspectives with practical outputs. The implications of the findings discussed here show how assemblage theory has been mobilised to help understand the heritage sector and the agencies which influence its evolving practices (DeLanda 2006), and how subtle realism has been used as a consistent epistemological position. The discussion also highlights how research themes such as layering practice and considering the future in heritage have been applied to this study of heritage lists (Janssen et al. 2017; Harrison et al. 2020). Drawing upon previous research and theoretical frameworks is not merely an academic exercise; the in-depth assessment of the heritage sector using these perspectives offers insights into the operation of the statutory and non-statutory heritage lists grounded in a consistent model of reality, society, and practice. The rigour of the research methodology and analysis benefits practitioners by providing well-evidenced findings to inform decisions. The selected approaches allow the heritage sector to be understood as a network of agencies that influence actions and give insight into how those agents might continue to shape heritage practices in the future, providing future insight beyond conjecture.

At the outset of the research, a forward-looking approach was agreed. This is reflected in the three research aims, to:

- (1) gather and critically examine new understandings of how the balance and distinctions between ‘national’ and ‘local’, ‘expert’ and ‘grass-roots’ views of designated and non-designated heritage assets are changing;
- (2) reassess innovation in policy and practice since 2010, and;
- (3) seek a fresh perspective on the direction of travel for heritage management, within and beyond statutory listing.

The research methodology and questioning routes were designed to build evidence to fulfil the research aims as the project progressed. The sampling of participants ensured capturing views from national and local stakeholders, and professionals and non-professionals. The questions used in the focus groups and interviews discussed the statutory and non-statutory lists, designated and non-designated assets, and examined three examples of innovations since 2010: the complete set of selection guides (published 2012), ERRA (legislated in 2013), and EtL (introduced in 2016). The discussion chapter (Chapter 9) showed how these views, and their analysis using the theoretical perspectives described above, provide a fresh perspective on the direction of travel for heritage management, and it is the role of this chapter to highlight how the findings offer an original contribution to research and have implications for practice.

Relationship to previous research

This project was in part conceived to relate to Cherry and Chitty’s research report from 2010. It does so by updating evidence showing perspectives on the ‘quality’ and ‘coverage’ of the NHLE, reviewing innovations to listing since 2010, and expanding the research through the inclusion of local stakeholders and a greater focus on non-statutory listing. Since then, the Saunders report (2019) considered the views of the national amenity societies on the statutory lists. The assessment criteria of ‘quality’ and ‘coverage’ stem from Cherry and Chitty’s report and are adopted by Saunders in 2019; ‘quality’ expresses the variation in the information provided in list descriptions and ‘coverage’ relates to gaps in the NHLE, geographical, typological or other. This research, matching with Saunders’, found that ‘quality’ and ‘coverage’ are still two of the biggest challenges for the NHLE today, and for that reason, the terms are integrated into the analysis of stakeholders’ views (Chapters 4 – 7). However, drawing upon assemblage theory and the recent AHRC Heritage Futures project has led this

research to provide a different perspective on addressing the variation in the NHLE's list descriptions. The findings frame list descriptions as a moment-in-time capture of an asset's importance and the NHLE as an evolving tool for heritage management. This will be discussed further in the implications of the research findings.

A major difference between this research and previous reports is the breadth of views gathered. The data from the two reports mentioned above capture the views of heritage professionals: LPA staff and professional stakeholders are the focus for Cherry and Chitty, the national amenity societies for Saunders. This research has a broader reach through the inclusion of local stakeholders. Combining local stakeholder views with local and national professional views, including various aspects of the heritage assemblage through HE and other sector professionals, captures a range of perspectives on the same topics. This allows for comparison and cumulations of opinion which support more reliable conclusions as, through subtle realism, multiple agreeing perspectives are more credible as closer to the truth. Gathering views from across the assemblage also supports decisions that are more likely to work well in the sector as they have been informed by many of the actors involved. Local stakeholders are also an important inclusion in this research due to the increasing agency of public participation. This research has shown local stakeholders' agency in carrying out heritage work, especially in EtL and local list creation. It has also shown local stakeholders to be increasingly perceived as part of the user group for local and national heritage lists, where online access and participation in designation has widened the audience. As assemblage theory emphasizes, heritage professionals do not operate in isolation; they are dependent on local stakeholders becoming involved in heritage management practices to achieve the sought-after public engagement, and their actions respond to or try to influence local stakeholders. Understanding the multi-directional relationships in the assemblage is important for developing successful improvements for systems. Including perspectives from professionals and non-professionals is, therefore, an important contribution of this research.

For the Cherry and Chitty and Saunders reports, the national, statutory lists are the focus of the commission from HE, matching the organisations' main operative concerns. Much smaller mention is made of local lists. This research includes local listing more equally and therefore contributes to research by analysing the wider system of heritage lists. It also complements Jackson's (2016) thesis. Jackson's focus is on the role of experts and local stakeholders in designation and includes statutory and non-statutory lists. The focus of

Jackson's thesis, however, is designation at the point of decision making and the power relationships that underpin it, rather than the heritage lists themselves.

This research also relates to other works in the field of critical heritage studies, urban heritage, and planning that draw upon assemblage theory. Assemblage theory has come to the fore along with other approaches that seek to move beyond discourse as a base for analysis (see Harrison 2018, 1370 for a summary). This research follows the lead of researchers such as Macdonald (2009), Harrison (2013), Pendlebury (2013), Baker and McGuirk (2017), and Yadollahi (2017) in appropriating assemblage approaches for heritage studies or critical policy research. Of these, Pendlebury's work on the conservation-planning assemblage is the closest in terms of the topic and theoretical lens with a focus on how conservation is carried out through policy enactment by local planning authorities in the UK. This research uses assemblage theory to look specifically at the operations of the sector regarding listing, the development and maintenance of lists, and their implications on activity relating to development management, and in doing so it provides a new perspective on the topic area. It contributes to the research field by joining the expanding, but still relatively small, group of heritage research which seek to understand the heritage sector as an assemblage. It examines the many agencies, including but not limited to discourse, at work in shaping heritage practices.

Finally, this research relates to the concept of future in critical heritage studies, particularly the work from the AHRC Heritage Futures project which ran roughly concurrently with this thesis. Authors working on the project assert that heritage practitioners rarely think about the future within their work despite its rationale often centring on passing a legacy on to future generations (Högberg et al. 2017). Considering the future is an important aspect of this research as it aims to seek a fresh perspective on the direction of travel for heritage management, within and beyond statutory listing (Research Aim 3). This research draws upon the view of Högberg and Holtorf that when practitioners conceive of the future they see it as a continuation of the present (Holtorf 2018; Högberg et al. 2017; Holtorf and Högberg 2014). As an antidote to this, this research uses assemblage theory to highlight the changing nature of the agencies of work in the heritage sector and therefore the likelihood of change in the future. The research resists viewing the present as the pinnacle of heritage practice, assuming instead that heritage practices will continue to evolve. Furthermore, the identification of the agents (human and non-human) involved provides insight into those that may still have influence in the short and medium-term future.

Relationship to changes in practice

For any research spanning several years, changes in practice may occur. This research started in 2016; the data was gathered by March 2020, and it was written by July 2021. During this time, there were several changes in practice that had varying degrees of impact on this research. Chronologically, the first influential factor was the redraft of *Conservation Principles* which went to public consultation between November 2017 and February 2018. The revision process for this document stalled, with no amendments by 2021. While the impact on the research was, therefore, smaller than it might have been should changes have been made, the proposed changes in the consultation had enough impact to emerge frequently in participants' contributions, especially among the HE and other sector professionals' interviews (Chapters 6 and 7). The *Conservation Principles* redraft catalysed discussions around values and interests with particular attention on the removal of communal value. These language terms have been discussed within the data analysis, but are not given heavy attention as it is expected that the *Conservation Principles* redraft, and the discussions around the consultation period, stoked strong opinion on the subject. The topic of the lexicon employed to describe significance, referring to interests or values, was most prevalent among HE staff, suggesting that the wider sector is less concerned.

The NPPF underwent minor revisions in 2018 and 2019, but these rarely featured in the perspectives gathered in this research. Government announcements of funding for local lists came in October 2019 from MHCLG, after most of the research data had already been gathered. The announcement of successful applicants was not until February 2021, so the projects have not had an impact on this research. In the findings on local lists, their variance – across the country, within LPA areas, and inconsistent application by agents – is highlighted as an obstacle to their success. Although the funding of projects in twenty-two areas will not rectify coverage across the whole of England, and will not guarantee long-term implementation, government support for the new projects may raise the official status of local lists and change views toward their creation, inclusion in planning decisions, and relationship to the statutory lists.

The *Planning for the Future* white paper, published in August 2020, has potentially huge consequences for heritage. Designation is little mentioned in the document, but the framework for listed buildings and conservations areas is proposed for review and update, so vast change is possible. The move toward zonal and rule-based planning would undoubtedly

change the nature of considering heritage in planning and therefore change how designated and non-designated, national and local, heritage assets would be treated and the role of the lists in identifying them and aiding their management. The lack of detail, as reflected in evidence to the House of Commons (2021, 94) enquiry, makes it difficult for this research to respond to the proposed changes or assess their potential effect, although some discussion is included in Chapter 9.

Finally, HE is undertaking a review of their Listing Strategy in 2021, which this research hopes to constructively inform.

Limitations of the research

The NHLE is a unified interface for several legally separate heritage lists: listed buildings, scheduled monuments, protected wrecks, registered parks and gardens, and registered battlefields. At the beginning of the project, built heritage, particularly listed buildings and local lists, were identified as the focus (see Chapter 1). This selection was for equity with previous list reviews (Cherry and Chitty 2010 and Saunders 2019) and because of the prevalence of listed buildings and the corresponding familiarity of stakeholders and LPA professionals with those designations. Practically, including all of the designations with equal weighting would have been too large an undertaking for one PhD; an emphasis on listed buildings and local lists provides a distinct scope. This means that scheduled monuments and registered parks and gardens are less investigated, and battlefields and protected wrecks are barely mentioned. Further research could look, ‘beyond the schedule’ or, ‘beyond the register’ to probe similar issues for other designations. Equally, the lists are examined in relation to the planning system. There are exceptions, such as ecclesiastical exemption or Nationally Significant Infrastructure Projects, where alternative arrangements for heritage management are in place and further study could investigate these systems.

HERs feature in this research as a semi-list. Their main role in this research was to provide a non-statutory balance to the NHLE in areas where local lists were not set up. HERs are not a list of designations but could be used by LPAs to identify non-designated heritage assets. In this way, they have a relationship to local lists; the relationship between the two is discussed. HERs are not the focus of this research; an alternative study could be undertaken to investigate their role in the heritage assemblage, their relationship to designation, and their

future direction, especially to support the sector's advocacy for statutory HERs (House of Commons 2021, 95).

There are also limitations regarding the participants in this research. Resolutions for methodological difficulties are discussed in each chapter, but notably, there were difficulties assembling a local professionals group in Kent (see Chapter 5). This led to a small focus group in Kent supplemented by what was aimed to be a paired interview but ended up as a single interview. This was conducted in March 2020, and while it was felt that sufficient data had been collected anyway, the Covid-19 pandemic ended further discussion of expanding the Kent local professionals' data by the same methods. The difference in gathering data in Kent highlights the difficulty of gaining people's time in the busiest areas of the country: those with high numbers of designated assets, high numbers of planning applications, and low ratios of staff time to numbers of applications. The heritage strategies chapter (Chapter 8), through its inclusion of London boroughs and metropolitan districts, helps to address this issue by comparing LPA-prepared strategies across areas with a wide variety of characteristics without relying on professionals' time.

It is recognised that within the local stakeholder groups, highly active civic societies are represented. Therefore the research captures the views of those people and areas where the most active residents are working within the assemblage. This is in many ways appropriate, as these people represent the target audience for public engagement work and are already giving much voluntary time to participate in the operations of the heritage assemblage. However, it does mean that the findings should not be taken to represent the average local stakeholder who would have much less engagement with the heritage sector, nor should they even be taken to represent the average civic society who may be less active than those participating in this research. Accessing less active local stakeholders would require more time or a project focused on making connections with those groups through organisations such as Civic Voice.

Amongst the HE participants, it is recognised that this research included more people from the listing team than from any other HE department and that there is a notable absence from the development management team. This could be rectified by further research within HE by asking similar questions to participants in the development management team to see if their views concur or offer a different perspective to those gathered here. This research does,

however, gather views fairly across the country as listing team leaders from each region were approached.

Implications of the findings

The discussion chapter (Chapter 9) brings together all of the findings of this research and finishes by highlighting eight key areas where findings have implications for practice. Within the eight areas, there are broader and more singular issues, and some that are more strongly supported by this research with others needing further exploration. The four most strongly supported areas are the coverage of the NHLE, the variance in quality of list descriptions, the role of local lists, and addressing intangible heritage. These are supplemented by a further four finding areas: a gap in protection for designed landscapes, clarifying the role of selection guides, the value of conservation areas as a heritage management tool, and understanding participation and local knowledge in EtL. These areas do not cover all of the detailed insights from participants' individual comments and the examination of heritage strategies, which are found in the analysis chapters (Chapters 4 – 8), but they bring together key areas for consideration in practice. In concluding, this summary highlights how the theoretical frameworks of assemblage theory or subtle realism, or the concepts of layering or considering the future, support the findings for practice and highlights how in both topic and applying the theoretical lens, these findings make an original contribution to research.

Area 1: Coverage

Patchy coverage of the NHLE, in terms of location, age, building type, and representation of people has been found to be a persistent issue (Saunders 2019, Cherry and Chitty 2010). It is predicted to continue to be a concern for stakeholders due to the stability of the agencies which underpin the view. Coverage which is perceived to be fair, inclusive, and representative on the NHLE contributes toward the legitimacy of the NHLE as an authoritative, national list and by proxy contributes toward HE's authority and legitimacy as the national government heritage body delivering the list. While resource is an ever-present issue found to be understood by sector participants as limiting the opportunity to improve NHLE coverage, it should remain a target to address weaknesses in coverage. This research shows enthusiasm for partnership working on the part of LPAs and local stakeholders which could be part of the solution.

Area 2: Quality

Variation in quality of list descriptions and a perceived need for updating has been prioritised in previous research reports (Saunders 2019; Cherry and Chitty 2010). The important contribution of this research is to reframe the question of how to update list descriptions by viewing the list as an evolving practice, viewing list descriptions as a moment-in-time capture of the importance of an asset, and considering the legacy of today's descriptions in the future use of the NHLE. The new question is therefore posed; 'how can list descriptions be designed to have longevity, fulfil their purposes today and be clear and useful in the future?'

Suggestions from this research include prioritising dating of revisions to descriptions, incorporating photographs, and using simpler language. A recognition that list descriptions are not statements of significance because of their necessary weighting toward the legislative phrasing of 'special architectural or historic interest', which may change in the longer term, is important. Reframing the NHLE as an evolving practice answers the criticism of Holtorf, Högberg, and others, that heritage practitioners rarely consider the future, or that when doing so, they conceive the future to be a continuation of the present (Holtorf 2018; Högberg et al. 2017; Holtorf and Högberg 2014).

This research also seeks to prevent a recurrence of the situation today: this research and Saunders' (2019) report identify a popular perception that old list descriptions are out of date and are not fulfilling information requirements for post-designation management. By recognising the ongoing evolution of practice through the assemblage, and therefore the changing requirements for list descriptions, this research suggests today's list descriptions are seen as the ideal description to be attained throughout the NHLE, but are descriptions that suit today's purposes and in the future may be deemed deficient in some aspects. This provides a different view when faced with the problem of varied list descriptions where 'out-of-date' may be a recurrent perspective that practice could seek to avoid.

Area 3: The role of local lists

This research is tasked with considering non-statutory listing as well as the statutory lists. A key finding, building upon the work of others (such as Jackson 2016), is that local lists are consistently seen as flawed because of their variance around the country: coverage and quality are equally issues for local lists as for the national list. While previous statistics focus on the number of LPA areas that have local lists (e.g. Heritage Counts), this research highlights that local lists can be various within LPA areas too, often only covering part of the authority or having better coverage in communities with volunteer interest. An assemblage

lens on the operations of local lists is especially useful because it highlights the numerous agents needed to create and implement local lists. The changing nature of the assemblage also shows that without statutory agency to stabilize local listing, consistent implementation is reliant upon actors' choices. The MHCLG (2019a; 2021) funding project has the potential to improve the coverage and quality of local lists, and to increase the official agency behind local lists, but not with the stabilizing influence that a statutory role for local lists would create.

The findings on local lists show that they are seen as fulfilling two purposes: protection and public engagement, sometimes with different actors in the assemblage favouring one side. The level protection afforded to heritage assets through local lists is of concern to participants, with many approving of the removal of permitted development rights to strengthen the measure. For the public engagement aspect of local lists, LPAs demonstrate a layering of practice where communities are involved to greater or lesser extents in the creation of local lists. The two rationales for local lists receive official agency through the MHCLG (2021) guidance for local list funding applications. The proximate inclusion suggests they are complementary functions of local lists; however, this research purports that the aims of asset protection and public engagement do not always support each other. An aim for protection within the planning system leads local lists creators to require robust criteria for selection which can be justified within the planning system. This runs counter to opportunities for local lists to identify assets using a more inclusive, publicly decided set of values which may, or may not, tie back to the physical aspects of heritage that the planning system protects.

Although highly valued by participants, local lists are most commonly seen as a lower tier to the statutory lists. Local lists have been identified in this research as needing to be 'top-skimmed' for national list candidates and are seen by some as a waiting room for the NHLE. This shows their current relationship to the national list as miniature version of official lists. The risk here is that while local lists, unlike the statutory NHLE, are free from the limited, and outmoded, 'architectural or historic' values in legislation, the opportunity for them to respond to international best practice in value attribution is being missed. Evidence to the House of Commons (2021, 95) enquiry advocates for additional protections for sites of local interest. There is a distinction between broadening the heritage included for protection and strengthening the protection for the existing spectrum of assets. This research suggested that

the interactions of the statutory and non-statutory lists and their roles in the future of heritage protection should receive consideration: an assemblage perspective could aid analysis.

Area 4: Intangible heritage

Intangible heritage was not originally part of the research agenda but came to the fore through participants' contributions. Because of its emergence inductively initially, the topic was not rigorously explored throughout. For example, there was no question devoted to intangible heritage in the focus groups. However, the emergence of the topic in this way shows the participants' awareness of the issue. With no official HE guidance on intangible heritage, and nothing written in national legislation or policy, intangible heritage evidences other agencies in the assemblage at work. These might include the UNESCO (2003) *Convention for the Safeguarding of the Intangible Cultural Heritage*, international best practice, education and professional development, and sector actors, such as the Heritage Fund, who welcome funding application for intangible heritage. These agencies influence English local government enough for intangible heritage to be mentioned and given management aims with LPA heritage strategies (Chapter 8). The strategies also show layering of practice appearing where LPAs are variously including or omitting, mentioning or managing intangible heritage in the absence of national guidance. This research also illustrated that professionals feel England is behind other nations in safeguarding intangible heritage (including Scotland) and a sense of wanting to maintain a well-respected heritage protection system. The confusion evident in some participants' contributions regarding identifying and managing intangible heritage strengthens the case for prioritising national guidance on intangible heritage in England, as do the international agencies making the case for safeguarding intangible heritage. International agency is likely to remain influential on this topic, suggesting this will continue as an issue into the future.

Area 5: Landscape designation

Many participant groups in this research perceived a gap in protection for designed landscapes, either by the lack of protective power for parks and gardens registration or through a designatory gap between natural and historic environments. The number of unprompted articulations of this issue from varied stakeholders in the assemblage suggests through subtle realism that it is likely to be a genuine issue and the number of agents identifying it suggests it will continue to be a concern in the future. This was not an area that this research intended to examine; this finding emerged inductively. As such, further research

would be needed to identify the exact nature of the perceived gap and the best way to address it.

Area 6: The role of selection guides

This research suggests that clarifying the role of selection guides may be beneficial, particularly at the point of access on the HE website. Selection guides are viewed very positively by participants who are aware of them, and there are suggestions they could be adopted for wider use. However, any promotion of selection guides for alternative uses should respond to their particular purpose as documents to outline the suggested parameters for designation. Selection guides prioritise, 'special architectural or historic interest' above any other heritage values because of their orientation toward designation. They are not, therefore, full descriptions of significance as used in development management activities in the assemblage, and their agency in designation precludes more inclusive values in their text: values that might be sought for local listing purposes. With awareness of their purpose and corresponding skew toward designation criteria, they may be useful documents as participants suggest. Articulating the role of selection guides would have several benefits: local stakeholders may value them more as guidance for designation applications, stakeholders would recognise the openness of HE in sharing internal guidance, and practitioners and stakeholders may better recognise their skew toward architectural and historic values. This would not limit their use but make their intended purpose clearer.

Area 7: Participation and local knowledge in Enriching the List

This research shows that views on EtL are still in flux and vary between different agents in the assemblage. The mixed views reflect the destabilizing effect of introducing a new agent into the assemblage. The concept of allowing the public to contribute to the NHLE, albeit separated from the official list, has received mixed reaction, evidencing the agency of discourses which uphold the expert view and official values. As EtL began only shortly before this research, close study of its success or impact would have been premature. Five years on, more research could be done to analyse its role in listing.

As it stands, the views gathered show mixed ideas about the purpose of EtL and the value of the contributions. Like with local lists, aims of public engagement are the focus for some while adding information and local knowledge are priorities for others. This research shows a correlation between perspectives in the assemblage and the role of EtL with HE staff focused on engagement, local stakeholders and LPAs concerned with capturing local knowledge, and

some LPA staff considering how EtL information could be integrated into planning. The research also shows that rather than speaking about ‘communal value’ (the term used in *Conservation Principles*) or ‘social values’ (as used in the *Burra Charter*), participants speak of ‘local knowledge’ as distinct from ‘expert knowledge’. Some participants are positive about local knowledge while others question its reliability. The key points from this research are firstly, highlighting the lack of awareness of EtL by local stakeholders, and secondly, the desirability of further consideration about the type of information that is added to EtL and how it is used. To achieve its aims, either around engagement or gathering local knowledge, greater awareness of the project amongst local stakeholders would be beneficial.

Area 8: The value of conservation areas

Conservation areas are shown by this research to be a popular tool for managing heritage with a unique role in protecting areas rather than individual assets. The research reveals concern for their status against a backdrop of development pressures and deregulation. Even though conservation areas are included in this research, they have not been given the level of attention of the NHLE and local lists, so further research could be undertaken on their standing with stakeholders, their relationship to other lists, and their role in protecting character of place. Within the changes proposed by *Planning for the Future*, the role of conservation areas is potentially an upcoming issue.

These eight areas directly relate the findings to practice. But there is an additional contribution that this research can make: to extrapolate beyond the immediate findings to highlight emergent trends that signal potential future directions for heritage management. This research therefore concludes with horizon scanning.

Beyond the list: thoughts on the future of heritage management

Schultz (2006) has critiqued UK government agencies for failing to address future change in otherwise solidly researched policy papers. She says; “they assemble the evidence describing the issue at the moment, as if it were frozen in time” (Schulz 2006, 5). While this research has been conducted to be future-facing throughout, the opportunity is taken here to delve further into the possible future trends indicated by this research, thus fully avoiding Schultz’s pitfall and offering a fresh perspective on the direction of travel for heritage management in England, within and beyond the list (Research Aim 3).

The aim of this horizon scanning is to discern the topics on the fringes of current debate which may develop into key issues in future. Horizon scanning has been embraced by UK government (Könnölä et al. 2012; Schulz 2006), and as such, is appropriate for the research partner, Historic England, as a non-departmental government body. As Könnölä et al. (2012, 223) argue, horizon scanning is, “a step towards the timely implementation of appropriate policy actions”, providing foresight to advance decision-making. It therefore meets the aims of this research for practice. No new themes are introduced here; the purpose is to emphasise the future potential of key research findings.

Considering intangible heritage with built heritage practitioners highlighted the complex relationships between built heritage, values, and place. “The intangible heritage of buildings”, as Djabarouti (2020) terms it, recognises that built heritage can be associated with stories and other intangible heritage. Equally, intangible heritage mapping projects demonstrate that intangible heritage can be connected to a tangible place (Souto 2016). Critical heritage studies scholars warn against the term, “intangible values” as all values are intangible, but evidence in this research suggest some practitioners are heading toward conceptualising ‘tangible’ and ‘intangible’ aspects of tangible heritage (Smith and Campbell 2017). The conflation, confusion, and misrepresentation of intangible heritage and values of tangible assets indicates a need to probe the relationship between tangible and intangible aspects of heritage. Greater understanding of the distinctions and intersections, accepting that they may not be as mutually exclusive as currently presented (see, for example, the types of asset identified as intangible in the heritage strategies; Chapter 8), would be a useful step in progressing the sector’s ability to successfully manage heritage, including intangible heritage. Forecasting into the future, it may be that exploration of intangible and tangible heritage results in a collapse of the boundary between the two, recognising that all heritage is defined by values as so many critical heritage studies authors already argue (see for example, Jones 2017; Smith 2006; Mason 2002, and Chapter 2 in this research). Heritage could therefore have greater or less connection to a tangible manifestation of value, rather than a binary ‘tangible’ or ‘intangible’ categorisation.

Empowered participation in heritage lists has been foregrounded in this research, with examples of involvement or leadership in heritage strategies and local lists, and the possibilities associated with Enriching the List and nomination for the NHLE. A changed role for the public with greater scope for leadership necessitates a shift in the role of the expert and the attributes needed by professionals (Emerick 2014; Schofield 2014; 2009; Thomas

2008; Cherry 2007). The approach advocated by this research could be seen as one where, “the traditional hierarchy of experts and non-experts fades away: plans emerge pre-eminently from the stories and memories (and initiative) of local inhabitants in combination with the knowledge of experts.” (Janssen et al. 2017, 1665). Janssen et al. assert that examples of this practice have been achieved in the Netherlands, but a balance between expertise and local stakeholders is yet to be stabilised, understood, or commonly attained in England. The approaches to heritage strategies in Nottingham and Sheffield provide insight into these relationships. In Sheffield, the community leaders employed a professional to work for them, to produce the heritage strategy in collaboration. In Nottingham, the LPA are seeking to give power to the community through the Heritage Partnership. The different initiation of these projects means that in one case the community are asserting their power, and in the other there is an attempt to gift power to the public. Each scenario faces difficulties in the relationship between professionals and stakeholders. These two cases, and the other examples identified in this research, may be informative for establishing how more equitable public and professional relations can be attained without traditional hierarchies, especially paired with broader research on understanding types of participation (see Jackson 2016, 28). Developing understanding of participative models that could be applied in local and national heritage management would be beneficial to enhance practices as they embrace community empowerment.

Finally, assemblage theory offers much opportunity for research and practice, including insights into the future direction of heritage management. By conceptualising heritage management as an evolving network, in flux through shifting agencies, possible futures can be envisaged. This brings together two aspects prevalent in recent critical heritage studies scholarship: literature on the future (for example, Harrison et al. 2020) and the increasing application of assemblage perspectives (for example, Pendlebury et al. 2020; Harrison 2013; 2018; Pendlebury 2013; Macdonald 2009). It has already been suggested that assemblage theory has the potential to help reconceive the development of the NHLE. By representing the present as part of an ongoing evolution, assemblage theory questions the view that all list descriptions should be revised to today’s standard, instead advocating consideration of what information will be wanted in the future, formulating descriptions to achieve longevity, and making transparent the context and limitations of historic list entries. Assemblage theory can also guide the development of local lists. Recognising the growing agency of intangible heritage safeguarding practices, and the interaction of the NHLE and local lists in the

assemblage, the current trajectory of local lists as microcosms of the NHLE might be reviewed. As Ludwig (2016, 822) highlights, the planning system is a constraint on such change, but whether, or how far, local lists can evolve to encompass a more inclusive range of heritage and heritage values, as upheld in international conservation paradigms, or how they might be developed to creatively reflect local interests, values, and character are key questions.

Regarding intangible heritage, public participation, and the role of local lists, there are signs, evidenced in this research, that practice is already beginning to shift. This signals emergent trends, highlighting where agency is at work in the assemblage. These areas may currently be perceived to be ‘beyond the list’ but they may also be decisive in the future of managing heritage through statutory and non-statutory heritage lists in England. Combined with the areas of key findings summarised in this conclusion, this offers a set of considerations that can be taken forward in research and practice.

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Appendix A: Local stakeholder focus group transcripts

Focus group: referenced as 'B'pool'

Blackpool, Wyre and Fylde

Number of participants: 6

START AUDIO

[0:09:00]

Interviewer:

So, does everyone here maybe not know each other because you're from different societies?

B Speaker 2:

No, we do know each other.

B Speaker 2:

[name] is new as our Planning Officer on Blackpool Civic Trust, so it might be useful if [name] -

Interviewer:

Okay, well it would be useful for me as well. I think I've got everyone's names but just if we could – oh first, does anybody have any questions about today? Have I told you enough about my research? So, it does say on the information sheet a little bit, but basically I'm a collaborative doctoral student, so that means that my research is both for the University of York and supported by Historic England, so the research will feed back to both organisations and the PhD is on the topic of listing and that's national listing and local listing and in fact any other kinds of heritage lists you can think of and it's called "Beyond the List", so actually, if you think there are alternative mechanisms that are better than listing for protecting buildings and suchlike it's also about thinking about that kind of thing. So, I'm going to ask you a series of questions today, to try and gauge what you think and I also go around and do similar with professional groups, so I'm in St Anne's on Thursday doing a similar thing with heritage professionals. If we could just start by going around the group and just say your name and one thing you like about heritage and one thing you like that isn't

related to heritage at all, just to start us off. We'll sometimes go round the group and then sometimes we'll just have an open discussion where everyone can just chip in as you like.

B Speaker 2:

For [name] sake, I think people should introduce themselves as well so that you know who everybody is.

Interviewer:

So, my name's Claire. I like historic buildings, particularly the narrow wonky streets we have in York where I'm from and one thing that I like other than heritage is tap dancing.

B Speaker 1:

I don't tap dance.

B Speaker 5 or 6:

You can go next door and have a practice.

B Speaker 1:

Is that what they're doing?

B Speaker 5 or 6:

Yes, they do sequence dancing.

B Speaker 1:

Oh right! (Laughter)

B Speaker 1:

I'm [name], I've been Chair of [place] Civic Society for far too long and I spend a lot of time fussing about these things really.

(0:11.48)

B Speaker 2:

[Name] I'm Chair of [place] Civic Trust and we were just saying earlier how the three civic societies on the Fylde Coast are all very different because our (inaudible 0:11:51) are very different and so looking at this, looking at the heritage listing and listed buildings, we all have very different experiences and so we will give you some variety.

B Speaker 1:

That's true, very true.

B Speaker 3:

I'm [name] I'm the Membership Officer and the Social Secretary of [place] Civic Trust. I just like old buildings and the history of them and what happened in them and I like going to quiz nights and winning them especially (laughter).

B Speaker 4:

Hi, I'm [name], Planning Officer of [place] Civic Trust. My passion for old buildings is that it stretches my imagination as to how they were used in their day and my interest away from here is playing golf. I'm waiting to see if I've qualified. I had to think about that quickly.

Female Ft1:

Sorry, that's –

B Speaker 4:

That's just pitch and putt.

B Speaker 5:

[name] from – Secretary [place] Civic Society, just all the history and historic buildings and particularly Fleetwood because it was a specially designed town, which is unusual and seeing how things work, where they are and who was involved over the years.

B Speaker 6:

I'm [name], I'm Chairman of [place] Civic Society. I'm interested in all the old buildings, particularly in Fleetwood, but I'm also interested, whenever I go anywhere, I seem to gravitate towards an old building and my interest when I'm not doing this is dancing, not tap but sequence and ballroom (laughter).

Interviewer:

Lovely, Blackpool is a very good place for it, I saw some ballroom dancing.

B Speaker 6:

I went in the Tower the other afternoon, but I don't go there very often.

Interviewer:

So, could you tell me a little bit more about how you're particularly involved in heritage? So, it's all through local societies? What sort of things do you get involved with most?

B Speaker 5 or 6:

Preservation I think is a big one, trying to preserve what we've got, isn't it?

Interviewer:

Do you have a Local List in Fleetwood?

B Speaker 5 or 6:

No.

Interviewer:

So, not in Fleetwood, yes in Blackpool.

B Speaker 2:

It's nearly finished.

Interviewer:

Ah, nearly finished, so the Blackpool one is adopted, is it?

B Speaker 2:

Yes, mind you I think I'm going to add a new building but I need to go and have a look at it.

B Speaker 3:

Yes, but it is finished.

B Speaker 2:

Oh yes, it's been through the whole process and it went through the process, completed it four or five years ago.

Interviewer:

And, what point is St Anne's at?

(0:15.00)

B Speaker 1:

Well, one of the differences between Lytham St Anne's Civic Society and Blackpool Civic Trust is that we've never really got on with our Council very well. Whereas they get... (overspeaking and laughter).

B Speaker 5 or 6:

That's our problem.

B Speaker 4:

We get on generally well with the Council and they're very helpful, they've been helpful to me just coming in to role.

B Speaker 1:

Well they've –

B Speaker 5 or 6:

you've got a helpful officer for heaven's sakes; we don't have an officer.

Interviewer:

You don't have a Conservation Officer?

B Speaker 5:

No way, this is the trouble.

B Speaker 6:

One reason we haven't got a Local List is because Wyre Council who cover Fleetwood are just not interested and if we went to the trouble and the expense of doing it, they would still not be interested and they've told us that, so what do we do with it if we do it?

B Speaker 1:

Well yes, they've always, they give you a meeting room, don't they? [looking to Blackpool participants] They welcome you in to the town hall. Because we go back to 1960 and there have been some pretty awkward chairmen over the years really, unnecessarily awkward, but nevertheless, there's not been a – heritage generally has not been seen to be very important and they got rid of all their champions. They did have a Heritage Champion for a short time but they got rid of all that. So, we're forever putting pressure on and doing stuff really and dealing with planning applications just like the others do, but as far as local – do you want me to talk about local listing?

Interviewer:

Whichever.

B Speaker 2:

Can I just make a comment before [name] moves on? One of the big differences between Blackpool and the other two societies is we are coterminous with Blackpool Council and I think of the real problems for both Lytham St Anne's and Fleetwood is they are a – I was going to say small, but geographically especially Fleetwood is a small geographic area in what is a very large rural borough with market towns in it and so Fleetwood's identity is very, very different from the rest of the borough and Lytham St Anne's also is part of the Fylde Borough Council and so I think that that does have a big effect, a big effect on the relationship with the local authority, whereas in Blackpool, Blackpool Civic Trust is

Blackpool. Blackpool is now a unitary authority, so it has – because both Wyre Borough and Fylde are district councils, they're not unitary authorities either, so there's Lancashire County Council above them and I think that the fact that decision making takes place in Blackpool for Blackpool and we are coterminous, does affect our role and relationship.

(0:18.20)

B Speaker 1:

Certainly the councillors it would affect because they – you've got Lytham Councillors, you've got St Anne's Councillors, you've got two separate towns and you've got the bit in the middle where I live which is Ansdell which again has a bit of its own identity and then –

B Speaker 5 or 6:

You've got Kirkham as well.

B Speaker 1:

Yes, but then Kirkham is elsewhere, but we're Lytham St Anne's Civic Society because when it was founded in 1960, there was a Lytham St Anne's Council and so it wasn't coterminous.

B Speaker 5:

Well, Fleetwood Civic Society came in to being when Wyre took over from Fleetwood's Urban District Council in '74, because at that time, Fleetwood people realised we were going to get lost in this huge borough that we had no relationship with really. So, that was why it came in to being.

B Speaker 1:

So, it is relevant, the politics of this, is very relevant because the Lytham councillors will say, "Well, we're outvoted by the rurals all the time" and so you've got that – and they don't care, they'll pass anything to happen in Lytham or St Anne's, as long as they get their money for a new village hall in Elswick or something.

B Speaker 5:

And, you can quite often find, when we were at North West (axel? inaudible 0:19:33) [name] as well, with the group that's around there and they have a similar sort of thing and you've got them pulling in different directions and one reads a text one way and you might read it another way. So, where they're saying, "Oh yes, let's get this listed" and one thing and another and then you look at it, "Oh no, you can't do that because the listing says –" but they're not looking at the bigger picture to try and retain some of the premises that we have

around our area, because of that restriction. Yet, somebody comes in and looks at it and thinks, “Well yes, but we can just about get around that which would make it easier to retain the building” so you then – I ask the question and [name] will tell you, “Why do we list anything, if people are not pulling by the same strings?”

B Speaker 4:

If I can just pick up your issue about listing because I raised it last night in terms of where things are, they’ve only got a finite amount of money to challenge anything going forward and they’ve got to choose their cases. Because I raised last night the number of applications that are going in retrospectively and the number of items that have been built and then they go for the planning permission. It’s just ludicrous in Blackpool, the amount that is getting built knocked away and –

Female:

It’s the same everywhere.

B Speaker 4:

And, I went on the research journey speaking with the Conservation Officer and she said, “We’ve got to choose our battles very carefully”. They choose do it at the Clifton Hotel opposite North Pier which is in a dreadful condition and probably will fall in on itself with – (overspeaking), “We’re in negotiations with the owner”, well they’re in negotiations with the owner but nothing’s happened in two years.

B Speaker 5 or 6:

So, is it better when people perhaps pick up a perception; we’re doing what we’re doing but people perceive something like that, “Well we’ll build it anyway and if we get retrospective, it doesn’t matter”.

B Speaker 4:

I actually believe that’s started, that is very clearly an issue in terms of –

B Speaker 5 or 6:

Build it first and apologise later.

B Speaker 4:

-planning laws and conservation is taboo now, “We’re not bothered, if we want to commercially do something, we’re going to do it” and we’re in danger of losing, in my view, if we’ve got a local authority that is hard on preservation and conservation, it will stay there,

but I was stunned by the answer I got to a question from Blackpool Borough Council and we're looking at that maybe being a good example.

B Speaker 5 or 6:

We're in the position where –

B Speaker 2:

But, it's especially the case – sorry [name], around Stanley Park, because you've got a lot of domestic dwellings because Stanley Park is a conservation area but the (overspeaking) conservation area and a lot of people just take out their windows and put in plastic windows, build extensions and then –

B Speaker 5 or 6:

“Well I've done it”, it'll be alright.

B Speaker 5 or 6:

We do get that a lot.

B Speaker 4:

I live near where [name's] saying and everyone goes through the process of getting planning applications to do anything in that area –

B Speaker 5 or 6:

But, it's the cost involved for the person anyway, “Why should I?”

B Speaker 4:

The enforcement action is just not there.

B Speaker 1:

Well I'm told, we've had a lot of fuss in [place] about this, the lack of enforcement and I'm told that Fylde Council are advertising now for a Senior Enforcement Officer and they have just issued a design brief for Central Lytham in terms of extensions to restaurants because everybody is building conservatories on the front of their restaurants and are wrecking the look of the place and all the historic buildings.

B Speaker 5 or 6:

“Well they've done it so I'm going to do it”.

B Speaker 1:

Yeah exactly. So and all those applications are going in retrospectively. I have to say that some considerable few years ago now, I was involved in the planning appeal on a building in

St Anne's that was under threat of being demolished and went to – actually went to the planning meeting to start with and the Chief Executive who was then nicknamed – he was called Ken Lee, commonly known as Obi-Wan Ken Lee and was not a pleasant character, came in to the Planning Committee Meeting and warned them not to give consent to this, sorry not to refuse consent to this because it would go to appeal and the Council can't afford the cost of the appeal. But, he actually said that –

(0:24:20)

B Speaker 5:

Yeah. We've had this.

B Speaker 6:

In the meeting.

B Speaker 1:

-at the Planning Meeting, he threatened the Councillors.

B Speaker 5:

If it was said in (inaudible 24.35) having a tatter and a natter about this, that and the other before they come in, if they'd had said it then then that's fine, but not in open public because you could have had a full public audience.

B Speaker 1:

That was years ago but even so.

B Speaker 4:

Building on your point about the Enforcements Officer, the Enforcement Officer in Blackpool or the Enforcement Officer's Department, it's about enforcing everything the Council needs to enforce, not just solely in terms of planning and because of the tightening of budgets, the roles are getting expanded. You look at the size now, I'm stunned coming back in to – I've lived in Blackpool nearly all my life but coming back and living and breathing the town, I'm amazed by how small the Planning Department is. It's under-resourced to do what it needs to do.

Female:

They all are.

B Speaker 2:

Most of the enforcement that Blackpool Council does is against takeaways and restaurants; it is a danger to – it's where there's a danger to the public and where the kitchens are in such a horribly disgusting state, but even then they give them chance after chance after chance and months down the line, they will eventually take them to court but 99.9% of Blackpool's enforcement is on food hygiene and safety.

B Speaker 5:

Go for it [name].

B Speaker 6:

We are in a position in Fleetwood that we have been put on the Heritage at Risk Register.

Interviewer:

A Conservation Area is this?

B Speaker 6:

It's a Conservation Area, the whole town has got quite a lot of heritage which is now on the Heritage at Risk list, register whatever. We have approached the Council to say, "We would be very happy to work with you, looking at these buildings, we've got a lot of knowledge on these buildings" etc. The Council have more or less said, "It's nothing to do with you", they're not interested.

B Speaker 5:

In fact, we've had no contact.

B Speaker 6:

We've not even had replies, have we? When we've approached them, this is the attitude we get and also, we don't have a Conservation Officer –

B Speaker 5:

It's Chorley he comes from.

B Speaker 6:

- so you just feel like you're battling all the time.

(0:27:00)

B Speaker 5:

But, when you get the plans, as [name] is saying there, when they get the planning applications that are coming in, we've got one in at the moment and I'm trying to get it called

in, but can I get a Councillor? I can't do that because they're on the planning, I can't... but it's the principle of the thing, that you've got to be careful how you word what you want to say, "Well we don't like that there, but please build something because it's an awful mess" if you know what I mean? And, it gets very difficult that they don't accept the environment towards it. (Overspeaking)

Interviewer:

So, I'm getting a sense of some of the issues. I just wanted to see – you've mentioned Heritage at Risk, you've mentioned Conservation Areas, Local List and national listing, anybody used or come across an HER? Historic Environment Record?

B Speaker 1:

Yes.

Interviewer:

So, you've used it or just know it's out there?

B Speaker 1:

Well, we've referred one or two things to it (inaudible 0:28:09) to be recorded but that's normally something where it's seriously under threat and you want a photographic survey in this case which needs to be lodged with the HER.

Interviewer:

And, not so much from the other two? No. Okay, cool.

B Speaker 2:

We hadn't done anything with regard to that in Blackpool, but what we have done at the request of the Council is to do an assessment of the – a Conditions Survey of our Grade II listed buildings and the Council then is going to use that to produce its own At Risk Register for the Grade II listed buildings and [name] and my husband went around taking photographs and doing assessments. Our Conservation Officer produced a pro forma for us to use, so again we're working with the Council here and so they want to have a clearer idea of...

B Speaker 5 or 6:

[name] you do have your – Fylde do have their own Conservation Officer, don't they?

B Speaker 1:

Well, she's a Conservation Planning Officer so

B Speaker 5 or 6:

Do you still have Rob? Rob Clewes?

B Speaker 1:

Yes, but he's not there as a Conservation Officer.

B Speaker 5 or 6:

Because he was the only one that we had in Wyre of course.

Female:

He was very good. He's good is Rob.

B Speaker 1:

He didn't take that job as a conservation officer. We do talk to him a bit, but he's not there as a conservation officer.

B Speaker 6:

That's a shame.

B Speaker 1:

Well, it's all about pay scales.

B Speaker 5:

Of course it is.

B Speaker 1:

So, I was starting to tell you about our Local List.

Interviewer:

Yes, pick up where you left off.

B Speaker 1:

Yes, so we've been putting pressure that we want a Local List, just like you have and over the years as well, we've been trying to get the Council to set up the Conservation areas and they haven't set up in maybe 20 years or so and so we've done stuff, we've got the same replies as you were getting for ages, we put stuff on discs, presented it to the Planning Officers, they put them in the drawer and never looked at them and there was a series of quite aggressive Planning Officers and lack of interest in the elected members, if you've got that it's fatal; it's useless. So anyway, we continued to put pressure and then we got this legacy, so we were just thinking, "What are we going to do with this legacy?" so, a good way to spread it through the town because it wasn't specific would be to actually, "Let's have a Local List" and there

were two ways we could have done that. We could have employed a consultant to do it or we could employ a person to do it, but of course, as you say, we had to have the agreement of the Council to go with it. So now, we've got a Senior Planning Officer who is totally in agreement with us now and another one, Catherine Kitchin, who is the Conservation Planning Officer, is also brilliant, so the two of them are really good, so it's only because we've got them we've got anywhere at all, but he was bothered that if we went ahead with this, because we were prepared to commit some money and most civic societies haven't got that sort of money, but most of the administrative work still has to be done by the Council; you can't actually do it. You can provide all the backup, you can do all the research in the world but (overspeaking).

B Speaker 1:

Yes, they have to write the letters to the owners, they have to have the expert panel to – or however you do it, to actually decide what they're going to adopt, then it has to go to the Planning Committee, it has to go through the Council procedures; civic societies can't do it on their own, however much work they do. So, they said, "Well what we need first, before we start" and I think this is very sensible, "We need a Heritage Strategy" and then the Local List and all sorts of other things will sit under that and so that took him a while to do but he wrote a Heritage Strategy, it went through all the procedures in the Council, it was adopted by all the relevant Councillors and all the rest of it, adopted by the Planning Committee, he got speakers in all over the shop to try and educate the Councillors and he went to a huge amount of trouble and it sailed through. So then, we decided the best thing was to employ Blackpool's Conservation Officer, Jan, to actually do our Local List and so we paid Blackpool Council to the sum of £12,000 on the dot, £12,000 we voted, and that got the list done for Lytham St Anne's and there was a bit of a fuss to say, "What about the rest of the borough?" but then Kirkham has a town council, "Well they've had to fund it, you'll have to get funding" and then Paul Drinnen got a bit of funding from somewhere else but one of the important things is that we definitely kick started the process for the whole of Fylde and thereon with Kirkham and Singleton and all these places round about now.

B Speaker 5 or 6:

It's having your proactive Officers (overspeaking).

B Speaker 5 or 6:

It's having officers.

B Speaker 5 or 6:

Basically, you can't go anywhere without that at all, we don't seem to be having it and the Planning Officers are changing and the Planning Committee are changing again and you can see by attitudes (overspeaking).

(0:34.00)

Female:

We're short of Planning Officers. Jobs have been offered for ages and they've just not got any takers.

B Speaker 1:

No, but you see we were saying to the Officers of the Council and one or two Councillors if we can get hold of any, "We are offering you money here; we're offering you money, what are you going to do about it?"

B Speaker 5 or 6:

Well, that's a great benefit that you were able to do that. Well money doesn't come the group's way very often, does it?

B Speaker 2:

Just to reinforce the message about the importance of a single individual, in Blackpool, as well as having Jan, the mover and shaker is Carl Carrington actually and Carl was first of all employed as a Built Heritage Manager when – well, first of all he was employed when Blackpool got Townscape Heritage Initiative money for shop fronts and then when the local authority in 2010 was given money to buy the – was it leisure parks then, wasn't it? Leisure parks properties, the tower, the winter garden, other bits and pieces, he had responsibility for all the built heritage. But Carl has been promoted and promoted. As the Council's workforce has shrunk, he's been given additional responsibilities and they call it promotion. But, he's now in charge of all the Planning Department; there's a Planning Officer but Carl oversees that and so we're extremely fortunate that we have somebody whose passion is heritage and he has that key role and you could see that in the way that he managed the process when our Local Plan expired, I think it was 2015/2016, something like that, and the Local Authority instead wanted to adopt and create a Strategic Plan but the first aspect of that was what [name] was talking about a minute ago; it was a Heritage Plan and so the Heritage Plan was the first part of the new overarching Strategic Plan and –

B Speaker 1:

That's unusual.

B Speaker 2:

Yes, and he involved us in it because he asked me to organise meetings with everybody involved with heritage in the town and so we talked about the importance of our historic heritage, our history as well as the historic buildings and so that provided the lynchpin for everything else.

B Speaker 5 or 6:

Well, we started a similar situation when Rob was at Wyre.

B Speaker 5 or 6:

We had a Heritage (overspeaking) but as soon as Rob left, that was it, it's gone and we still haven't got yet approved the Planning Policy for Wyre, when the planning goes in and it's in the NPP, whatever you call it, and you look at this, that and the other, we haven't got it in situ yet, so anybody can come and say, "Well it wasn't there, we can do".

B Speaker 5 or 6:

Plans are just getting passed and passed and passed, aren't they, because there's nobody there with any knowledge and...

B Speaker 4:

There isn't a standard way for local authorities to work nationally; it's idiosyncratic to what the local authorities (inaudible 0:37:25).

B Speaker 5 or 6:

Well that came out didn't it, at the North West ACT(?) while we were there that the groups that we were in, that North West, well one said this and one said that, "Oh no you can't do that", "Well, we'll be flexible on trying to do that" which you can then preserve something because somebody will go and say, "Oh yes, I want to go and buy X and it's in a bit of a state and we can do this, this and..." "No" but you can go in and say, "Well can we do -?" "Well, you might not be able to do this but you could do that and it would still save – you can get a bit of modern in to a bit of something else" but if it's cut and dried and they've read it that way, that's it. So, it's not easy to pull it over and Carl has – when we've seen him several times, "Well if you want any help that's fine" I said, "Yes but you're cutting across Councils" as you did there when you got yours and you negotiated for Jan and things like that, it's not as straightforward as people seem to think it is.

Interviewer:

So, what do you think about National and Local Lists in your areas?

B Speaker 1:

In what sense?

Interviewer:

Well, let's start with the form that each of them takes in accessing that information and knowing that things are listed and what's important about them?

B Speaker 1:

Well, with our Local List, it's recent so everybody's had a letter and you also get a little certificate, a little fancy certificate to make the point which I thought was quite a good idea really, but it's on the website and whether it's in the Land Registry, I can't remember, because that's where it needs to be because then they can't say when they buy their house, "I didn't know".

Interviewer:

No, any Article 4 Directions on a Local List will normally but – the Local List isn't normally.

B Speaker 1:

I know, Article 4 will be. No, it isn't normally but there was some mutterings about doing something.

B Speaker 5 or 6:

But, quite a lot of – I think your area was first in Blackpool and Wyre and Lancashire was quite late when premises were changing to going on to Land Registry anyway, so there's quite a lot could go through that that you'd never know, if you see what I mean? Going back in to history, unless you see your own deeds and all that sort of thing.

B Speaker 5 or 6:

And a lot of places weren't registered. It was only when houses came up for sale that it was realised that –

B Speaker 5 or 6:

So, it could defeat itself but it could enhance in other areas, that's the thing.

B Speaker 2:

Well, one of the things that I found, there's a difference in the information available to the public between nationally listed buildings and locally listed buildings. So, Blackpool Council

on its website and we also put it on our website, we list and describe and have photographs of all of the listed buildings in town, but unless it's changed on Blackpool's website, certainly whenever I've looked at the Local List, they had street by street addresses and that's it; there isn't any description or definition of what (overspeaking)... why anything is locally listed.

B Speaker 3:

That hasn't changed (overspeaking). No.

B Speaker 2:

So, it's easy for anybody to look up nationally listed buildings but if you're looking up a locally listed building, you've really got to go to the address and have a look at it yourself.

B Speaker 1:

(Inaudible 0:40:36) That could go on your website thought, couldn't it?

B Speaker 2:

I can't remember if we've got it on our website, but the Council certainly has got it on –

B Speaker 3:

I don't think we have.

B Speaker 2:

No, the Council has got the list but it's simply an address and it doesn't tell you either –

B Speaker 5 or 6:

So, what's significant (inaudible 0:40:57).

B Speaker 2:

It just says (overspeaking) Number 2 Church Street.

B Speaker 1:

Have you not got copies of the data sheets then?

B Speaker 2:

No

B Speaker 1:

Because each of our buildings has got a data sheet with a photograph.

B Speaker 2:

No, but the library has. The Central Library in Blackpool has a local history section and what Jan did, because we worked as a team, Jane Cresswell and the previous – not Andrew, Bob

Tasicker(?), the previous Planning Officer of Blackpool Civic Trust and Alistair Baines, a private architect, provided the group that went around looking at them and the sheets that they did were then all handed over to the library, so I suppose somewhere or other you could find them.

(Overspeaking)

B Speaker 1:

But they do need to be accessible though, don't they?

B Speaker 5 or 6:

Yes, but it wouldn't necessarily – if you're looking to go in and you see your solicitor and you want to (inaudible 0:42:00) property and that sort of thing, you wouldn't say, "Oh, I've got to go to the library" to find the information. It's not there in your face when you ask for searches or something like that and that doesn't come up on that either.

B Speaker 2:

I actually assumed that they would be in Jan's office and she said, "No". (Overspeaking and laughter) As they were done in three ward batches she then handed over the information. When Toni Sharky (?) was in charge of the local history library, she would hand them over.

B Speaker 4:

(Inaudible 0:42:34) What is it that Jan will have given me, because I've got mounds of files relating to the Local List.

B Speaker 2:

Oh, well I haven't got the foggiest. Anyway, if you've got them, I want them.

B Speaker 3:

We want to have a look at them to see what she's got, don't we?

Interviewer:

Do you think both national and local listing or one or the other, do you think they're important?

B Speaker 1:

Of course they are.

Female:

Yes.

B Speaker 1:

Yes, but then of course the – to some extent the local listing's importance is relatively untried, because I think you've lost a couple, haven't you?

(0:43:00)

B Speaker 2:

Yes, and interestingly there's a reference to protections or rather lack of them in the local list in the – I'm sure there was a reference in the recent discussion on NPPF, but Jan Creswell, bless her cotton socks, she's a real – we had two excellent officers with Jan and Carl. Jan has produced an advice note, I say "note", it's several pages long, a document, advice document, for the owners of locally listed premises. She sent it to me for comment, there were just a couple of little bits that I commented on, but I did say to her to defer submitting it to Committee until the Government responds to the latest consultation on the NPPF because there are references in there to historic premises and it seems, if anything, to be downplaying some of it and so I said to – because she has a section in this document that she's produced, quoting sections in the NPPF and I said, "Just hold your horses, that might be amended" because the Government – the Government actually has said it was going to produce its report before Parliament rose this month. Now, I can't see that happening.

B Speaker 5 or 6:

Especially if they're rising early, yes.

B Speaker 2:

But, once that is published, that will be, that is a very useful document for both the people who own locally listed premises but also civic society members as well. But, that's because we've got a proactive Conservation Officer.

B Speaker 5 or 6:

Well, this is the problem.

B Speaker 4:

From a Blackpool point of view, do you think that when they buy leisure parks, that has been pivotal in terms of how they've changed because they behave differently...

B Speaker 2:

Oh yes.

B Speaker 4:

In my view, living back in the town as I'm working away, it's noticeable a big change.

Interviewer:

Why do you think that is?

B Speaker 4:

Well, because they own the tower and the Winter Gardens which are pretty important buildings to Blackpool, it took on a whole new meaning because part of their *raison d'être* in buying those buildings was the preservation of them. So, I'm just looking at other local authorities who've had to sell off their assets, so even Birmingham having to sell the NEC to bail themselves out from their problems, that's just archetypal of what local authorities have had to do to make ends meet.

B Speaker 2:

But, the advantage that Blackpool had back in 2010, was that they were more or less given the premises but then, because a lot of work needed to be done, Blackpool was the beneficiary of substantial grants, a mixture of European money, dare I mention Europe, European money and North West Development Agency. Again, the North West Development Agency had a key role in protecting a lot of our historic assets and that's disappeared –

B Speaker 1:

Yeah, it's gone.

B Speaker 2:

- and as well as some of their own money and you saw that they immediately invested in the entrance into the Winter Gardens from St John's Square. So, the Floral Hall, there is now a wow factor when you walk in, where eight, nine years ago, well you'd walk in and it was –

B Speaker 5 or 6:

“Where am I?” yes.

B Speaker 2:

Yes, and it was horrible, but Blackpool also knew that it couldn't run these new establishments, so it created – well, it created first of all a wholly owned Blackpool company to run the Winter Gardens but then it advertised and Beckwell(?) then took it over, the running of it and of course brought in Merlin to run the Tower and the Sea Life Centre and –

B Speaker 5 or 6:

But, Blackpool, as you rightly said right at the beginning, is unitary. So, anything that Blackpool wanted to do is fine. If Fleetwood wanted to do anything, you've got to say, “Well

are we going out to Garston? Does it cover this? Does it cover that?” So, if you’ve got that much to spend, you would spend that. Fylde did exactly the same, “We’ve got that much” but it only comes down to that much because, “Oh well we’ve got to spread it out and what about my section?” So, advantages yes, disadvantages for us in Lancashire I think.

(0:47:45)

B Speaker 1:

But, you’re quite right, Paul Drinnen, the officer at Fylde, he really wanted to make every locally listed building an Article 4, because that’s the only way it’s really going to work.

Interviewer:

For demolition was that? Or for more things?

B Speaker 1:

Well, we didn’t on the whole, we didn’t include listed buildings in the Local List but we did include buildings within Conservation Areas where you need permission to demolish anyway. So, of course the most important ones are the ones that only get caught by Local List; they’re not caught by Conservation Areas or anything else.

B Speaker 5:

It’s a difficult issue whichever way you look at it really, isn’t it?

B Speaker 6:

We’re fighting one at the moment that is in the Conservation Area but is not listed. We would like to hang on to...

B Speaker 1:

They can’t demolish it, because it’s in a Conservation – well without permission.

B Speaker 6:

They haven’t put the planning permission in yet, but we’ve had meetings with the company and the owners but they’re – it’s just everything comes right down to money.

[B Speaker 3 leaves group]

B Speaker 4:

The issue about money when you look at the levels of redundancies that local authorities face to try and provide services; each of the departments is running on a shoe string.

B Speaker 6:

No, this is a private business, but they just say, “It’s cheaper to knock it down and build what we want which is a block of flats for elderly people” and we are saying, “You could at least preserve the frontage; the space behind it that’s unused, fine” but no, it’s too expensive to do that. And, because we haven’t got a Conservation Officer, if this goes in to Planning, it will not be picked up because there’s nobody on the Planning Committee which come from Garstang and Polliton(?) and everywhere –

B Speaker 5:

All over.

B Speaker 6:

- that have any concept or affection for the building and we say this building, it’s not a Victorian building, it’s built in the 1930s.

B Speaker 5:

But, it’s distinct.

B Speaker 6:

But, it shows the progression of the town, from the Victorian as it was built outwards and as the town developed and we would like to hang on to that, but it’s cheaper to knock it down.

B Speaker 1:

Well I think that Historic England, I get the impression they’ve been very aware of the fact that there may shortly be no 1960s buildings left anywhere, so they’re listing them, because nobody likes them but then you need something representative, don’t you?

B Speaker 5 or 6:

Yes, and you’ve got to look forward to some degree but there is modern and modern, that’s the problem, it’s got to tie in to –

B Speaker 5 or 6:

Comments that we’ve had in the past that, “You’re resistant to change”, so we’re not resistant to change, we just don’t want change for change’s sake and if there’s a possibility of hanging on to what was the original plan and keeping what we’ve got, then we would prefer to do that.

B Speaker 1:

Well, I just would like to say that we feel we have three main aims. The preservation of the buildings and the preservation of open spaces wherever possible and the viability of our town centres. Now, the preservation of the buildings comes in to the viability of the town centre to me, because you go in to Lytham and you think, “This is nice”, well it’s not been knocked about until we started getting these awful conservatories; largely, it wasn’t knocked down because it was left to moulder in the 60s, so there’s only one chunk of building that was taken out. So, you can be accused of that but when those buildings are in the town centre, I do actually think that you have a stronger case for keeping them because that’s part of the ambience, the thing that people identify with; it’s so much more important when that building is part of the whole which is the Conservation Area. But, they don’t see it like that, they just think, “Oh that’s not very nice, we’ll put a better one in”.

B Speaker 5 or 6:

And, that’s where we could fall foul in Fleetwood in the town centre, if you could call it – or the main street shall we say? Because there’s a lot of empty premises which are suffering very badly and they’ll say, “Oh well we can’t do anything with that because it’s gone too far and damp and it’s got this and that and the other and the windows are all smashed; we’ll just take it down and build new”. So yes, it’s using something but it’s losing what was the concept and you can still do something new in that concept without all this monstrosity stuff.

B Speaker 1:

This really ought to matter and it doesn’t seem to, but if that same building you’re talking about was out in the suburbs somewhere, okay it would still have merit presumably but not as much merit as it has in the town centre. So, we always say that part of our brief is very much the viability of the town centre and the community identification with that centre and I do think that that comes with old buildings. Or if they’re all Art Deco or something, they don’t have to be 19th Century, it could be – Blackpool has got a wonderful Art Deco heritage.

(0:53:30)

B Speaker 5 or 6:

We could say the one that [name] cited is Art Deco (overspeaking).

B Speaker 5 or 6:

There’s so much already gone from the town centre.

B Speaker 1:

But you see Morcombe was left to moulder for a long time but it still can do a good Art Deco tour; they've still got it.

B Speaker 2:

Blackpool Civic Trust gives out annual awards and we give out an award to best new build. Actually, we haven't done it for the past two years because there hasn't been any good new build, but we make it clear to people, we're not just protecting the past and our heritage, we are about making sure that future design is of a high quality and fits in to the rest of Blackpool, because we have lost an awful lot, because Blackpool's motto has been progress and progress to many people is knocking down what was in the past.

B Speaker 5 or 6:

Well, it's like ours, our motto is "onward"; that's Wyre's motto, "onward".

B Speaker 2:

I've got an example of how you can – how easily you can lose a building, because we haven't mentioned Assets of Community Value and designating something as an ACV is also a way of protecting it. It might not have the same heritage value, but it has a community value –

B Speaker 5:

Slows it up.

B Speaker 6:

-that can work two ways I reckon (overspeaking)

B Speaker 2:

But, what happened with the very first one that I did, the Comrades Club, Comrades Club had a wonderful history going back – well, it was originally a building that had been – well a home and then a school and then it became the Comrades Club after the First World War, but it folded just at the same time as I'm putting in an Asset of Community Value on it and the owners went bankrupt and the doctor's surgery next door bought it to knock it down.

B Speaker 5 or 6:

"Oh, we can go in to this, we can do this, this and this".

B Speaker 2:

And they were told, “No you can’t knock it down because it’s an Asset of Community Value, you’ve got to (inaudible 0:55:47)”, but what they did was then to leave it for two or three years, kids are getting in – well, everything was stripped out.

B Speaker 5 or 6:

Because the ACV was a time limit, wasn’t it? Six months?

B Speaker 2:

No, no it was five years. You have to create one within six months but –

B Speaker 6:

No, that’s the other one.

B Speaker 1:

I thought you got six months to buy it.

B Speaker 6:

Yes, there’s two, isn’t there? What’s the other one?

B Speaker 2:

There’s a time limit within which you have to get it registered and then if it comes up for sale, you’re offered the opportunity to buy it and you’ve got – I think you have to make an expression of interest in about six weeks and then you’ve got – but then, I think it’s six months altogether in order to put a deal in.

B Speaker 1:

You haven’t got long.

B Speaker 2:

But, what the doctors - and don’t repeat this, as far as I’m concerned, they were not bothered that it was being vandalised and what happened at the end of it? It was burnt down.

B Speaker 6:

I wonder why. (Overspeaking)

B Speaker 1:

That’s a classic approach.

B Speaker 4:

That's exactly what's happened to a number of buildings. You've got to look at South Promenade and North Promenade will go exactly the same way.

B Speaker 6:

We nearly lost a good building because of one of those. The Mount Methodist Church, the Methodist Church decided to move out. Now, there was somebody in town at the time who wanted to start a community hub and he was – how can I say it, a bit airy fairy, so he put one of these Orders on the church to give himself a chance to raise the money. Now, in the meantime, the Emmanuel Church were trying to buy it to keep it as a church in its original 1905 build, beautiful, and well, we think it's lucky, luckily for us, this one who put the Order on it didn't manage to raise enough money but it took years and it could have all been sorted within that – if he hadn't put that Order on and it took over two years, didn't it, for Emmanuel to actually buy it.

B Speaker 2:

I had exactly the same situation over the Stanley Arms, the – what was then the Blue Room. It had been closed for two or three years and a couple of men who were originally from Blackpool but who were working in Manchester, wanted to register it as an Asset of Community Value asked for my support so I said, "We'll all work together; I'll put it in under my name". I'd no sooner completed the process than I found out that Robert Winn and Gaynor Winn who own quite a few pubs and things in town and who are very good, they were – they themselves had put a bid in and they – but like anybody, they negotiated a financial package to buy this building –

B Speaker 5 or 6:

By which time –

B Speaker 2:

Well, it was kyboshed, wasn't it? Because then the two fellows, because we'd made it an Asset of Community Value, the two fellows who'd come to me said, "Oh we'll raise the money easy peasy", well six months later they had not raised the money easy peasy thank you very much. One of them was from Hebden Bridge and he'd done exactly the same in Hebden Bridge but Hebden Bridge is very different to the centre of Blackpool and he'd raised the money to buy the pub.

B Speaker 5 or 6:

Well, this particular person that we're referring to had gone around quite a few of the premises in Fleetwood, not quite getting the same ACV on it but –

B Speaker 2:

In the end, six months went by and the money was not raised and I said, "Blackpool Civic Trust is not going to try to do anything here, it's these two chaps" and then Robert and Gaynor came back to the owners with a new package and they'd made a beautiful job of – it's now the "Brew Room" rather than the "Blue Room" and it sells – they've created –

B Speaker 5 or 6:

But, they've done quite a few in Blackpool and they know the heritage that Blackpool has and they're prepared to put it in, in the package, to make it as best they can.

B Speaker 2:

But, the moral of the tale is Assets of Community Value can work very well, but they can sometimes kybosh everything else (overspeaking). Because interestingly I went – I was speaking in Rossendale and Cathy, because Cathy had invited me over to speak to the Rossendale Civic Society and so she was showing me around and I can't remember – I think it was in (inaudible 1:00:43) she said, "Look at that building" and it was a historic building but it had deteriorated, it was in a state of disrepair and she said, "But, we are not going to put an ACV on it because we don't think that it will do any good because we don't think there's anybody – " well the local society, civic society, couldn't raise the money and she said that they steer clear of Assets of Community Value but York has a pub that was registered as an Asset of Community Value, money was raised and it was bought. So, it's horses for courses; it can work in York, it can work in Hebden Bridge, but not in Blackpool and not in Baycup(?).

B Speaker 5 or 6:

Not in Fleetwood either. We were lucky that Emmanuel stuck with it.

B Speaker 2:

No, the Localism Act created some opportunities for local communities but it depends very much upon the nature of the local community.

B Speaker 5 or 6:

And where it is makes a lot of difference.

B Speaker 2:

Can I just say something else which is more depressing really? (Laughter) Everybody sitting around this table cares about the heritage of the area that they live in, but an awful lot of people out there don't and one project that Blackpool Civic Trust had last year was – in fact it was the year before, was to paint one of the Promenade shelters because they'd been deteriorating and now, along the tram track, you've got the modern tram track and you've got modern tram stocks. Behind them, towards the sea, you've got a series of Prom shelters, some of them are listed and some aren't and we were painting one that was listed and it took us forever, but the number of people who walked past and said, "Well what are you doing?" and we explained, "Oh well just knock it down, look at that modern one, it's a lot nicer!" Well, my dear darling husband just happened to know that that particular tram shelter had actually been partially – well not demolished, some of the glass had been blown out in a high storm and he turned to this – it was a couple but it was the woman who was peculiarly nasty, he said, "This has survived since the 1920s and that one didn't survive more than a few months after being first build" and he said, "We're preserving it". But, there are a lot of people like that and we have to be aware; we have to make the case for our heritage and there's a lot of people who are not interested –

(01:03:30)

B Speaker 5:

And, very often (inaudible 1:03:35) tastefully done, can do it; it's not a case of let's demolish.

B Speaker 6:

It's like we were saying before, aren't you, that I don't know I've lost my thread now, it went... (laughs)

B Speaker 4:

I think the point that was made earlier about the difference between the three areas; Blackpool being a compact unit because I'm going to go back to when I worked in the town, it still was a compact unit, but that word "progress"; there has always been progress but it has always been sensible progress, not revolutionary.

B Speaker 1:

I don't agree with the word at all you see. I have a book at home called 'The Idea of Progress' which is a philosophy of the idea of progress; I don't go with it at all. I think there's a necessity of change but I don't believe in progress, I don't think it ever happens.

B Speaker 4:

Different words and different things.

B Speaker 5 or 6:

Different interpretations on the whole of the concept of heritage anyway (overspeaking) people think, “Knock it down” and it’s the Council that think it.

B Speaker 2:

Well Chester wouldn’t have survived without the Civic Amenities Act that set up Conservation Areas because they were about to drive a massive road through the centre of Chester.

B Speaker 5:

And also, when the programme was on the television it was about heritage and planning and all that sort of thing and they cited Chester there, where they were going to build this new monstrosity within these small cottages and things like that and it was really interesting to see how the interpretations come from different angles. Because you would assume Chester goes back to the year dot and it’s got to stay as it is but there are some things that can fit in to that.

B Speaker 2:

I listened to – they were fascinating, Chester Civic Society organised an event last year for the Conservation Areas, Big Conservation Conversation that Civic Voice was having and I was invited to speak but what I found the really interesting thing about that day was that Donald Insall was seated next to the Planning Officer of Chester back 60 years ago when Donald Insall was a young architect, the Planning Officer was a young Planning Officer and between them, they produced a report to make virtually the whole of inner Chester a Conservation Area within the terms of the new legislation and these were then – Donald Insall must have been 90 if he was a day and I think the Planning Officer was not much less than that and it was just fascinating listening to these two elderly gentlemen talking about their passion for the city and how they were using their skill and expertise 60 years ago, to protect and preserve and develop it.

B Speaker 5 or 6:

It would be interesting to get Claire back when – not being funny here but when she makes our age, to see what her response would be like we’re talking about it now, if you see what I mean and to see what the response would be then as to how it’s coming along (laughter).

B Speaker 5 or 6:

I'll be there, sitting on the –

B Speaker 2:

But you see it's interesting, there are some towns and cities that have an historic past that goes back countless centuries and sometimes they are far too prescriptive about what can be done in their areas and then there are other towns and cities who would happily bulldoze everything down and you have to have a balance.

B Speaker 5:

Yes, you do and this is what [name] was saying, you've got to have some – if you don't like the word "progress" but you've got to think of something that is modern within a replacement build.

B Speaker 6:

Things are happening now that – ten, 20 years ago, it was all bringing these supermarkets in and that's destroyed all your town centres and now they're looking at it and thinking, "Where did it all go wrong?"

B Speaker 1:

Yes, well when you talk about balance, I think the point of a conservation movement, the point of a civic society is to try and redress the balance and I think we're in danger sometimes of actually being too sympathetic to change, because we get attacked and accused of being backward and all the rest of it all the time and so it tends to make us go the other way a little bit and the consensus moves rather in the wrong direction I think.

B Speaker 2:

But, that's why you need to know when you pick your arguments.

(Short interruption 1:08:28)

B Speaker 1:

But, so I think there's definitely an argument for when you're putting a view forward, to be a little bit on the purist side because I've explained this to one or two Councillors now and again who say, "Well what are you saying? You can't do that" and I always say, "We are very conscious that we do not make the decisions; you're the Councillors, you're making the decisions, so you need to listen to the developer but you also need to listen to us" because if we're being sympathetic to the developer, as though we were making the decisions, then it's not going to help.

B Speaker 2:

You see it's interesting for us in [place]; we've all been saying that we have a good relationship with our local authority and indeed we do, but we also need on occasions, just to sometimes challenge them as well because we have to make sure that – we are working with them on our terms, we're fortunate in having two individuals with whom we nearly always agree, but we need to have a backstop that says, "Our views may not always coincide with yours because the local authority has a wider remit than we have and we need to look at where we stand in something".

B Speaker 1:

You need to keep true to what you're really thinking and not just think what they might agree with, I do feel.

Interviewer:

You mentioned – [projector has been turned on]

B Speaker 2:

Is it time for choc ices... (inaudible 1:10:18) (overspeaking). Cinema!

Interviewer:

Oh, I see! I was going to ask you, as you mentioned ACVs, whether there were any other things that have changed how your civic societies work or anything that you've seen change about heritage protection in the last five maybe ten years?

B Speaker 2:

I don't think I've seen things that have changed but I think the Localism Act raised the hopes and expectations of local communities that they would have a much bigger say in what was happening in their areas, but that has not happened and in fact, planning rules have actually gone in the opposite direction. There's been more permitted development and the Government encouraging more development –

B Speaker 1:

Yes, definitely; it was all a big con.

B Speaker 2:

Yes, well I wasn't going to say that, but yes.

B Speaker 5:

But, you've got to push it through, you've got to get all these houses built, you've got to change this and if you've got a building and you want to put it in to flats, you've got to do it because – and that's what – without the thinking.

B Speaker 2:

The Localism Act was all about power to the people but –

B Speaker 6:

The Fleetwood pierside is a good example, isn't it, where it's gone against –

(01:11:50)

B Speaker 4:

That's where there is a number of incongruous things going on. They talk about more power locally but they're not given more money to fund it. So, all it is, it is a fudge to keep the ball moving.

B Speaker 1:

It's just talk

B Speaker 5:

To tick the box.

B Speaker 4:

And, you're not getting anywhere, it's just like walking through treacle.

B Speaker 1:

You can see that both ends of the spectrum with it really because they're talking about more power to local people and then you've got them saying, "Well Lancashire County Council voted against fracking" and various other people have as well.

B Speaker 5:

Gas storage.

B Speaker 1:

But now, the Government are saying, "Oh well, we're going to take control of that and we will decide whether you have fracking or not" so that one's gone and then at the other end of the spectrum, I belong to Vernacular Architecture Group and one of the big threats in recent Cameron legislation, is that you can now – a permitted development to convert small farm buildings in to a maximum of three housing units I think.

B Speaker 5 or 6:

Accommodation?

B Speaker 1:

Because it's affected something in Lytham, at Lytham Hall there's a farm there and all of a sudden right next to the Grade I listed building they put in this notification that this is what they're doing, because, "Okay we're going to have three housing units in these farm buildings, that's it".

B Speaker 5 or 6:

Modern units?

B Speaker 1:

Yes and that is destroying a lot of small farm units all over the country.

Interviewer:

Can I show you something?

B Speaker 1:

Sure.

Interviewer:

So, here are a few things that have happened, you might see these and think, "Oh yes, I know about these". So, one of the things that's happened is the full set of Selection Guides have been completed. Can everybody see that alright?

B Speaker 5 or 6:

A bit better, yes.

Interviewer:

So, this is the Selection Guide for education buildings and there's a set of these books or online guides for different types of building. Have people come across these before?

Female:

No.

[multiple 'no's']

Interviewer:

[scrolling down PDF of Selection Guide]They look roughly something like this. I'm not expecting you to read this but so you get a run through a summary of building types, so this is

for both schools and university buildings and then it runs through specific considerations for things you might find within those buildings or things about their significance. So, you can see those PDF documents online that look something like this and you can just see it just runs through different building types and moves on to the universities by dates as well. So, there's that and then so the specific consideration part also tells you information about what's likely to be list-able and what's not. So, have any of you used those or had need to use them?

(01:15:30)

Female:

No.

Interviewer:

Do you feel like you would use them?

B Speaker 6:

Knowing what you can and what you can't list would have been a – given some ideas.

B Speaker 4:

If I needed to use something like that, I'd be having a conversation with the Council before –

Female:

Yes.

B Speaker 4:

The big difference is that if we get in to anything that was slightly controversial, we're more likely to have a discussion with the Council.

B Speaker 5 or 6:

Yes, well you know you can go to the Council. We're stuck before you start.

B Speaker 4:

And, they would set out their position for us to go away and to consider, which is a huge advantage.

B Speaker 6:

But, that could be useful to us in giving us ammunition for want of a better word to take to the Council.

B Speaker 1:

Yes, anything like that is useful.

B Speaker 6:

To show that we know what we're talking about.

B Speaker 1:

If you know it's there, but –

B Speaker 6:

It's knowing it's there.

B Speaker 1:

-English Heritage or Historic England haven't always had a lot of contact with civic societies. I went to – just before they split off, I went to a meeting in Manchester where they were discussing what to do about splitting off and they invited some civic societies to go along. I don't think you were there but I went along with somebody else from our group and it was very useful. I forget the name of the – it was a double barrelled name, I forget what... But, they were even discussing, "Okay, what shall we call the new group?" I suppose it was always going to be Historic England but they were discussing all aspects of the way they were going to do this and one of the things they were thinking of doing was developing closer links with civic societies, because they're very much the people who do this sort of thing on the ground and it was agreed by everybody around this rather large table, "Yes, that would be a very good idea" and we said, "Well that's an excellent idea" but I never get anything from Historic England. I do actually, in a personal sense, it comes to me but nothing – because and I'm a member of English Heritage as well, so I get as much information coming in as possible, but nothing comes to us –

B Speaker 5 or 6:

As a civic society.

B Speaker 2:

Can I just add something to that? Because Historic England actually work very closely with Civic Voice and through – Civic Voice will often send things out that are to do with Historic England, some advice notes and the like. So, because in fact Deborah Lamb, the CEO, attended our award ceremony, the Civic Voice Award Ceremony in London last Thursday and presented one of the awards and she's one of the guest speakers at the conference in Birmingham. But maybe then that's something that Civic Voice needs to look at, how it can be a better conduit (inaudible 1:18:41) civic groups because it does it the other way around. Civic Voice sends out regular questionnaires to its member societies saying, "What are the

key things that you're interested in? What are your issues?" and then – (overspeaking) no I don't -

B Speaker 1:

They keep on asking us the same questions [name].

B Speaker 2:

I know, but actually it informs what Civic Voice does and then in turn –

B Speaker 1:

Yes, well obviously those guidance things we need to have.

B Speaker 2:

Mind you, maybe it's a matter of alerting societies to go on the Historic England website, because I went – no, it wasn't – because I went on to the Historic England website about listed buildings because there was a bit of a kaffuffle about the Pleasure Beach, was it five rides, somebody had got them listed and –

B Speaker 4:

The Mouse is one of the ones they (inaudible 1:19:50).

B Speaker 2:

Yes, and the Pleasure Beach objected and so they appeared on the Historic England website and then they disappeared. Now they are back on and so we've got these additional "listed buildings" in inverted commas, but just looking at schools because you were talking about school advice, I don't know what date that guidance note is, because in previous years when we had "Building Schools for the Future", there was guidance about building schools for the future, but there was some really spanking good – I shouldn't say that (laughs) – very good schools being built on the Building Schools for the Future, lots of innovative design. Now, we all know that the Department of Education has reduced the amount of money and has given very clear guidance to schools and academies and whoever runs them now, about what they – what sort of schools they should build and they are boring boxes and the Government only pays for the teaching spaces. It goes back to John Major's Government, they did exactly the same and so we – I have to say, we as a Society, when we saw the new collegiate school being built, we knew it was going to be a box, a Spire Academy as it is and so there was very little that we could do. So, I just wonder how up to date some of those guidance notes are.

Interviewer:

Those weren't guidance notes for new development, sorry, they were listing selection guides.
(Overspeaking)

B Speaker 1:

But, it applies to both, it applies to anything, we need to have it. I was asked to contribute to a guidance note they were going to do on suburbs and so I did that, I replied, that was some years ago, but they never sent me a copy of it or anything. I suppose they've got one on suburbia, have they?

Interviewer:

I'm not sure. Have you got time for one more or -?

B Speaker 4:

Yes, in terms of where we are and whether we're staying in or coming out of Europe and probably the answer is coming out but that's not a political statement, but in terms of it, there's an opportunity as we come out of that situation about reinforcing what is needed in the UK from a planning point of view and how that is going to work. Because there isn't unity in how we're operating at the moment and I think we need to look forward to how we're going to get working in – so they're working in a similar way in Lytham as they are in Blackpool or in Bath if you see Bath as being a good example because the differentiation of how it all operates; planning is a national issue.

B Speaker 5 or 6:

It is, but it depends where you are.

B Speaker 5 or 6:

It's also very personal, isn't it?

B Speaker 1:

It's about the people.

B Speaker 5 or 6:

Yes, you can have two things in Wyre and they're treated completely differently and they shouldn't be, but it depends which person deals with it.

B Speaker 4:

It's about consistency.

Interviewer:

On a different note, have any of you heard of “Enriching the List”?

(01:23:18)

Female:

Yes.

Interviewer:

You guys have? You not so much? So, I’m just on the Historic England website under “Search the List” and I’ve searched for Blackpool Tower, using the postcode, because I know – I’ve had a look previously, this is the normal list description, so you get the normal stuff about when it was first listed, ’73, and amended in ’83 so still a fairly old listing. You get the name and you get the description here but now, if you scroll down to the bottom of the official list, that’s a map record, you have that line that says, “End of official listing” and then this purple banner says, “Your contributions” and if you sign in, you can then add things below.

B Speaker 1:

I think that’s a really good idea.

Interviewer:

So, for Blackpool Tower, we’ve got some photographs, photographs of the inside, there’s a photograph 2017 including from the Sky Walk, the great original fixtures in the lifts and the now closed spiral steps to the very top platform and then also the HE Archive had added some information and they’ve got a hyperlink there to link to Britain from Above and they’ve got some more as well, there’s some more photographs here. So, it’s a project where anybody who registers for an account can then add things to that bit below the purple line and it can be photographs, it can be just written text or it can be links to other websites and stuff.

B Speaker 1:

I think that’s a good project for civic societies to take on but quite honestly we’ve already got too much to do.

B Speaker 6:

Is that on for lots of different listed buildings or for ones that are certain listings or -?

Interviewer:

You can do it for any listed building at all; anything on the National Heritage List for England.

B Speaker 6:

So, there should be the initial – the original, when you scroll back up to the beginning, that should be for any listed building in the country.

Interviewer:

Yes, and registered parks and gardens and then you can add any list entry.

B Speaker 2:

Because the advice that Historic England give is that you can't alter the official description of the listing and underneath the official listing, you can add your comments and some people add things that just bring it up to date a bit, like some of those photos.

Interviewer:

Yes, there's another one I might show you just –

B Speaker 1:

But, it is published so anybody interested would be able to read it and I think the impression was that, in the future, when they've got extra staff (laughs), they'll go through it and adopt some of it, but they have to check it out first.

B Speaker 2:

One of the things that I found interesting about the War Memorials Project has been that local civic societies have, in some instances, got their War Memorials listed and in other instances, improved their listing. So, we worked with the Council but I have to say, it really was a Council initiative, it wasn't our hard work, to upgrade Blackpool's War Memorial from Grade II to Grade II* and so –

B Speaker 1:

Yes, well the St Anne's one was as well; that was upgraded from Grade II to Grade II*.

B Speaker 2:

And, I think the one in Rawtenstall was as well, which again, it goes to show that there are good consequences from the initial – because the initial project was to get all war memorials listed within the four years of the commemorations of the First World War.

B Speaker 5 or 6:

Do you think that doing the war memorials has come in a slightly different context that people are going from a military aspect of it rather than we, as civic societies are doing, because of this year in particular, 2018, they're coming in a different angle and they're doing

it. Whether we would gain membership or assistance to progress through all of what the civic societies want to do; they've just focused on the war memorial because it's gone through history, it's their family and, "This is what we've done".

(01:28:30)

B Speaker 2:

Well certainly Civic Voice was the community lead on the War Memorials Project because David Cameron's Government made available – was it about £5 or £6 million out of the LIBOR fine on the banks to 1) set up websites and – but pay for training and Civic Voice has done a lot of training sessions for not just civic societies but working primarily through civic societies but including other groups and – because I have attended quite a few and spoken at quite a few and a group was – it was really interesting the people who were involved and the civic societies tended to look at it much more from the point of view of, "There are all of these war memorials in our towns and we want to make sure that they're preserved" but some other groups were looking for family members and they were interested and some church groups, they were looking specifically at their churches, but – because Blackpool was the first civic society to complete the whole caboodle. We registered all of ours.

B Speaker 5 or 6:

So, we could gain from that to get more under this umbrella from all sorts of things, because they might not have thought about it in the historical heritage other than – we got the Mount Pavilion on to the list, didn't we?

B Speaker 2:

Because again, just looking back at schools, an awful lot of war memorials are lost as schools –

B Speaker 5 or 6:

Develop, oh yes.

(01:30:00)

B Speaker 1:

-and hospitals

B Speaker 2:

and churches that are knocked down.

B Speaker 6:

We're just doing a thing at the moment where we have photographed – we're doing it for our Heritage Open Days Exhibition this year, all the plaques within churches in Fleetwood with the men's names on and the church that – where the plaque is displayed and we're going to put that all up in our exhibition this year in the Mount Pavilion. Because we have something different every year.

B Speaker 2:

Because I mentioned earlier, Collegiate School was knocked down and a Spire Academy built and – but the Collegiate had been the – at the site where the old boys' grammar school, where the Salvation Army is, had moved to and there were still an association of old boys from this old boys' grammar school and by this time I'm telling you, they are old boys and I know quite a few of them and they paid to preserve and to renovate actually a stained glass window which was a war memorial to the boys' grammar school boys and one of those old boys from the grammar school joined Blackpool Civic Trust because of the work that we were doing on the war memorials. So, it's a way of recruiting people as well.

Interviewer:

Sorry, can I just bring you back (inaudible 1:31:40) a second? (Laughter) I know you said it's a good idea; what did everyone else think?

Female:

Yes.

Interviewer:

Yes? And, is it something that you could see yourselves adding to?

B Speaker 1:

Yes, but to some extent, you'd have to have Historic England directly in touch with you, wouldn't you, to get you in to it, don't you think?

B Speaker 4:

I think it would need some level of proactivity to keep it up to date and two way communication. The problem with one way communication is it stops working, whichever way that is.

B Speaker 6:

And the other thing is you could actually have false information going up.

B Speaker 1:

Well yes, but that's a Wikipedia problem. This is the way you do things these days I suppose, isn't it? But somebody else will look at it and soon say it's false information, like they would on Wikipedia. So, I wouldn't have thought that was too much of a problem, would you?

Interviewer:

I was throwing it out to see what other people were thinking (laughter).

B Speaker 1:

Well, we're interested to know what you think as well.

Interviewer:

Well, no I don't think it's a problem actually, it doesn't seem to have been a problem so far and I think the people who add to this are people who are –

B Speaker 5:

Who are genuine about it; it's not something that you can just go on and say, "Well I'll just do this" and you put a comment in about something else; it's not a general subject I would say.

Interviewer:

No, it's a little bit different in that, although it's a Wiki style, it's not like Wikipedia where you might have kids who are just going to go on it. If they're on the Historic England website, on "Search the List", it's not quite the same sort of thing, is it? (laughs) Great, and there was just one more example that I wanted to show you and this is – I don't know how much you'll feel this affects your work, but this is an example of a new listing that uses a power under the Enterprise and Regulatory Reform Act, so this paragraph that seems quite complicated and legal here, that says, "The listed buildings are shown coloured blue on the attached map pursuant to s.1 (5a) of the Planning and Listed Buildings and Conservation Areas Act 1990. Structures attached to or within the curtilage of the listed building, save those coloured blue on the map, are not to be treated as part of the listed building for the purposes of the Act".

B Speaker 1:

Oh right, yes I've seen that.

Interviewer:

So, in practice, if I just show you what this looks like on the –

B Speaker 1:

It's a bit like if you've got an old building with a new bit attached to it, you can – previously the whole lot would be listed but in this case, they can now chop a bit off and say, “Okay that bit is not relevant”, yes?

Interviewer:

Exactly, yes, you saved me – a great description there that you gave (laughter).

B Speaker 5 or 6:

Experience there [name]!

B Speaker 1:

Yes, definitely.

Interviewer:

So, in this example of High Mill, the blue polygon is what's listed; previously, that would have had a little blue triangle on it and the mill, the whole mill site with all the bits that are attached to it would have been listed. What they're saying here is that, within this blue polygon, you've got the 18th-century mill and you've got the attached water wheel and that part is listed. These other shapes attached to the North and West here and these bits here are not part of the listing. So, previously because they were attached, they would have been a listed building and need listed building consent. This factory is actually – basically, this is classic 19th-century industrialisation, so you've got your original historic mill building and then it gets added to and added to and these are 19th and 20th-century factory buildings. These small parts here are bridges that link the historic mill to the large buildings and you can see here that they are excluded from the listing.

B Speaker 1:

I think it's quite good in a way because it does mean that if you're applying for something to be listed, you can apply for part of something to be listed, whereas part of the argument for not listing it would be, “Oh well it's been altered too much and it's got too many additions”, whereas you can actually just apply for the core.

B Speaker 5:

So, if you've got that on your pad, you can do that bit but not everything else, in plain English.

B Speaker 1:

I don't think that's a bad thing.

B Speaker 5:

[name] on that subject [name] just raised there about the dome in the Marine Hall, because the dome – the Marine Hall is not listed.

B Speaker 1:

Isn't it?

B Speaker 6:

No, we did try several years ago and things have changed since and it might be worth trying again, but it came back that there have been too much alteration to the actual building because it had lost all the colonnade inside and all the rest of it. Looking at that now, we could maybe get just the dome listed.

B Speaker 1:

I don't know, I wouldn't have thought you could, not just the dome.

B Speaker 2:

Because the dome is sitting on the structure, I would have thought you would have to have what it's sitting on.

B Speaker 6:

So, you could have the hall – in other words, you could have the hall with the dome on but not the curtilage.

B Speaker 1:

It's possibly not been tested to that extent; I don't know because it's quite new.

Interviewer:

It is interesting because someone asked in a different focus group, asked me whether you could therefore list just the façade of a building, which is obviously very controversial.

B Speaker 1:

Yes, a lot of people said to me, "Well if it's not mentioned on the listing then it doesn't matter" and so of course a lot of listings, particularly of domestic houses, have just got two lines. Especially the ones along the Green in Lytham and they say, "Well if it's not mentioned on the listing that it's important, it's not relevant". So, you've got to mention every blooming thing on the listing, to make sure it's covered or then other people will say, "Oh well the listing is only the façade, isn't it?" and people don't understand and I've always

said to them, “It’s every single thing in that building is listed and everything joined to it”.
Well, that’s not – but then, is that retrospective?

Interviewer:

No, this is not retrospective.

Female:

So, it still is everything joined to it then?

Interviewer:

Yes, for things that have got the –

B Speaker 1:

Things that are already listed. But then it weakens the position by the fact that there is different legislation, doesn’t it? So, if you’re arguing the toss and you wanted to demolish, do something with all those buildings around the edge, you’d have a much better case having had that legislation passed, wouldn’t you?

B Speaker 2:

So, if this is 1990 legislation.

Interviewer:

Oh no, no that was – that was recent.

B Speaker 2:

Oh, because you said recent but then there was a reference to -

Interviewer:

Yes, the Planning Act is 1990 but the Enterprise and Regulatory Reform Act was... 2013 I want to say, it might be...

B Speaker 2:

So, all new listings now would be made -?

Interviewer:

Not all of them, no; this is a provision in the Act that listers can choose whether they – if it’s appropriate to use it or not.

B Speaker 2:

So, [name's] case is apposite then, that there may well be buildings where there's been lots of alterations but there's a core part of it that should be listed. If that was a Conservation Area, would the bits that aren't officially listed still be protected under Conservation Area rules?

Interviewer:

Yes.

B Speaker 1:

If it was in a Conservation Area.

B Speaker 5 or 6:

If it was, yes, but it doesn't necessarily mean that it is, does it?

Interviewer:

No, it wouldn't affect the Conservation Area designation. It's only an exclusion for the listing building designation, not an exclusion for the Conservation Area and you can't use the exclusionary powers on Conservation Areas. So, you can't cut a hole out of a Conservation Area.

B Speaker 1:

No, there is a point I would like to make about listing buildings actually, if you've got time?

Interviewer:

Yes. Go for it.

B Speaker 1:

I've been involved in quite a lot of listings and I've even been approached by the Council to be asked to list something and we've been quite successful haven't we, on the whole. You win a few, you lose a few and clearly, Historic England have preferences for what's listed. I get the impression anything to do with war, either war recently, "Okay we'll go for it, absolutely" and one of the most recent listings we actually did, a few years ago, was a 1934 house in Lytham which is relatively untouched. We have the name of the architect and it was a Blackpool architect and in putting the thing in, I said, "It's thought that Vera Lynn stayed here towards the end of the War" because of course all these people were in Blackpool during the War and so on and lo and behold, it got as far as the Inspector and the Inspector phoned me up and the only thing he wanted to ask was, "Is this true about Vera Lynn staying there?" never mind the architecture or anything else and I said, "Well I can't say for sure, but that's what I'm told by previous owners, that it was let to Vera Lynn and probably her daughter but

I'll ask Vera Lynn, I'll phone her up". So, I phoned up Vera Lynn and got her PA and asked the question and of course it came back, "She said she can't remember" (laughter). So, I went back to the Inspector and told him, so I said, "I can't categorically say she stayed there, no I can't, so do what you like with it" and it's in the listing. So, it mattered, because it was – it was weird. I thought, "Well it's a little bit, not terribly important really".

B Speaker 5:

Well, we could do that one with the one that John Lennon stayed in in Fleetwood, couldn't we?

B Speaker 1:

It's a bit weird.

B Speaker 6:

Not a listing but it will just make you chuckle; there is a house for sale in Fleetwood and you know you go in to the estate agent's blurb all about it and there are some fleurs de lys in the plasterwork around the top and it says in the blurb that these fleurs de lys are there because Queen Victoria slept in this house when she visited Fleetwood. Now she visited in 1840 whatever and this house was built in 1930 something, but they still put it on the website, on the blurb. It sounds good, doesn't it?

B Speaker 2:

The ghost of Queen Victoria!

B Speaker 1:

But, what I'm getting at is that they just have things that they will list and this is Vera Lynn in the War, that's what that was all about and they seem to have specific things that this is this year's favourite type of building for listing, like I was saying the 1960s buildings and a couple of – a few years ago they listed a pile of car parks, didn't they? Including one in Blackpool; is it the Savoy?

B Speaker 2:

Oh yes, the Savoy Garage.

B Speaker 1:

And, multi-storey car parks have been listed all over the country because that's what they were going to do –

B Speaker 5:

So, what's the theme this time then?

B Speaker 1:

I don't know but what I do know is that just recently, I put in a listing application which in terms of what we've got, was the best one I'd ever done, because I got some help from a guy in Lytham who gave me lots of graphics and maps, just to prove there was – it was actually the Home Farm at Lytham Hall it belongs to Owen (inaudible 1:43:52) and he wants to knock it all down so – and it's interesting inside, it's got a vaulted, strange vaulted room and the windows and everything are the same date as Lytham Hall which is Grade I listed and it's an historic site and it's in registered parkland and all sorts of arguments for it and I sent it off, I emailed it off on the Friday and on the Tuesday I got a rejection. It didn't even get as far as the first filtering committee.

B Speaker 5:

Been there, haven't we?

B Speaker 6:

Yes.

B Speaker 1:

And, I thought, "Well that's a bit odd, what's that all about?"

Interviewer:

So, I can tell you a little bit about that and one thing is that, as you probably know, they do have these initial sift things, so it's got to get past that and one of the criteria for the initial sift is about whether it's in a strategic project. Now, you could have a strategic project about the War (overspeaking). So, for example when –

B Speaker 1:

What do you mean by a strategic project? Do you mean flavour of the month?

B Speaker 5:

Makes you wonder, doesn't it?

Interviewer:

No, I mean when – Historic England gets such a large number of applications from outside, that to do any proactive work of actually going around listing, they do it in what they call a strategic project or a thematic project. So, car parks may be one of those, I don't know if it

was, it sounds like it was. Post-War office blocks have been a recent one. I know there was obviously the one about war memorials, I don't know if they did one wider than memorials.

B Speaker 1:

Anything to do with the War I think.

Interviewer:

Can't see why there would have been a Vera Lynn project, so I'm not sure about that.

B Speaker 1:

The War, yes.

Interviewer:

The War connection and then, so one of the ways to go through that initial assessment is obviously it's threat, so if it's under threat of demolition or if it's in a strategic project. So, it won't get through if it's not a strategic project or doesn't meet the threat criteria, so I don't know if that was what you were facing; I'm not saying it was or wasn't.

B Speaker 1:

Well, this is what I'm implying.

B Speaker 5 or 6:

It was a quick decision then, wasn't it, from Friday to Tuesday?

B Speaker 5 or 6:

Who looked at it?

Interviewer:

No, that's the first step, so –

B Speaker 1:

I know it goes through an initial filter but they obviously took one look and threw it out.

B Speaker 6:

When I had a very quick response to one I sent in, and it was somebody had already tried to have this listed a couple of years ago, "And we won't look at it again".

B Speaker 1:

They don't like that, no.

B Speaker 5 or 6:

But, they wouldn't tell us who had tried to.

B Speaker 1:

No, they won't, I've been there.

B Speaker 6:

But you see there's no list to say whether or not somebody has already tried. So, you put all this work in and the other side of it is what work did the other people put in? -

B Speaker 1:

That's very annoying.

B Speaker 6:

Was it an off-the-cuff thing and they just – because there was something online that somebody put, “Oh yes, anybody can do it, just fill a form in”? And, when you think how much work we actually put in to that.

(1:47:00)

B Speaker 4:

Without giving a specific example, I can give something that went on Friday and came back today in terms of being rejected and I'd spent about three weeks putting it all together. It wasn't on the planning issue but it followed the same procedure and it was just basically, “You're not flavour of the month, we're not supporting that sort of thing”; I think there is more of it happening.

B Speaker 6:

She came back so quickly – so quickly they came back that some of the information I hadn't even posted to her and it hadn't even had time to reach her, but it had been rejected before she actually saw the information and I put on it, I said about –

B Speaker 1:

They don't like that, they won't have another look at something unless you've got seriously new information.

B Speaker 6:

But, they didn't know whether I had seriously new information because it was still in the post

B Speaker 5:

and it's very difficult when you've got people – because we're only a very small society, so you've probably got [name] or two or three of us feeding the information to do something. If you've got somebody who – presumably you've got a planning background, things like that,

so you know a little bit your way around but when you come up against these forms and you look at it and you've got this information and, "I need to get that information" and you've worked your socks off to get this and you go in on Friday and on Tuesday it's out, how -?

B Speaker 6:

It doesn't encourage anybody to want to –

B Speaker 5:

No, it doesn't.

B Speaker 4:

If you take it from a voluntary sector point of view, it doesn't work for the voluntary sector. If you can afford to employ a consultant, it'll work for them because they'll know their way around the system.

B Speaker 1:

Well, I've successfully had quite a number of –

Female FtA:

We have had other things listed.

B Speaker 1:

And, I was really surprised at this being just thrown out because –

B Speaker 5:

When you compare it to the comparison you have, where, "Well I can't categorically say that Vera Lynn stayed there", but you've got all the information on this particular second one with the photos and all the ideas and everything else that you can categorically say, "Yes" - no.

B Speaker 6:

We even had films done by a drone and everything didn't we, to prove the point and –

B Speaker 5 or 6:

It really makes you cross.

B Speaker 1:

It's very disappointing.

B Speaker 5:

Yes, because then you think, "Well am I going to try again? What's flavour of the month?"

B Speaker 6:

You can't try again on that one.

B Speaker 5:

No, but to do another one on something else.

B Speaker 1:

We had a situation even the Council, rather stupidly, put in an application to get the (inaudible 1:49:32) done and they didn't – they made a mess of it really and so we came along later and tried to –

B Speaker 6:

It may be that they'd not gone through this procedure before, whereas you have and have been.

B Speaker 1:

I've got more experience than the Council, it's absolutely true.

B Speaker 5:

Yes, but you can't now try again, this is the thing; it makes it very difficult and if you knew, as [name] is saying there, if you knew –

B Speaker 6:

I know that if I could have looked online and it said somebody has already tried, then you wouldn't put the work in.

B Speaker 1:

It is unfair because if you've got a building under threat particularly, it's quite likely that you get several people writing and trying to get it listed, it's quite reasonable and to be expected, but that's very unfortunate and unfair, just because there's several of you; that ought to make the case stronger, but it weakens it.

(1:50:28)

B Speaker 5 or 6:

You can't go out to the general public and say, "I'm thinking of doing this, would anybody like to comment? Have you tried? Have you got?" or anything like that, because –

Female:

They'll knock it down before you've turned around.

B Speaker 6:

And, you can create an enemy quite quickly from that point of view, which is not the idea.

B Speaker 1:

Well, you can, yes, but the classic thing is to either let it rot away, as we were saying earlier or just, if you think it's going to be listed imminently then knock it down; it happens all the time. But, so I would protest against this flavour of the month thing with listing; I don't think it's fair at all.

B Speaker 5 or 6:

Because everything is different.

B Speaker 1:

Yes, it used to be that you were reasonably safe on a quite interesting, historically important, pre-1840 building which is what this is, on a medieval site even.

B Speaker 5 or 6:

In a listed area from that –

B Speaker 1:

In the vicinity of a Grade I listed building in a registered parkland.

B Speaker 5:

So, you would think, if people are looking at things, the flavour at the moment is war memorials etc. for the '14 – '18 so okay that can go in to that slot and that category and those people to list it, but these are different ones on something totally alien to anything else, so why can't we have it listed there and looked at from a different point of view? Well I presume that they have staff problems as well, that they're working on things and think, "Oh well that – the first three boxes there don't look right, we're out". So, it's very difficult to – as I said at that meeting when Cathy did that and I said, "What is the – is there a reason to list anything because you can and you can't? And somebody looks at it completely straight without the forethought to perhaps find any more information about and it doesn't protect the building or it doesn't enhance anybody to say, "Well I've got the funds, I'd like to go and do that and we could make a – out of it".

B Speaker 1:

But, this building is under serious threat of demolition.

B Speaker 5:

It's the easiest answer, isn't it?

B Speaker 1:

Yes, and the heritage statement with the planning application was that this is a 19th Century building; well we've proved absolutely categorically that it isn't (laughs).

B Speaker 5:

That's if you get heritage statements with applications; we've got quite a few coming through at the moment –

B Speaker 1:

Well, they have to put it –

B Speaker 5 or 6:

Having to put it and actually doing it are two different things there [name].

B Speaker 1:

Yes, but I would protest. I think to me that's a really unfair way of doing it and I don't like it at all, I'm very cross about it. (Laughter)

B Speaker 5:

Have you got that one?

(1:53:12)

Interviewer:

I've got that one in the bag already. So, the next and basically my last big question for you was going to be if you were going to be able to make one change to benefit heritage here, over the next ten years, what would it be?

B Speaker 1:

What do you mean by "here"?

Interviewer:

Oh wherever you like, so it can be –

B Speaker 6:

Money.

B Speaker 5:

Well Claire's doing it for different groups around the country, presumably.

Interviewer:

Yes, I am.

B Speaker 6:

I would say some money.

Interviewer:

What was that, sorry?

B Speaker 6:

Some money.

B Speaker 6:

Whether it be to the Councils to allow them to look at these sorts of things or to local societies to give them some funding to be able to look at these sort of things, because everything, whatever you do anywhere, comes down to money.

B Speaker 5:

It's cash.

B Speaker 4:

Greater powers of enforcement.

B Speaker 1:

Yes, you're not kidding. But that comes down to money too.

B Speaker 4:

It does, but I was being specific, because I think that is the biggest threat as we go forward.

Interviewer:

Let's put it in a context where if you had all the money in the world, where would you put the money first?

B Speaker 5:

That's a silent one, isn't it? (Laughs)

B Speaker 4:

Not realistic.

B Speaker 2:

You can't just say more Conservation Officers and more Planning Officers, because without an overall Council policy, having more Conservation Officers –

Female:

It's irrelevant.

Male

Absolutely.

B Speaker 2:

-could be entirely irrelevant. So, then it has to go back then to Government policy, NPPF giving much more focus to heritage assets and looking both at more – having more professionally qualified staff within local authorities to protect those assets, but also looking at better community engagement and empowering communities because the Localism Act was proposing all sorts of powers and indeed giving responsibilities to local communities, but unless you train people to do things, you're at the mercy of whoever comes forward to join your society and there are some societies that benefit from having lots of professional people in them; architects, planners, developers. Other societies don't and so you need to be able to ask the right question and to fill in the form correctly.

(1:55:49)

B Speaker 1:

Yes, I would say that in the absence of money, it's a will from the Government, because I was particularly annoyed about that thing about converting farm buildings; they just – just like that, just took it off the need for planning consent.

B Speaker 5:

But, they'll turn around and say, "Well it's keeping the community within their area" and then it comes in to people are buying second homes in the Lakes etc. and you've got to go through all that, why can't the people in the Lakes community stay in their own environment?

B Speaker 1:

But, they are doing things about that.

B Speaker 5:

Yes, they are, but it then comes in to – well, taking the farm buildings and converting them fine, is it going to be for the community? You could say it's that and that would probably alleviate a little bit of the concern.

B Speaker 1:

Well, not in this case.

B Speaker 5:

But, it's a difficult one.

B Speaker 1:

Because they are within the same site as the Home Farm that we were trying to get listed; it's all within the historic –

B Speaker 2:

This development is all part of the theme of having more houses.

B Speaker 5:

Oh yes, I appreciate, it's a different situation.

B Speaker 2:

Not necessarily keeping people in the –

B Speaker 5:

It's a different situation that one to the other general –

B Speaker 2:

And actually, on that point, the question – the issue should not be X million of houses to be built over so many years but look at what sort of dwellings we need, because we have different family structures now; not everybody wants to live in a three bedroom semi and there are lots of different ways that you can develop property and it should be done with proper collaborative community planning and –

B Speaker 5:

Because it's really quite strange, how they've done all these new builds where you look at (inaudible 1:57:47) and they've been in Fleetwood you've got three storeys, four storeys and some round and about and then we went down a little bit. Now we're coming back to three and four storey houses again because we've got to fill them.

B Speaker 1:

Well, they don't like building flats any more, because they – once they've started the block, they can't sell any until they've finished them and so that's why they're building all these houses because they can get the money back and the cash flowing.

B Speaker 6:

And, you can squeeze them in. You know where the Ivy Tree fell down, that building that was destined for -?

B Speaker 5:

Opposite Windsor's.

B Speaker 6:

It's been a mess for such a long time.

B Speaker 5:

Six town houses, three storey.

B Speaker 6:

So, now they've now got planning permission to build six houses on there.

B Speaker 2:

And furniture makers are making smaller furniture.

B Speaker 5:

Yes, because they can't get it in (overspeaking).

B Speaker 2:

Apparently now they're making smaller beds and smaller settees. So, if you go round looking at new furniture, you've either got whopping great sofas or a titchy little tiny one and there isn't an in between.

B Speaker 4:

It's actually called "small" and "large" [name], you haven't got in with the modern terminology (laughs)!

B Speaker 5:

But it is, [name] looked at the plans on this one, because it says, "Delegated", well that particular – I'm trying to get it called in you see, to let it go before Planning. Ian's got the – as he does, he's got the measure hasn't he? He said, "You'll never get more than a four foot bed in there", I said, "Well I'm not going in one then, it's just not good enough", but you've got to build it.

B Speaker 6:

So, these are being built next to two old terraced cottages and on the plan, these new houses are half the size of these very small old terraced cottages.

B Speaker 4:

But, as we've said, it's about a tick the box exercise now. In terms of local authorities, they've got to tick boxes back to the centre as well.

B Speaker 1:

Yes, it's Government.

B Speaker 4:

It's complete – wherever you go on this, we can talk about it being local, but this devolution down that we've had –

B Speaker 5:

Well, they passed it down, that's fine.

B Speaker 4:

Yes, but I understand why it's been passed down but then having passed it down, there are too many examples of where it isn't working well and I'm talking about the whole planning process and it's not just here.

B Speaker 1:

So, not a lot they can do locally.

B Speaker 4:

But, that – it's been delegated locally but it's almost gone local so it's abdication, it just happens.

B Speaker 5 or 6:

Each can blame the other.

B Speaker 4:

There's no structure to follow that is logical any more.

Interviewer:

So, after all we've discussed, how effective do you think heritage lists are?

(Short interruption 2:00:50)

B Speaker 1:

What was the question?

Interviewer:

All things considered, how effective do you think heritage lists are?

Female:

Local lists?

Interviewer:

Local and national.

B Speaker 1:

Well, I think local lists have yet to be proved; I don't think you can really say how effective that is. I think with a good Enforcement Officer, national listing is okay, but it comes back to what we initially said, if you don't enforce it... One of the things which to me, being interested in vernacular architecture, a lot of that is about house plans, it's the plan of the house, the way it was used and the rooms that were used and all the rest of it, but it can be a listed building and the application comes in to knock a wall down inside and off they go but then it's the important part of the listing.

B Speaker 6:

Because I think the listing is only as useful as the information and experience that the Planning Departments in the area that are looking at it can apply to it. It can be really, really useful in one area where you've got the good Planning Officer and the good Conservation Officer and it can be of no use in another area where they don't care.

B Speaker 5:

Ours would be hopeless.

B Speaker 1:

And that's where your civic society steps in.

B Speaker 5:

You two have got local lists; have you had any situations where you've had to refer to that and throw things out or consider something when it's come in, one of those properties yet?

B Speaker 1:

No, it's too new.

B Speaker 5:

No, well this is it.

B Speaker 2:

We've had – certainly one example, I think there's been two but there was one example of a locally listed property that was on the road. Did Blackpool College actually own it? Blackpool College was doing something with the road and the roundabout and some development and this building was in the way and they were going to knock it down. They

applied for permission to knock it down but it was locally listed and this was soon after we got the local list and so it would have been about four years ago.

B Speaker 5 or 6:

So, it's a first trial then, if you can -?

B Speaker 2:

Yes, so I have a feeling that the college actually did – did they alter a plan? There was certainly a big debate about it, but it was –

B Speaker 6:

That little cottage, that little cobbled fronted cottage? Because that was saved, wasn't it? They were going to knock that down.

B Speaker 5:

Because this would then come in to the situation of the finance aspect of it, if you'd bought it and said, "No, you can't do that" and then they appeal it and so – and that was one of the reasons he eventually got the planning permission to build flats on the pier side because the Council –

B Speaker 2:

I found interesting reading Jan's policy document that she's going to send out to owners, because that actually confirms that the owners of locally listed properties are still retaining most, if not all, of the permitted development rights and that's – when I read that I thought, because I hadn't been directly involved in our local listing, I was then Treasurer of Blackpool Civic Trust and other people were engaging in it and I thought, "Well, but what does local listing then mean?"

B Speaker 5:

And, where would people find out about it and where do you get the hiccups and steps to fall up and down?

B Speaker 1:

Yes, well I think civic societies need to put pressure to make sure that that information is either on their website or the Council website, so they can see it but they do all get a letter about it and there needs to be some serious thought about it being Article 4, because it's pretty pointless otherwise.

B Speaker 5:

But, it depends how they interpret all the bits and pieces of the various articles and applications and things like that.

B Speaker 1:

Yes, but they have – we talked to your Rob about it as well and he was saying they are – (overspeaking)

B Speaker 5 or 6:

We do miss Rob.

B Speaker 1:

Trying to make it really very robust, this local list; they have done it quite carefully to make it as robust as possible. And, it is just another argument to put forward when a planning application comes up. It's there, isn't it?

B Speaker 2:

I was once a Brownie, I come prepared, just in case (inaudible 2:05:54).

Interviewer:

Thank you very much everyone.

B Speaker 5:

Thank you Claire.

Interviewer:

Was there anything that anyone wanted to raise or wanted to say before you go, that you haven't had a chance to?

Female:

I don't think so.

B Speaker 2:

I'm just trying to think about this from the Historic England point of view, because you're doing the research on behalf of – well, for University of York and also Historic England and I'm just wondering what sort of messages we should be sending to Historic England. Because certainly it's unsatisfactory –

B Speaker 1:

The listing.

B Speaker 2:

-the submissions for listing. If you get an immediate response, you then think, “Have they actually read this?”

Interviewer:

It’s a really good point about you saying about how much work goes in to putting – I’ve done it myself and I’ve also helped other people to understand that process which shows that for some people who haven’t approached it before, it needs someone, almost a professional to –

B Speaker 5:

It’s formidable when you get the forms in, because – and [name] and I were discussing in the car coming along that you get something and it throws it up; do you answer “yes” or “no” to this question? If you answer “yes” you go to somewhere totally different but you wanted to answer something else or you wanted to find out about something else.

B Speaker 1:

Not as bad the Lottery form.

B Speaker 5:

No, but you don’t have anybody that you can perhaps go to on a local basis to discuss it, because we’re not allowed to go – anybody in our – I don’t know if it happens to you, but you can’t go and ask anybody in the Planning Department about an application that you may wish to put in to – no.

B Speaker 1:

Can’t you?

B Speaker 6:

They now no longer give you any pre-planning advice.

B Speaker 1:

You probably wouldn’t want their advice anyway.

B Speaker 5:

But, that’s not the point, it’s going in to try and find out, can you go that route, can you do that route?

B Speaker 6:

It’s something that you can no longer ask anybody before they put the planning application in.

B Speaker 2:

But then you see it might be useful for Historic England to look at what sort of advice they offer on their website and how long it may take you to do it and what to expect in response from Historic England and if they say that you should be – you should get an initial response within X number of days, then fine and dandy, or a complete response within X number of weeks. But, I think there has to be some sort of expectation from –

B Speaker 6:

You know when you're doing a Lottery bid and you can go for an initial consultation and say, "Is it worth progressing?" If there was something like that with a listing, where you could say, "I'm thinking of doing a listing for this, should I proceed?"

B Speaker 1:

Well, I usually phone them up first anyway.

B Speaker 5:

There very often is an easier approach because at least you've got an idea or you can tell by the response the person is giving you at that time.

B Speaker 2:

But then Historic England could put on some training courses, couldn't they, for local societies and another interested body – because Historic England still has regional offices. I know that their capacity has been reduced, if we're talking about local authorities and others, but Historic England has far fewer staff working, but that doesn't mean that they can't look at setting up workshops and involving people who've succeeded and also telling them –

B Speaker 5:

Do you get a response to – say you're unsuccessful, do they tell you why? Did they tell you why when you did yours?

B Speaker 6:

Yes, they told me because somebody had tried before.

B Speaker 5:

Yes, okay, if somebody has tried before but from your point of view – (overspeaking)

B Speaker 6:

That's what they said, they said, "We will not look at it again; it is not our policy".

B Speaker 5:

But, that's a different concept to the one that [name] is talking about in the sense, because we now know that somebody tried before, but yours is the first application on this particular one. You'd like to know a little bit as to why it didn't get in to the criteria, so you know when you're looking at something again.

B Speaker 2:

Maybe on the form there could be a section, fairly near the top, that says, "Do you know if a submission has been made before and failed?" and what –

B Speaker 1:

Yes, that's true.

B Speaker 2:

"Are you submitting additional information?" so that then –

B Speaker 5:

But, there's no way of finding out, as [name] found out.

B Speaker 2:

Presumably, the person in Historic England who's looking at it just keys in the address and sees that somebody has done it.

B Speaker 5:

But, we don't know, so how do you find out first? You can't be going around –
(overspeaking)

B Speaker 6:

Well, I didn't find anything, put it that way.

B Speaker 5:

If you've got a proactive group and you're doing quite a bit of listing, you can't... "Has anybody done anything about...?" You can't keep going backwards and forwards all the time, there must be something – if they tell you what is listed, why can't they tell you somebody has tried before and failed.

B Speaker 1:

I tried to find out who it was on one particular one, it wasn't -

B Speaker 5:

They wouldn't tell you, would they?

B Speaker 1:

No, and I tried under the Freedom of Information Act as well and I couldn't find out because they weren't willing to release their name so they just wouldn't. I can't remember who it was now.

Female StM:

And they won't release the information that they put in either, will they?

B Speaker 1:

No

B Speaker 5 or 6:

So, you don't know whether you were duplicating or whether it was further information.

B Speaker 6:

As you said on there, when you go on in and you go to the purple bar and you can put extra bits in, you don't know whether you are enhancing what was there previously.

B Speaker 1:

Are you just visiting civic societies or other groups as well?

Interviewer:

Groups and professionals, so some of the people you've mentioned I'm actually meeting for a similar focus group. Basically, I'm doing parallel focus groups.

B Speaker 5:

Who have I mentioned? Groups that you've involved with architects or something like that?

B Speaker 2:

No, as in Wyre. (Overspeaking and irrelevant conversations)

B Speaker 1:

To me it would be – Civic Voice is okay but clearly, when you get down to the nitty gritty of this listing, you need Historic England, you really do and as I say, I thought it was promising when we went to that meeting in Manchester just before this, just –

Interviewer:

Yes, it was interesting.

B Speaker 5:

You ticked the box [name]; we had the consultation, we ticked the box.

B Speaker 5:

Yes, end of.

B Speaker 6:

And that's what consultations do.

Interviewer:

I actually personally feel that they don't do very well at communicating beyond Historic England and that's the impression – if you're in the heritage sector but you're not Heritage England, sometimes you think – you feel like you get a consultation but –

B Speaker 1:

Well, a lot of it comes down to the age old problem of the professional against the amateur. It comes down to you're amateurs so you don't know what you're doing, but I have a degree in history and a diploma in local history from Lancaster University which is quite recent. I've been a member of all these groups for 30/40 years, I know what I'm doing.

Interviewer:

Often, I find that actually local people who've perhaps been in the area for a very long time will know local heritage better than someone who's just come in to a job and all that kind of thing.

B Speaker 1:

Of course, but I understand that national listing is about national importance. Recently, there was an art deco house in Lytham and they wanted it knocked down and put up eight flats. We objected strongly; we got it locally listed but there's no way I was going to put it in for national listing because they were saying, "Oh it needs to be listed, it needs to be listed" but it had been so trashed inside that I knew it wouldn't get it and so I wasn't going to do it. So, it's been knocked down and lost the – and I need to fill this form in don't I?

[End of transcript]

Focus group: referenced as 'S'oaks'

Sevenoaks

Number of participants: 6

START AUDIO

Interviewer:

Thank you. That's great.

S Speaker 5:

Oh, I can keep the top one (inaudible 00:04:03).

Interviewer:

Yes, and that top one has my email address on it. So that, should you say something in this focus group, and you think afterwards, "Oh, goodness. I regret saying that," you can email me, and we can magically erase it. Because as you'll see from the information sheets, I will be recording, but then we delete the audio file once it's transcribed. So once it's written out, I remove all the names and job titles, anything I can see that would be identifying you as a person, and we just keep the written form like that. So if you were to want to remove something, we could just erase it from that written record. Okay?

After you've read all that stuff, thank you very much for signing and everything, are there any questions that you've got before we start?

S Speaker 2:

Don't think so.

S Speaker 3:

When are you delivering your ... when do you ... you're halfway through?

Interviewer:

Yes. I've got another year and a half.

S Speaker 3:

A year and a half to go. Yeah, okay.

Interviewer:

And did everyone e here sort of ... So I'm Claire Smith. Very confusingly, my email address will be cp541 because four weeks ago, and I think when we first started talking about this, I was Claire Price because I just got married.

S Speaker 2:

Yes. Oh, congratulations. Well, we would have bought a bottle with us. Oh, congratulations. So who are you now?

Interviewer:

I'm Claire Smith now.

S Speaker 2:

Claire Smith?

Interviewer:

Yes, that's right. From Price to Smith, so boring to more boring. Yeah, so at Historic England I'm Claire.Smith@historicengland.org.uk, but the University refused to change my email address, so I'm cp541@york.ac.uk, and that is on the information sheet.

S Speaker 2:

That's on there. Yes, I see that. Yep.

Interviewer:

Okay. So as you've read, you can withdraw from the research at any time, but if you do have any problems just drop me an email first, and we'll see if we can resolve it. I think that's everything for the formal bits and bobs. So should we?

S Speaker 3:

Let's start then.

S Speaker 2:

I think, sorry, there's a little noise going on there.

Interviewer:

Yeah, is it too noisy? That's fine.

S Speaker 6:

Shall I shut this door? No?

S Speaker 2:

If it gets too hot, we'll just have to open it again.

S Speaker 6:

Or shall we leave it?

Interviewer:

Shall we leave that one open, to see if ...

S Speaker 3:

I think leave that one open. Well, personally I (overspeaking 00:06:31).

S Speaker 2:

Oh, yes. Leave that open.

Interviewer:

Yeah, it's fair. Yeah.

S Speaker 3:

If that's all right. Do you mind?

Interviewer:

No. It's fine by me just in case ... Do feel free to go help yourself to cakes, and biscuits, and more tea, and coffee. Keep (overspeaking 00:06:42) refreshed.

S Speaker 2:

Sounds better, we'll be up and down there.

S Speaker 3:

I love it, oh, yes. You have these sort of ... what do you call them, millionaire shortbread, don't you? How did you know?

Interviewer:

Okay, to start with, I presume you all know each other, but for my benefit, could we go around the room and just say your name and one thing that interests you about heritage and one thing you like which isn't related to heritage, just very briefly. So, my name's Claire. I like historic buildings, particularly in York with our wonderful jettied buildings over winding streets, really appreciate that kind of townscape. And aside from heritage, I like tap dancing. Would you like to start?

S Speaker 1:

I'm [name]. I was recruited to help with the local listing project and went out on the road along with [name] here over quite a (inaudible 00:07:46) period, was it?

S Speaker 3:

Yeah, it was about two years, wasn't it?

S Speaker 5:

Oh, whoa.

S Speaker 1:

Couple of years, I think. Yeah. So we've tramped around quite a bit of Sevenoaks at the ... I have no specific interest in heritage, but just a general one. I like to see the environment maintained in a pleasant way, let's say.

Interviewer:

Okay, great.

S Speaker 1:

Outside of that, my other major interest is, I'm very involved in, is I'm campaigning for tramways and light rail for which there's not a great deal of scope in Sevenoaks, but ...

Interviewer:

Right. Great, thank you.

S Speaker 2:

My name is [name]. I used to practice at the planning bar and so have some experience of heritage through that a long time ago, and I was a member of the local management committee, whatever you called us, Project Management Committee for the Local List here in Sevenoaks. What else ... Well, I like football and tennis at the moment.

Interviewer:

Excellent.

S Speaker 3:

[name]. A very sort of amateurish interest in historic buildings, but just liking, interested in seeing the way ... lot of us belong to a walking group, and it's wonderful going around the country and surprising you turn a corner, and you see the most wonderful building that you could imagine in the middle of nowhere, and that gives me huge, huge pleasure. Tennis.

Interviewer:

Excellent.

S Speaker 4:

I'm [name]. By background, I'm a town planner. I've spent 30 years as a civil servant doing all sorts of things, but by happenstance, my last job was as deputy director of planning in the Department for Communities and Local Government. And the Department of Communities and Local Government and DCMS jointly sponsor English Heritage, and I was the departmental sponsor for English Heritage, so I was on Heritage Review Committee on one thing or another.

But it's only since I've retired that I've got more deeply interested in heritage on the ground, and I was involved with [name] in initiating the Local List Project in Sevenoaks. And beyond heritage, well, since I've retired I've done lots of walking, I guess it's walking.

Interviewer:

Great, thank you.

S Speaker 5:

I'm [name]. I was involved with this project as a member of the Project Management Team specifically responsible for organising ... managing the data and information, and I suppose, in a way, that comes from my background. I spent 30 years working at the Victoria and Albert Museum, some of the time as a conservator, furniture, some of the time as a project manager, and finally, as the director of Collection Services, and that involved me in some big information management projects. So the thing I like most about heritage is it's actually paying me now to do the things that I really enjoy which are woodwork, cycling, and walking.

Interviewer:

Thank you.

S Speaker 6:

My name is [name]. I was the lead researcher for the Local List Project. I actually got recruited by a former neighbour saying, "Oh, it'll be half an hour a week, if that, [name]." And several thousand woman-power hours later ... But so, my background is in research and I found the local history of Sevenoaks to be totally fascinating. And the nice thing about it is, actually we finished the Local List, and I was asked to co-author a local history book which

came out last year. And now there's going to be a major heritage exhibition in Sevenoaks in the summer of next year which I'm leading, so I don't have time for much else.

Interviewer:

Fair enough. Okay. So can I just make sure I've got a sense that the way that you're all currently involved in heritage is through the Local List Project?

S Speaker 4:

Yeah.

S Speaker 2:

Yes.

Interviewer:

And where are you at with it now?

S Speaker 2:

Finished.

Interviewer:

Finished. Done. Passed over?

S Speaker 2:

Yes, and approved by the local authority.

S Speaker 4:

Well, another two, three ... or within a week, the last bit will be adopted by the cabinet. Yeah.

S Speaker 2:

Oh, it still hasn't done being-

S Speaker 4:

No.

S Speaker 2:

-(overspeaking 00:13:06). I beg your pardon. It's almost there. Two weeks away from it.

Interviewer:

Okay.

S Speaker 5:

What we're kind of hoping is that there might be other people in the area who would be interested to carry on because we've just done the town area in the Sevenoaks District, and if they were, they might benefit from talking to us before we completely forget how we did it, what we did, and so on. But that's not actually showing much sign of-

S Speaker 2:

Not at the moment, is it? No.

S Speaker 5:

-coming to fruition at the moment. No.

Interviewer:

Okay. And while you were doing that, did you encounter any of the other sort of national or council kind of listing things for heritage?

S Speaker 5:

Yes, we did.

S Speaker 4:

Yeah, I mean initially, we kind of searched for all the local lists and just when we were setting up the criteria, we borrowed heavily on what other people had done as well as the English Heritage guidance.

S Speaker 1:

Those of us sort of out on the beat as it were, we got a great deal of information before we even started through [name's] notes that she'd researched on what was-

Interviewer:

Do you want to talk me through about process, then?

S Speaker 1:

Well-

S Speaker 6:

You want to do that one [name]?

S Speaker 4:

Sorry, what were you saying?

S Speaker 6:

Do you want to take her through the actual process?

S Speaker 5:

Just before you do that, I wonder if I could just say that we did endeavour to try and be compatible with the Kent List.

Interviewer:

Right.

S Speaker 5:

And eventually, miraculously ended up with our data being compatible with it, so that it would be transferred into a wider arena than just sit as an isolated piece of work.

Interviewer:

Okay. Was that the Kent HER? Or-

S Speaker 5:

Yeah. Yeah.

Interviewer:

Right, okay. Great.

S Speaker 4:

[name], you would do a very good talk-through of the process.

S Speaker 2:

Well, I mean ... how it started, you mean?

Interviewer:

Well-

S Speaker 4:

The end-to-end, what was the process, what ... We set up a team and then we set up criteria and so on.

S Speaker 2:

You did a lot of research, first of all, which was very helpful. And then we got five people onto this Project Management Team.

S Speaker 4:

I wonder if it might help Claire if you were to explain, as you do so clearly, why we started it in the first instance.

S Speaker 2:

Oh, I see. Yes. There is a site. It was a pub called The Farmers' Public House, which was next to the station here in Sevenoaks. And there was a proposal to demolish it and put a largish development there. And it was quite a nice building. It wouldn't have ... We tried to get it nationally listed, but that failed, and rightly so, I think, too.

Then we thought, "Well, it should locally listed, then." And at the inquiry into the proposal to demolish it, we, the Sevenoaks Society, made the case for it being really very pleasing locally important building, and that should be another material consideration in the decision. And the inspector, in his decision at allowing the appeal, virtually simply said, "But it's not on a local list." End of point. And it made me think, "Gosh, if that's the attitude to that sort of building, we're going to lose an awful lot of these in Sevenoaks, and therefore, we ought to be having a local list." That's where it all started.

Interviewer:

Great.

S Speaker 4:

And then we ... I know we talked about how we might manage a project of this kind and developed what kind of skills did we need. And [name] then, and [name] who isn't with us today, recruited a team of five ... of six, of whom four are here. No, five.

S Speaker 6:

Five.

S Speaker 4:

Five, five, five, of whom four are here. And we each had different roles within the team, and [name] led all the research. [name] led all the data management. I was responsible for the surveys. [Name] kind of led the project and managed the project team, and [name] looked after resources and such publicity as we were able to get.

And having established the project team, we then recruited volunteers to help with the surveys, including [name] and [name], and I think in total we had about 21 volunteers. There were also volunteers recruited to help with the research. And we developed the criteria,

consulted the local authority, and we got the District Council's agreement to the project, and their acceptance of the criteria.

S Speaker 3:

(inaudible 00:18:32).

S Speaker 2:

Could I just interpose there? I just ... suddenly made me realise. There was ... and I did appear at the local planning, their local planning inquiry to say there should be something in the local plan about having a local list. And the inspector agreed to the extent that it was put in, in the local plan, to have a aim. It wasn't a commitment, but an aim, have a local list.

And so then after a period of time, we wrote to the local authority and said, "Look here. You've got in your thing an aim to have it. Carry it out, please." And they said, "Well, we just haven't got the manpower" So that's when the Sevenoaks Society got together and thought, "Well, let's get together a whole lot of people and see if we can do it for them." And then having worked it out more or less to the stage where we got the criteria I think, we then went to the local authority, put our business proposal to them, and they accepted it hook, line, and sinker.

S Speaker 5:

Is it worth saying that the town council actually volunteered to give us some money?

S Speaker 2:

Yes, absolutely. They gave us, yes. I actually did appear before the committee in the town council and told them what we were going to do, and they agreed to give us some money and have done yearly since, isn't it?

S Speaker 4:

Yeah, every year. So recognising that to some extent we were all amateurs in this field, we decided we needed some kind of expert panel, selection panel, where the recommendations from the survey teams could be put to a somewhat representative group of experts. And we were fortunate in that we got a group together who remained committed to the project, and throughout its life of four and four-plus years, meeting quarterly, and often busy people who made the time to make sure they came along.

We had a representative from Kent County Council. We had the conservation officer from District Council, Rebecca Lamb. We had representative from English Heritage, now Historic

England. We had a prominent local architect. We had a local Councillor who was also ... who'd been involved in ... She was a librarian, was she?

S Speaker 6:

Yes, she was. She's a local historian as well.

S Speaker 4:

So, local historian.

S Speaker 6:

Yes.

S Speaker 4:

And the group was chaired by the one-time town mayor, who was a Town Councillor and also had been a District Councillor.

Interviewer:

Is that selection panel an ongoing thing?

S Speaker 2:

No.

Interviewer:

No, so-

S Speaker 2:

It's gone now, yes.

Interviewer:

It's a completed list.

S Speaker 2:

Yes, yes. Subject to this two weeks' time being approved.

S Speaker 4:

So, we prepared ... I mean, [name]l and I and [name], who's not here, did a couple of kind of preliminary surveys of roads just to see whether the criteria seemed to make sense and what information will we need. And we put together a form, and did this kind of capture things, and what did it feel like on the ground?

And I think it was clear that the inadequacy of that was that we didn't have enough background data at that stage because [name] had not been recruited and hadn't started her work. So what happened subsequently was once we got this team of volunteers, we, [name], prepared portfolios of research on each road. Every road prior to 1945 had a separate portfolio with research.

S Speaker 2:

And that's like, what, how many roads?

S Speaker 4:

How many roads was that?

S Speaker 2:

Roughly?

S Speaker 6:

It was ... Oh, gosh, well over 200 I think.

S Speaker 2:

That's a big job.

S Speaker 6:

And not just every road, but every single house in that road had a ... you could actually find out when it was built and any interesting facts about it. Was it a distinguished local architect? Was it a distinguished national architect? Had it any significance to the local history, in the sense of was it the gasworks perhaps, or connected to the railways, or something like that?

And so that all went ... And also, sort of in setting it up for the survey teams, it was important they didn't waste their time, and they could actually see this information. And so I actually had those that were already statutory listed, which we weren't looking at, so they knew not to do those ones as well. And really any other information that was of interest to them, which would help them do their job.

S Speaker 3:

And you included street furniture as well, didn't you?

S Speaker 6:

Street furniture, you're quite right.

S Speaker 3:

Poles and fences.

S Speaker 6:

We did street furniture. Yes.

S Speaker 3:

Fountains and ...

S Speaker 6:

All sorts of things. Sort of boundary stones and ...

Interviewer:

What resources did you use for your research?

S Speaker 6:

Sorry?

Interviewer:

What sort of resources did you use?

S Speaker 6:

Well, in the past, there have been the old Grade III listings, which now would equate to a local list, which were abandoned around 1970, so that was part. Was a building on that or not and what had happened? Some attempts had been made in the past at a local list and abandoned due to lack of resources. I think the Town Council had done one, and the District Council had tried twice, I think. Most recently ... well, over 10 years ago now, there was a surveyor, which they'd hired at great expense, called (inaudible 00:25:03) Jagger, but he'd only got halfway through it, and then his work had to languish on the shelves because they didn't have the resources to carry on, and they need to pay him, I think.

But so that ... but also the Sevenoaks Reference Library, Sevenoaks Library, has a huge amount of stuff that's relevant to Sevenoaks. We're talking about electoral registers or talk about old street directories. They've got a whole one dating back from 1901. They've got some Victorian stuff. So it's a huge amount of information, but it all had to be picked out as well.

S Speaker 5:

Ordnance maps, I think, were quite a key (overspeaking 00:25:43).

S Speaker 6:

Yep. That was really good, the ordnance, yes. There are key ones, ordnance survey maps. There are sort of ... one dating from ... First one was really 1868 to 9, which is quite useful for Sevenoaks because that's when the railway arrived. And then there was the revision of 1896, and then another one in 1909, and the final one in 1936. So we could actually pick out and see how Sevenoaks was developing, what houses were there, so on and so.

It was a big task, but I couldn't do it on my own. I had a wonderful team of researchers (overspeaking 00:26:20).

S Speaker 3:

And for the volunteers who benefit ... well, we all benefit from it, but it was fascinating as well. To me, it's so enjoyable that you could be looking at a house, and then you looked up [name]'s research, and you saw who lived there or what the history was. And it did. It made it fascinating, actually.

Interviewer:

So did you-

S Speaker 1:

Places you probably passed a hundred times and never really looked at turned out to have an interesting history or be interesting architecturally.

Interviewer:

Which way round did you do it? Did you look at [name]'s research and then go out on the streets?

S Speaker 3:

Yes.

Interviewer:

So you had an idea of what you were looking for?

S Speaker 3:

Yes. Yes.

S Speaker 1:

Yeah.

S Speaker 3:

Yes. Yes, we did. And we had it, then, with us as well, as well as the criteria which asked us to ... we made ticks of different things and then had to write it out at the end of it.

S Speaker 5:

It might be ...

S Speaker 4:

Sorry.

S Speaker 5:

It's fine, go (overspeaking 00:27:13).

S Speaker 4:

I was just going to say to that. The crucial thing after research was that we were into a huge data management exercise, and we didn't know how we were going to tackle that. And we got some consultants in who told us a wonderful story and had a very, very large amounts of money attaching to it, so we abandoned that.

And we turned to [name].

S Speaker 5:

The trouble is I walk with them every week, so they just kept asking me until I said, "Well, let's just have a look at it then."

I was going to say was about the surveyors. There was quite an interesting mix of people in the survey team, actually, which included people from all walks of life, including (inaudible 00:28:01), somebody who was a major player in Knight Frank, at least one architect. And there was quite a list of people, we were lucky in the quality in the survey team, I think.

S Speaker 6:

Yes. Yes.

S Speaker 2:

Absolutely. Yep.

S Speaker 6:

Yep. And we trusted their judgment as well. What they actually put forward, we would take to the expert selection panel for them to make decisions, so we didn't say, "Oh, that's rubbish. We can't do that."

S Speaker 3:

But you must have occasionally been disappointed or relieved or ... because you must have had your own ideas.

S Speaker 2:

No. No, we saw this was one of [name]'s-

S Speaker 6:

No, (overspeaking 00:28:41).

S Speaker 2:

-and we thought, "Oh, must be right."

S Speaker 3:

No, I'm sure... (inaudible 00:28:44).

S Speaker 5:

Your stubborn refusal to list things, which had been pointed out.

S Speaker 2:

With the selection panel, what we ... obviously, we (inaudible 00:28:53) them all over paperwork for what they're going to be considering. And then we had slides put up on the screen so the selection panel, we took them one by one showing them on the screen and taking them through each one, and then they made their decision. That was the sort of way it was done.

S Speaker 4:

It was a big data collection exercise, and it was an Excel spreadsheet on each road with huge number of fields, which [name] can tell you about. But so that information was put quarterly with a recommendation to the survey team who'd been out to the selection panel, and I think that the strike rate was about 60% wasn't it?

S Speaker 2:

Yeah.

S Speaker 4:

About 60% of the recommendations put to the selection panel were accepted.

S Speaker 5:

Yeah, it settled down to about that.

Interviewer:

And what did you want on your Local List?

S Speaker 2:

What did we?

Interviewer:

What did you want on the Local List? What were you aiming to get on-

S Speaker 5:

I think if you see the criteria, it would probably help. I don't know. Do you ... got a copy of the criteria?

S Speaker 2:

Of course, I haven't brought that with me.

S Speaker 5:

No, we could send-

Interviewer:

That's fine.

S Speaker 5:

-you a copy of the criteria so-

Interviewer:

Yeah? Sure.

S Speaker 5:

And, obviously, it's historically and architecturally interesting buildings and street furniture, but the criteria were different according to the age of the buildings. So something that was very old or was some resemblance to its original form and not too much altered might qualify, whereas a building that was built, so often, in 1960 would need to be absolutely, stunningly outstanding and wonderful to qualify. That's a very much a kind of quick paraphrase. I think there were ... How many criteria were there?

S Speaker 4:

19.

S Speaker 5:

19, yeah.

Interviewer:

Okay. Was there anything about sort of local stories?

S Speaker 6:

Yes.

Interviewer:

Or you mentioned sort of development (inaudible 00:30:38).

S Speaker 6:

Yes.

Interviewer:

Yes. Okay.

S Speaker 4:

Yeah.

Interviewer:

Great. So before you all started with the Local List stuff, had you any familiarity, or have you now, with the National Heritage List for England, sort of your Grade I, Grade II, Grade II*s, or scheduled monuments, or anything like that?

S Speaker 2:

We had one or two considered by the panel, that we wondered whether they would be worthy of national listing.

S Speaker 6:

Yeah, it was.

S Speaker 2:

(inaudible 00:31:09).

S Speaker 6:

And we had about 10.

S Speaker 2:

And we had a little list of about 5 or-

S Speaker 6:

About 10.

S Speaker 2:

10, was it as much as that?

S Speaker 6:

About 10, yes.

S Speaker 2:

Which we were then going to put forward, but then we were told that it's not the right time of year or something to do. What was it we were (overspeaking 00:31:24)-

S Speaker 5:

Well, the thing is that you will only get stuff onto the National List unless it's exceptional, if it's about to be ... if it's under threat. So the question was, are any of the buildings that we are thinking of listing under threat? And we had some inside help in Historic ... English Heritage and Historic England, but I think there's a great pressure of work on, and nothing that was especially pressing that we should submit an application on behalf of any of those assets.

Whether that's still the case, I don't know. I think there's some ambivalence between whether the Sevenoaks District Council would do that or whether we would do it on our own behalf as well.

S Speaker 6:

But there was still one or two of those assets that might well be worth pursuing. Yes. I mean such as the former Carnegie Public Library at top because those libraries, by and large, are all Grade II listed, and they're now quite rare. In fact, I think one burned down, obviously by accident, in Kent, so I think the one that we have is one of about ... just one in just a couple in the whole of Kent, for example.

But I think that's really now for the Council to take forward, they're aware, obviously, they were party to all these discussions, and they know its importance and its rarity. So it really is for them, I think, to take forward.

Interviewer:

And were you working within a conservation area?

S Speaker 2:

Yes and no.

S Speaker 6:

(overspeaking 00:33:07) outside.

S Speaker 2:

Both.

Interviewer:

Both?

S Speaker 6:

Both. Both.

S Speaker 4:

Quite a lot of conservation areas in Sevenoaks town which is the area where we were working, actually.

S Speaker 5:

As a result of that, some recommendations have gone forward to extend those conservation areas because it was decided that in some cases that a building wasn't sufficiently good to list, but actually it should be included in a conservation area. Possibly, some groups of buildings were worthy of creating another conservation area, but once again pressure of work means that the chance of actually doing that anytime soon are really quite small. So that we have sort of put a placeholder down with Sevenoaks District Council to say, "These were the 60 buildings that we thought should be included in conservation areas, which we actually listed."

Before we leave the business of data management, I'll just skip through how I did it in case it's of any interest to anybody. We collected information in the street, the surveyors collecting information, and then, our poor dears, they had to fill in a spreadsheet with certain key bits of information on it. Once they'd done that, I then imported that into a FileMaker database. So a relational database which allowed me to record details of individual assets, but also details of the meetings that we had and the decisions and a couple of other things that related to the management of the project, so that meant that we could track who was at the meetings when the decisions were made. If ... because for each asset normally you'd expect only one decision, but in some cases, there were two, and a few cases, even three decisions.

So having this stuff then on the database meant that I could then produce screen displays, we could incorporate photographs in the database, we could produce reports, all sorts, the selection panel, the summary results, and records of meetings, and all sorts of things like that. So it was a very flexible way of being able to manage the data, which, in a spreadsheet on its own, really wouldn't allow you to do ... my attempt to incorporate more than one photograph into Excel instead of ... very amusing. Anyway, so that's the sort of data management.

And then we could produce statistics as well, how many of this, and how many of that, and select things by type. And somebody said, "Well, how many buildings of a certain type in a certain period," and all that kind of stuff. And that actually helped Tom Foxall, in the end, to sort out, whether we'd been consistent, so we actually presented the information to him in a way which enabled him to look through, "Ooh, this is (overspeaking 00:36:00)."

S Speaker 2:

He's Historic England.

S Speaker 5:

Yeah, I'm sure you know.

S Speaker 2:

And on the selection panel.

S Speaker 5:

So that was part of the management of the information (overspeaking 00:36:13).

Interviewer:

And did you have locational data as well so that it could be turned into GIS?

S Speaker 5:

We had locational data, but, unfortunately, we didn't have the piece of kit that you need, which you can get free if you're a parish council, but which you have to pay for if you're not. So what we did in the end, was I, very early on, had a number of meetings with the computer people at Sevenoaks District Council, and we talked about how we were going to do it. And they put the GIS information in afterwards. So the way the information was then displayed, it was taken out of the database in a suitable form, imported into their database, and then displayed as GIS information so that you could hover over each asset and see the details of it, and it's showed clearly marked on the map.

And at a point, we were asked to look at the maps to make sure that they'd actually got everything in the right place and which was mostly correct, so that was how that worked. It would have been great to have had the GIS capability on the ground from the start, but it was going to cost more money than we had available to.

Interviewer:

And you mentioned the HER as well, so does it now sit in the HER?

S Speaker 5:

Yeah, that's ... well, I mean there's no ... we were assured that it would sit in the HER and that it was in a compatible form. We had somebody who was very keen on that, and-

S Speaker 2:

Kent County Council-

S Speaker 5:

Yes, Kent County Council-

S Speaker 2:

-represented it on the selection panel.

S Speaker 5:

-represented. That's right. And I left HER and a representative from the Sevenoaks District Council to sort out the details of the arrangement.

Interviewer:

Right. Okay.

S Speaker 5:

It's another thing we might come to, which is how this ... surely will come to it, probably later is better, but that is how the information that we've actually collected (inaudible 00:38:19) held by Sevenoaks District Council exactly used in the planning process because that was a bit of a battle.

S Speaker 4:

For the interactive map that they have now got on the Sevenoaks District Council website is amazingly good. I mean because I'm the chairman of the [place] Society Townscape and Planning Group, and we monitor the weekly applications list, and a property comes up in a road where I know there are a number of locally listed buildings, it's easy to go onto this map

and see whether this is one of them or not and if it is, to click on it and remind myself of the details. It works very well.

Interviewer:

So what do you think of this sort of ... the form, the sort of accessibility of the things like the National List, the Local Listing, and the HER? So, that one, the Local List is good, how about your HER, is that something you use for the research tool?

S Speaker 6:

Yes, it was. Yes, extensively. Yes. Yes. I don't think anybody else apart from research was-

S Speaker 3:

I was slightly disappointed with the HER and that it's limited in how you can search, at least I found it was.

S Speaker 4:

I don't find it very easy to use. I've used it quite a bit, and I find it quite clunky and difficult actually.

S Speaker 6:

It has got better. The early one, say back 2014, 15, and then they revamped it toward the end of 2015, much better since then. But it's a question of getting used to it. I'm very used to it now, so I find it quite easy. But I think someone new coming to it, it's not ... it's kind of hit and miss. You have to ... I used to have to go through with each new researcher to explain exactly how to use it, and it would take best part of the morning, and then would take a time to get acclimatised to it, so [name] is right. But once you're there, it's all right. It's getting into it.

Interviewer:

What about the content once you're there?

S Speaker 6:

It could be better. I mean, it's okay, but it could be better. I think the way that the District Council have done the Local List is actually better-

S Speaker 4:

Yeah, so do I.

S Speaker 6:

-than the actual Grade II listing. Yes.

S Speaker 4:

Yeah. I mean, I think it's quite often difficult to ... you know, you got a listed ... nationally listed building, it's quite often difficult to get much detail about it. Why was it listed? What's special about it? The quality of the information on the National List varies. It seems to me to vary hugely.

Interviewer:

Yep. That's... my next question. We know that in both National Heritage List and Local List, there's a variation across the country in coverage and in the content. How do you feel about coverage and content for heritage lists?

S Speaker 6:

It's a question of updating it. A lot of the nationally listed buildings in Sevenoaks are not recent. And they all have a disclaimer, you know, "Things may have changed," but if you're looking up when it was listed, say 1952, or even 1971 or whatever, a lot of that's quite some time ago now. It really needs some updating.

S Speaker 5:

It's very interesting, actually, having ... having worked in a museum because in (inaudible 00:41:55), one started to observe that libraries were adopting common systems, or except for the National Art Library at the V&A, which took a long time to get to any sort of common system, but did eventually.

The next thing was for collections, museums all doing the same thing, but they're not ... the way that they managed the information that they have about their collections is almost universally different in every case. But now, there are collections management systems coming which enable one museum to work with another museum to exchange information, so if you're lending an object you know that you have common information.

I think it's a sort of similar situation with Local Lists, really. I would have thought ... and there is enough work had been done to now rationalise in post hoc to actually create a framework which could then be used by a lot more people. And if that was available, I think a lot more people might be persuaded to engage in local listing. It's quite a daunting

undertaking if you've got to invent the entire thing from scratch. So I think that's ... one looks for that at some point in the future (overspeaking 00:43:14).

S Speaker 2:

I think it's a very good idea. Very good idea. Perhaps you'd like to undertake it.

Interviewer:

Your next job.

S Speaker 5:

Oh, yeah. Oh, yeah. I'll write it in a free ... in SQL, I think. Yes.

S Speaker 6:

Yeah, I want to stress, I've been consistently impressed by how much time and effort has been devoted. And this has all been voluntary, and it's amazing how many people, the survey teams and everybody else, who have really put so much effort into it, gone the extra mile (inaudible 00:43:53). It's incredible. I don't think you can count how many man hours has gone into it.

S Speaker 2:

We rather cheekily had a stab at it in the very back of the envelope, and (inaudible 00:44:07) enormous number of hours. And then we costed how much we'd charge per hour, and we then started to tell the District Council how much money we'd saved them.

S Speaker 4:

To some extent, it reflects the kind of place Sevenoaks is that we're able to draw on so much voluntary expertise of such high quality. And you can see it might be different in other places, more difficult.

Interviewer:

And so you mentioned that all began with one building that you tried to list. Do you feel that the National List is sort of fair and representative in your area? For your Local List, was it things that you felt should be recognised, but not really on the National List? Were you going something different, or were you going for a local-level kind of a National List?

S Speaker 5:

Well, we were going for things that were local, you know, local importance. But we did recognise 12 things which might very well be nationally listed.

S Speaker 4:

Yeah. I mean, yes, we found a number of buildings that we thought should be nationally listed, and I think that was interesting that it came out of the project that there were a small number of buildings which were on a different level from the ones we thought of as appropriate for the Local List, so it was a distinction.

You mentioned conservation areas earlier, and I do think that was a grey area, certainly to begin with. I'm not sure yet, but quite lots of ... because certainly early on, the panel was saying, "Well, that's in a conservation area. Won't that be protected by conservation area, and should we be singling it out?" and so on. And that was quite a difficult one. I think we ... as we went on, we kind of intuitively got to know when we felt we should be locally listing or not, but-

S Speaker 2:

(overspeaking 00:46:17).

S Speaker 4:

-if you asked me to set it down and define it, I'd have a job.

S Speaker 2:

If we just weren't quite certain about it, "Oh, it's in the conservation area" (overspeaking 00:46:27).

S Speaker 6:

It's got some protection. I just tell you about about, are you also asking us whether we think some of the assets in Sevenoaks that are nationally listed shouldn't be nationally listed, but should be locally listed, is that what (overspeaking 00:46:43)?

Interviewer:

Oh, you could. Yes. Absolutely. If that's-

S Speaker 6:

Because I did ... we hadn't really discussed this, but I did actually think, for example, some of the street furniture, like a number of lampposts in certain roads, are all Grade II listed, and you're thinking, "Well, why those and why not some of the others are exactly the same in exactly the same time? Why are they?" They have been locally listed, but there is some sort of anomaly that carried on. That's just one example.

S Speaker 3:

Certainly a perception that the Local Listing exercise was about 70 years after some of the National List, the ones that were first nationally listed, so the properties we're looking at are 70 years older. Does that make any difference?

S Speaker 6:

No. No.

S Speaker 3:

I'm not sure, I just asked-

S Speaker 6:

I'm just thinking these Victorian lampposts is the real thing. We have ... there are sort of two roads, Kippington Road and Oakham Road in Sevenoaks, and all their lampposts are Grade II listed. But those lampposts exist elsewhere, and they're the same ones put up at the same time, and they weren't even locally listed, and I was thinking, "Huh?" But it could be that whoever put them forward back in the 70s just looked at those particular ones. And you do get other anomalies like, you've heard of Baillie Scott architect?

Interviewer:

Yeah.

S Speaker 6:

Well, most of his buildings are Grade II listed, but not all of them.

S Speaker 4:

I'm afraid (inaudible 00:48:21) the wrong room.

S Speaker 2:

No, I don't think so.

Speaker 1:

Wrong room?

S Speaker 3:

Yeah, I think so because this room (inaudible 00:48:25) goes onto the corridor.

Speaker 1:

Sorry.

S Speaker 3:

Maybe it's in the room over there.

Speaker 1:

All right, sorry.

S Speaker 6:

You know sort of why are only some of his, but not all of his. And it needs ... it depends which road you're in. Sort of one road, you will have ... his cottage would have been listed, a cottage he designed, whereas the main house that he built in the adjoining road, it's not listed. It doesn't make sense.

But I think that's the way in which perhaps things were done in the early 70s because that was when the old Grade III was abolished, and perhaps (overspeaking 00:49:03).

Interviewer:

'67.

S Speaker 6:

It would be difficult to find out exactly how that happened. There are some anomalies around, but ... which got picked up, as we carried on doing it.

S Speaker 4:

In a sense, the Local Listing Project in Sevenoaks is more consistent than the National List.

S Speaker 3:

That's your (inaudible 00:49:32) from the criteria, from the-

S Speaker 5:

It's guaranteed by senior (inaudible 00:49:36) Historic England. We're not smug or complacent people.

Interviewer:

So we mentioned a few times sort of old listings. Have you had any sense of things that have sort of recently changed in listing or heritage management more generally? Other than what you've been doing obviously you've been driving forward your own project, but did you have any wider sense of that? You may not at all.

S Speaker 5:

Well, when we started in this, there's a very good book of some guidelines and case histories that seemed to vanish. I don't know what happened to that.

S Speaker 6:

True.

S Speaker 4:

Sorry?

S Speaker 5:

Well, there was a very good book, English Heritage book, wasn't it? On sort of case-

S Speaker 4:

Yeah, yeah. On guidance.

S Speaker 5:

Guidance.

S Speaker 4:

Yeah. Yeah. Well, they have republished it.

S Speaker 5:

Oh, they have? Okay.

S Speaker 4:

Historic England have republished it, but it's a cut-down version. And the notable change is that whereas the English Heritage one where we started from had a lot of examples of collaborative projects and local amenity going out and doing things, which is what, in a sense, gave us encouragements and confidence.

The current one doesn't, it's squarely aimed at local authorities, and it says, "Well, you may want to see if you can recruit amenity groups to work with you." I think you're in the wrong room. I think it's over there.

Speaker 1:

Sorry. (inaudible 00:51:07).

S Speaker 4:

And I think that's a shame because locally, authorities are so pressed for resources. I think they ought to be trumpeting the initiatives taken by voluntary groups to try and support heritage.

S Speaker 2:

We have found real value in that former English Heritage one. We followed up with their examples went online with them and saw what criteria they used, and so on. Very, very useful. That's not in the present one.

S Speaker 6:

No. No.

Interviewer:

Was that the local listing guide with this-

S Speaker 4:

Yes.

Interviewer:

It had a hippo on the front or something?

S Speaker 4:

Yes, that's right. The one with a hippo on the front. Yep.

S Speaker 5:

It didn't have Claire Smith Ph.D. on it, so I wonder if you're ... when you publish your Ph.D., whether you're going to turn it in ... the public version of it is going to be sort of guidelines or with the rest of the company on how to do it.

Interviewer:

Could well be.

S Speaker 5:

Just a thought.

Interviewer:

That's really interesting. Thank you. I'm going to show you a few things now, hopefully.

(inaudible 00:52:16 dealing with computer and projector) this has gone to sleep. All right, it's waking up very, very slowly, isn't it? Okay, it'll warm up.

S Speaker 2:

Yes, (inaudible 00:52:38) draw-

S Speaker 5:

Draw the curtains.

Interviewer:

No, don't worry. It'll get-

S Speaker 5:

It'll get righted.

Interviewer:

Yeah. We'll see how it is. So did you come across at all the selection guides when you were doing the Local List, or indeed when you were looking at something for national listing.

They're aimed at National Listing.

S Speaker 2:

Selection what?

Interviewer:

Selection guides.

S Speaker 2:

Guides.

S Speaker 5:

We did come across them at the end. I don't know that we made a great deal of use of them in the moment. I mean, I-

S Speaker 4:

This is the ... for ... this is the guide for National Listing to ... within English Heritage, which you ... Historic England, which was published on their website and gives guidance for different periods of buildings.

Interviewer:

[scrolling through PDF version of the Selection Guide for Education Buildings on a projector screen].

So here's the one for education buildings. And they're normally ... they're kind of like this. They basically go through a type of building by age bracket. So here we've got schools and university buildings. They do a summary, and then they look at specific considerations for that building time. So and it just sort of goes through and can see how roughly how long they are and what the content looks like.

S Speaker 4:

Yeah, I read through them all when we were developing the selection criteria. I didn't find them terribly helpful. I'm sure they're helpful for English Heritage conservation officers, but for general people who wanted something more specific to be able to pin things down, I thought they were too vague, really.

And also, they were dealing with nationally listed buildings, so you had Blenheim Palace, well actually, that's fine, but it's not relevant here.

Interviewer:

Would you go back to them if you were considering trying to get a building listed? Or do you think it wouldn't really help?

S Speaker 5:

Well, that's where we came across them at the end.

S Speaker 6:

That's where we came ... we actually went when we were looking at those that might be candidates for National Listing.

Interviewer:

Ah, okay. Right. Sorry, yep.

S Speaker 6:

So, in fact, I looked at all that lot early on anyway to see of any use in research, but in the end, we didn't go through them to see whether they would meet the criteria in National Listing.

Interviewer:

So another one that I want to show you is ... have you heard of Enriching the List?

S Speaker 2:

No.

Interviewer:

Okay. I'll try and show you online, but if it doesn't work, I've got back up anyway. So I'm just on the National Heritage List for England here, and I'm just on the search engine. And I've popped in Cobham Mill because I know that I'm looking for one ... so what Enriching the List is, is basically, through search the list on Historic England's website, you get a list description, and then you get a purple line underneath that I'll show you in a moment, hopefully.

And then there's an area where people can sign in and make their own contributions. So for example, if you wanted to, you could take one of your Sevenoaks nationally listed buildings, and you could go on, and you could see, "Well, we know that this list description is an old one. We'd like to say something about its present condition, or what we think about it, what it's used for," and we can actually add that to side-by-side with the full list entry.

S Speaker 5:

You mean, we can do that one without going through you first?

Interviewer:

Yeah. This is taking a while to load, so I'm just going to show you on here instead.

S Speaker 2:

Sounds rather good idea, I think.

S Speaker 3:

It's like a Wikipedia sort of.

Interviewer:

It is, yes.

S Speaker 5:

But you can't put anything new on, I suppose. No.

Interviewer:

[now scrolling through a PDF of screen shots of a NHLE entry with Enriching the List]

You can't add things like that, no. So this is what it would look like, so that's ... basically, what I've done here is I've just screen-grabbed as I'm scrolling down the page what it looks like. So we've got the top of the list entry is all the standard things you'd expect to see, the grade, the date. This is first listed in 1953. Then we start to get the description of the building.

You see it's a short entry because it is from '53, and it's pretty thin on description. And we've got the normal map.

And then we have ... so this is the purple sort of banner that I was saying about. So it says, "Do you know about this entry?" And then it sort of tells you how you can upload stuff. There's the sign-in bit, so you have to create an account in order to do it, but once you've got an account, you can be like this person here who has added a photograph and some additional information. So you can upload photographs, web links, and text information.

So the one I've picked here is a quite simple addition. And he has written, "Additional text for Cobham Mill listing follows, 'The mill was sympathetically restored to full working order in the early 1990s including all mill machinery. This includes the water wheel, axletree, pit wheel, wallower, spur wheel..." And then he goes on with all different bits of mill machinery.

S Speaker 3:

Useful.

Interviewer:

So this is sort of a new ... it came about, I think it was 2015, I think, that they started doing Enriching the List and allowing people to do this. So it's just something I wanted to show you and see what you think of it.

S Speaker 2:

Is it verified by anybody?

Interviewer:

It's not factually verified. It is checked to make that sure you're not saying anything obscene, this kind of thing. But it's not factually checked, no.

S Speaker 3:

It still seems like a very good idea.

S Speaker 2:

It seems excellent.

S Speaker 6:

Particularly with the recent photograph as well.

S Speaker 2:

Yes, yes.

S Speaker 6:

(inaudible 00:59:22) that really helps.

S Speaker 3:

And they're all nationally listed Is and IIs? Nationally-

Interviewer:

Yeah. Yep. So Grade I, II*, or IIs, whole National List.

S Speaker 2:

It seems to be a very good idea for keeping the list updated. But if it's not factually checked, by having it on that thing it assumes sort of some authenticity which you can't verify.

S Speaker 5:

It's a bit like Wikipedia, though, isn't it, in that way.

S Speaker 2:

(overspeaking 00:59:54).

S Speaker 5:

Although, Wikipedia does actually have a panel of ... a verification panel. People who are going to do this are going to be people who are, relatively speaking, interested. And somebody reading that will say, "No, I think you'll find it didn't have a new spur wheel until" ...

S Speaker 6:

Would you be taking spot checks to make sure they can be verified with something like this? Because anybody could post anything, couldn't they? So would you ... I mean, I think that's [name]'s point.

S Speaker 2:

It is my point.

S Speaker 6:

You'd need to do some kind of check.

S Speaker 2:

I mean, it has some authenticity the way it's in that document, whatever the right description is, but it might be wrong. But you assume because it's called Historic England-

S Speaker 5:

What I'm saying is if you allow people to do that, then somebody who comes along on and reads it will ... who thinks it's wrong, and who actually has perhaps superior knowledge, will say, "No, this is actually wrong. It's not this. It's this." And so you start a sort of-

S Speaker 2:

So you get another entry, yeah.

S Speaker 5:

-dialogue. You sort of start a dialogue which builds up. Particularly where things are uncertain or contentious, you build up a weight of knowledge and opinion. So I think it's actually ... the risks are relatively small in getting some golddigger on there. And the benefits are really quite worth having.

S Speaker 3:

Yes, because as you say they're serious people who will go to this site for research. We've never heard of it, even. We've never heard of it before, have we?

S Speaker 2:

No. No. I'm not so much in favour of it myself. I think it's the -

S Speaker 4:

But also, I think there's a distinct-

S Speaker 2:

-authority, and so on of the Historic England's documents that should be Historic England. I think a whole lot of people tacking things on which aren't verified is devaluating, in my view.

S Speaker 4:

But it does come under the bit that says your contribution, so.

S Speaker 2:

Yes. A disclaimer, yes.

S Speaker 4:

And maybe that should have a health warning-

S Speaker 2:

That's absolutely true.

S Speaker 4:

"The above is from Historic England. This is the from the public."

S Speaker 1:

Maybe there is there. I can't read it from here over.

Interviewer:

Yes, sorry. Isn't that a bit small?

S Speaker 5:

What you'll find, [name], is that actually museums and other heritage organisations are all busy doing exactly this.

S Speaker 2:

(overspeaking 01:02:02). Are they? Right.

S Speaker 5:

Yeah, they are. And it's drawing out sort of intimate knowledge of places and things. You know, "My grandfather worked in this mill in so and so, so and so, and it had so and so." That kind of stuff, which you're just not going to get from a body of experts who are over pressed.

S Speaker 6:

Yeah, it's a kind of Wikipedia, isn't it? Wikipedia (inaudible 01:02:25).

Interviewer:

Unfortunately, that one's just (overspeaking 01:02:28).

S Speaker 4:

Now, the oral and social histories associated with these buildings are things that Historic England are probably never likely to capture-

S Speaker 5:

No. No.

S Speaker 4:

-but which people can put in.

S Speaker 5:

Yeah. Yep, exactly.

Interviewer:

Oh, I would've shown you one for Westminster, but I don't think it's going to load, so.

S Speaker 6:

The (inaudible 01:02:47) Sevenoaks?

Interviewer:

Well, we could do. We can search anything, you see. But the Westminster one was quite interesting because there's been quite a lot of photographs, and it's shown the scaffolding going up. So it sort of captured it in time as people have recorded the scaffolding, as well as people linking to journal articles through Enriching the List, so the link is straight there to sort of an official source if you like. And also just text adds like I've just shown you there. Okay.

S Speaker 3:

(inaudible 01:03:22) do you remember one of our walks, we saw this wonderful church. Is that when you were doing the Saxon Shore Way?

S Speaker 5:

Yeah, that's right.

S Speaker 3:

And there was this incredible church, very old, and there had been a very recent modern, but incredibly, beautifully, architecturally suitable extension (inaudible 01:03:38). And it's that sort of thing that had that church been locally listed, I don't think ... that's another thing, we couldn't have added on that bit, and it would have been added to the whole thing. Sorry, that's (overspeaking 01:03:52) aside.

Interviewer:

So with Enriching the List, is that something you'd be interested in adding to yourselves?

This isn't like some sort of committing to adding to it, I'm just interested if you think that's a tool that you would use or not?

S Speaker 2:

To the National List?

Interviewer:

Yes.

S Speaker 2:

I personally wouldn't be sufficiently involved ... feel myself sufficiently involved to do it
(inaudible 01:04:19).

S Speaker 5:

No, neither would I.

Interviewer:

No?

S Speaker 5:

I'm not sufficiently knowledgeable, I mean, that's a ...

S Speaker 6:

I think I might if I saw something in Sevenoaks that I felt was material wrong or I had an
addition that was of use, I probably would.

S Speaker 3:

It would almost require a separate exercise, wouldn't it? I mean, under the aegis of the
Sevenoaks Society to look at the nationally graded things and see what we could add to it, but
I'm not saying we'd do it. That sounded like-

S Speaker 2:

We'd want to be paid if (inaudible 01:04:55).

S Speaker 4:

I think Claire is asking us as individuals.

S Speaker 3:

As individuals, I see. Sorry.

S Speaker 4:

And I can see how [name] with all the research she's doing might well turn up some
interesting things which would actually enhance a description.

S Speaker 6:

Yeah, in which case I would use. Yeah. Yes. Yes. I would probably not just add it myself, but check with another local historian or something like that, so what went up was as near 100% as you can get it because I think authenticity is really important.

S Speaker 1:

Could that be done through the Sevenoaks Society?

S Speaker 6:

It could, but I think-

S Speaker 1:

So sort of just put it before the members and see whether anybody has got any additional information or disputes anything you've said.

S Speaker 6:

I don't know. I think I would just do it on an ad hoc basis.

S Speaker 1:

Yeah, okay.

S Speaker 3:

I think you just need, it could be five or six people within the Sevenoaks District who'd be really interested in doing that, but they've never heard of it or never realised they could do it. How you bring it to their attention, I don't know, as individuals (inaudible 01:06:12). They could be, couldn't they?

S Speaker 6:

The Sevenoaks Historical Society.

S Speaker 3:

Ah, the Sevenoaks Historical ... right, right. Maybe through that. And would you be involved in that too?

S Speaker 6:

Well, but I-

S Speaker 3:

You are involved.

S Speaker 6:

-I do know people in it. So, actually, yes. Spread the word.

S Speaker 4:

But also the owners of the buildings. I mean, for example, [name] (inaudible 01:06:34) owns a listed building, and he's done a lot of work to it, restoration work, and so on. And it would be useful to have a record of that actually, somewhere. The work he's recently done on the lichgates, and so on.

S Speaker 5:

Yes, that's true. It would actually. And bear in mind you do have to log in here, so if you got somebody who's consistently misbehaving on the site, their permission would probably be revoked, I guess. Yeah, sounds (inaudible 01:07:05).

S Speaker 1:

In a case like that, somebody had such a building and wanted to do something to it, they'd obviously have to get clearance-

S Speaker 4:

(overspeaking 01:07:18) listed building consent, yeah. Yeah. Yeah.

S Speaker 1:

-from Historic England and probably from the local council-

S Speaker 4:

Planning commission. Yeah. Yeah. Yeah. Yeah.

S Speaker 1:

-conservation department, who obviously have records of what was submitted and what was approved and whether the work was done to specification or not. Would that information just sort of sit in the various organisations' archives? There would be no method of bringing it together with the description of the building as a listed building.

Interviewer:

The HER is meant to be a place for that, and consultants and developers are encouraged to put their reports and assessments into the HER once they finish writing them. So when ... if someone wants to make alterations, they go, as you were saying, they'd get listed building

consent, if it's listed, so the information would be planning portal for the local authority where the application information is that you go to see as a consultee.

But it's how long those go back. So it might be that it sits in a planning portal, and it's searchable by building. And the other option is the HER, which is the Historic Environment Record, which can hold all sorts of historic environment data. So that could have reports.

S Speaker 1:

But it might or might not be in there?

Interviewer:

No, it's not a statutory requirement, so it's varied across the country.

S Speaker 4:

But it might be sensible, might it not, if you have a listed building, to have all the information and records related to that listed building in one place. Yes.

S Speaker 5:

Yes is the answer.

S Speaker 1:

There'd be no work for the researchers to do then.

S Speaker 6:

(inaudible 01:09:37), yeah.

S Speaker 3:

Your career ambition. (overspeaking 01:09:42).

Interviewer:

[scrolling down the list entry for High Mill on the projector screen]

Okay, I'll just show you one more thing that has started recently. This comes from the Enterprise and Regulatory Reform Act and is a tool that Historic England can now use. So again, we're on a normal list description. This is for High Mill, and you've got your list entry number.

Then we go to location, and we've got this new paragraph in here, which is a bit jargony, you can tell it's legal. So, "The listed building is shown coloured blue on the attached map," that's the key sentence, for us perhaps. "Pursuant to s.1 (5A) of the Planning (Listed Buildings and

Conservation Areas) Act 1990, structures attached to or within the curtilage of the listed building (saved those coloured blue on the map) are not to be treated as part of the listed building for the purposes of the Act."

So what this means in practice is that... we scroll down. We've got the normal reasons for designation and description. You'll see this is a longer description because this is a newer listing, and it divides the building into sections. This is much longer than our '53 listing, and we've got sources. But instead of having a little triangle on the listed building, we've now got this blue polygon. So you can see here, basically, this whole area is an industrial site, and it's basically your classic kind of Industrial Revolution development, where you've got a historic 18th century mill core that's been added to here, and then added to again, then added to again.

These small rectangles here, the narrow ones, are actually bridges to the larger 20th-century factory buildings and ... I think maybe 20th century in this case. And so what this provision of the Act enables Historic England to do is say, "Well, there is a whole site here that previously would just be listed as the mill, but we're going to actually select this blue area, and that is the bit of the building that is listed"

S Speaker 5:

I think that's really, really, really useful. There are a few buildings in Sevenoaks where we could usefully (inaudible 01:12:15) do that.

Interviewer:

Right, okay.

S Speaker 6:

Actually, I think that's done already, isn't it, in the Local List, that's how the-

S Speaker 4:

Yeah, well in this-

S Speaker 6:

Yeah, in the interactive map.

S Speaker 4:

-we tried to identify where there were-

S Speaker 6:

Yep, that's why we actually ... so we actually did do only particularly boundary walls and so on. We only did the bit that's listed, so for example, (inaudible 01:12:39).

S Speaker 5:

Yes. That's right. No, that's right. In the Local List, we did. But I think-

S Speaker 6:

I think that really is. I think that's exactly who we approached it for the Local List.

S Speaker 5:

For something like Chantry House for example, where it's not clear exactly what's listed, that would be great, wouldn't it? Then see-

S Speaker 2:

So we congratulate Historic England for catching on.

S Speaker 4:

Well, I mean I remember cases where there was somebody ... lean-to shed which somebody had put up 50 years ago with a corrugated iron roof, which happened to be against the wall of a listed building. And they needed listed building consent to get rid of this eyesore. That was sort of complete nonsense, really.

S Speaker 3:

If [name] had been here ... doesn't his property or his parent's property weren't there some-

S Speaker 5:

Listed barns?

S Speaker 3:

Some listed barns that were separate from the house.

S Speaker 6:

Yeah, listed barns. Yes. Yes, that's right.

S Speaker 3:

Well, I don't know.

Interviewer:

Great, thanks. I'd just like to ask you a sort of big open question now, which is if you were going to be able to make one change to benefit heritage here, what would you change and why?

S Speaker 2:

For the benefit of the heritage here?

Interviewer:

Yes.

S Speaker 3:

I would appoint [name] to the Council with powers of veto over (inaudible 01:14:13).

S Speaker 2:

That's (inaudible 01:14:15) best suggestion I've heard you make in years.

S Speaker 6:

And get paid, as well.

S Speaker 2:

Get paid.

S Speaker 5:

Just the first thing that comes off the top of my head is that in the case of important buildings there should be more requirement for something like architectural competition or something like that to ensure the quality of what we build because a lot of what we're building here is not great at the moment.

S Speaker 2:

That's a very good point. It's something we do in the Sevenoaks Society at the moment, isn't it? We give an architectural award, don't we?

S Speaker 4:

Biannual award, yes.

S Speaker 2:

Biannual. Yes.

S Speaker 6:

But really, it's quite ... like entry points to the town ... Well, [name] and [name] know more about this anyway, but we tried to get as an entry point for town, that area should be architecturally ... which will need developing, that what goes in place of it should be architecturally correct.

S Speaker 2:

I think a design panel is always a useful thing. And in fact, I think it is in the local plan, isn't it?

S Speaker 4:

Yes, it's an aim to set up the design panel.

S Speaker 2:

What did you say?

S Speaker 5:

It's an aim.

S Speaker 4:

An aim.

S Speaker 5:

It's got to be an objective, hasn't it?

S Speaker 6:

It should take more account of landmark features, too, landmark ... you know, the important parts of the town. We don't get ...

S Speaker 2:

Some buildings we actually locally listed because of it's at a focal point.

S Speaker 6:

Exactly.

S Speaker 2:

Where, really, it's vital. Something like that, isn't it?

S Speaker 6:

Yes. Yes.

S Speaker 1:

The biggest problem with this is it is all very subjective, isn't it? And if you have a design panel, and they approve something now, or they disapprove of it, it doesn't necessarily reflect taste in 50 years' time. So maybe something's put up now which we think is hideous which future generations will preserve and revere.

S Speaker 2:

Well, that happens, doesn't it?

Interviewer:

So it's mostly about new development, then? You think that's the biggest ...

S Speaker 2:

Can you repeat what the question was?

Interviewer:

Of course, it's a tough one. If you were going to be able to make one change to benefit heritage in Sevenoaks, what would it be and why?

S Speaker 2:

Benefit heritage. It's so wide, isn't it? And we've got this marvellous Knole House here, and it has car park right in front of it, and park land. It looks ghastly. So we would look to see if there's somewhere else we can put the car park and so enjoy the heritage more. Very, very difficult. Would that come within the purview of your question? I'm not quite sure.

Interviewer:

Absolutely, yeah. That's brilliant.

S Speaker 1:

Every time you go there, the car parking area seems to have got a little bit bigger.

S Speaker 2:

The other thing is these (inaudible 01:17:35) these sites, ex-big shops or something, that had been bought up by Russian oligarchs, or whatever Russians, and they sit on it, and they don't do anything with it. And we haven't we got to a stage of, well, perhaps the Sevenoaks City Council has, whether it's going to be developed in a pleasing way. But I mean that's ... some of those sites are incredibly important, like the one that was the cause of the Local List to begin with.

S Speaker 1:

Yes, that site is still a hole in the ground.

S Speaker 2:

[name] and I had a meeting with the District Council this morning about it.

S Speaker 3:

Ah, okay.

S Speaker 5:

So is that about compulsory purchase?

S Speaker 2:

About compulsory purchase, yes.

S Speaker 5:

So-

S Speaker 1:

(overspeaking 01:18:18) long enough. I can't understand why they didn't compulsory purchase it and incorporate it into the-

S Speaker 6:

Local (overspeaking 01:18:27).

S Speaker 1:

-hotel development.

S Speaker 4:

We can give you an hour's talk on that.

S Speaker 1:

Well, maybe, but that-

S Speaker 6:

This is the site that started all the Local List (overspeaking 01:18:37)-

S Speaker 1:

-that would seem the logical thing to do to me.

S Speaker 6:

-when all that's happened is they've demolished a perfectly good heritage building that was thriving, and it's still a hole in the ground. And it's at the entry point, which is important, you know, to Sevenoaks. You come into the station and there it is. And you just have this hole in the ground.

S Speaker 1:

Quite apart from anything else, they could've had 12 years' worth of takings from the pub if they kept it going.

S Speaker 6:

Yeah, exactly. So I mean, that's ...

S Speaker 2:

It's been empty for (inaudible 01:19:09) for over 10 years.

S Speaker 5:

Does the council have the power to compulsory purchase?

S Speaker 2:

Yes, it does.

S Speaker 5:

It does.

S Speaker 2:

It does. Oh, yes. Yes, it does. We were trying to persuade them to this morning.

S Speaker 1:

Yes, presumably it's a question of money that stops them doing it.

S Speaker 2:

Yes, yes, yes. It's largely that.

S Speaker 5:

So is there some change we could make, or could be made? Because there was something about this going through the Parliament, wasn't there? I can't remember now who it was, which MP was collecting evidence about this kind of stuff. Wasn't that to make life easier for councils to compulsory purchase?

S Speaker 4:

So that's in review, the thing you're thinking about. But those big sites that they were talking about, some of their big sites (inaudible 01:19:51) stopping a build-out of big sites.

S Speaker 6:

So perhaps it's that they shouldn't be allowed to demolish heritage buildings if they're not going to put something in place.

S Speaker 2:

Yes, well put I think.

S Speaker 6:

That will enhance, that will be at least the same, and should be better than what was there in a timely fashion.

S Speaker 5:

13 years is not bad, you know.

Interviewer:

Yes, quite. And I thought, actually, that there was an NPPF paragraph that said something similar about there should be a plan for the new build if something is going to be demolished. I thought it was around 139 or something ... said something like that, but I may be wrong.

S Speaker 2:

What .. in the Planning Act?

Interviewer:

In the National Planning Policy Framework.

S Speaker 2:

Oh, I see. Right. You may be right.

S Speaker 6:

We all look at [name].

S Speaker 5:

You probably wrote it (inaudible 01:20:48), [name].

S Speaker 4:

I mean in the Supplementary Planning Document which gives effect to the Local List, there is a piece about demolition, since it won't normally be allowed of a locally listed asset unless the benefits to the community significantly outweigh the value of the heritage asset, or unless the heritage asset is condition is it can't reasonably be put into repair. So, and we have had one test case of that, haven't we?

S Speaker 2:

Yes, we have. Yeah.

S Speaker 4:

Where we ... A very important test case where somebody wanted to demolish a heritage ... locally listed building and put up a terrace of seven houses.

S Speaker 1:

Is this 95 Dartford Road?

S Speaker 4:

Yeah, it's 95 Dartford Road. And, you know, there was an argument to be made because it's an area of housing shortage, et cetera, it's one house going and going to be replaced by a terrace and five. But the inspector to appeal came down and said, "No, this was locally listed heritage asset," and that outweighed the value from the new development, which wasn't a high-quality development.

S Speaker 6:

No, it was a low-quality development.

Interviewer:

Okay. So that was a test of your new local list.

S Speaker 2:

Yes. It was the first test.

S Speaker 4:

Yes. Yes.

S Speaker 6:

First test.

S Speaker 2:

It was a written representation appeal. So we put in full representations on it.

S Speaker 3:

Has the committee been harassed by the owner? Not yet. not yet.

S Speaker 2:

I won't say anything about it.

Interviewer:

That leads in very nicely to my next question. I was going to ask you, all things considered, how effective do you think heritage lists are, both the national and the local?

S Speaker 5:

Well, I'd say they're essential.

S Speaker 2:

Sorry?

S Speaker 5:

I would say they are essential. Whether they're completely successful in all cases, I don't know. But yeah.

S Speaker 2:

I'm sure they're not because I mean the Local List in itself makes provision for a balanced decisions.

S Speaker 6:

Yeah, and I think that's the right way to do it, as well, because you don't want to preserve something forever. You want to be open to new ideas too.

S Speaker 5:

So balance is the word.

S Speaker 6:

But at least gives you-

S Speaker 2:

Yes, for local listing, anyway.

S Speaker 6:

-pause for that, doesn't it? You have to go through a process. You can't just sort of knock things down.

S Speaker 2:

It's a bit different I think national and local on that one. (inaudible 01:23:26) quite right for local and national a bit different.

S Speaker 4:

I think that's right.

S Speaker 1:

It's just another weapon in the armoury, isn't it? I think the perception was that with a case like 95 Dartford Road, that district council might turn it down, but if it went to appeal, the inspector, is based in Bristol, is it, may know nothing about Sevenoaks and what goes on there and what buildings it's got and may make a decision that doesn't fully take into account the feelings of the local population. And I think having a local list is just another safeguard against arbitrary decisions on planning. But I think looking at the picture as a whole, not one thing, but the main thing is just constant vigilance, and I think having something like the Sevenoaks Society, which keeps a very close eye on planning applications and so on and alerts us to things that are about to happen that we might not otherwise know about until the bulldozers move in.

S Speaker 2:

We had a locally listed building, a planning application relating to it, approved as a result of the relevant planning officer not realising it was on the Local List and not including anything about it in the planning report at all, and it going through on the nod. So I wrote a letter to them, the District Council, about it, and they said, they apologised, because we were concerned it was ... whether their system was wrong, and they didn't flag up that it was locally listed. But it's not that, it was just a personal failing, and they apologised, so it's a one-off I think from that.

Interviewer:

Okay. Is it on their planning constraints layer?

S Speaker 4:

No.

Interviewer:

Okay.

S Speaker 4:

And there seems to be some problem about putting it on. It would be helpful if it was. So if you go into planning constraints, you don't know it's a locally listed building, so with our little Townscape and Planning Group, we have to go separately to the Local List interactive map to see if it's on there because it's not flagged up.

But we are assured this is flagged up to the case officer when he or she picks up the file. Some way. We don't know how.

Interviewer:

And talking about effectiveness, we were going to come back to something, weren't we, about actually implementing the Local List? I was going to mention Article 4 directions.

S Speaker 2:

Yes, the Article 4. Yeah, we did, with some difficulty, manage to persuade the local authority to include the power to make Article 4 directions. They were not keen. They had never used anything like that before, but to their credit, they did agree to do it. So that's ... it relates particularly to-

S Speaker 4:

It relates to demolition, so outside conservation areas, you don't need permission ... to find permission to demolish. So they prepared to have Article 4 directions on locally listed assets outside conservation areas, so requiring planning permission if you want to demolish.

And the other was boundary treatment under ... over one meter in height, which again, outside the conservation areas, you don't need permission to demolish, and they're prepared to put Article 4 directions on those that are locally listed.

Interviewer:

Okay. So-

S Speaker 4:

This is to stop people knocking down railings which are locally listed in order to make their front gardens into car parks, typically.

S Speaker 5:

And that took over a year, in the sense that Local List was on its way but to get that added ... to agree, didn't it?

S Speaker 2:

It did. Yeah, yeah, yeah.

S Speaker 6:

We haven't actually said anything about public consultation, but we ought to say that there were lengthy periods of public consultation that you know this Local List wasn't imposed on the community at all and sort of individual letters sent to every single house and authority or whatever that was going to be on the Local List, and they all had an opportunity to comment. And the comments were all then were taken back to the expert selection panel as well, so I think it's important to say.

S Speaker 4:

And of course, you've got a self-selected group here of people who are generally favourable towards listing and local listing, I mean if you were to take a cross-section of some of the consultees, you might get very different response.

S Speaker 5:

And then those people who've got (inaudible 01:29:08), looking to develop their properties, were not keen, who, about 16 of those I think in, at least, in one of the tranches, who spent a great deal of money on bringing in consultants to refute the extremely good basis of a listing. But, well ...

S Speaker 2:

Did any prevail?

S Speaker 5:

We had a few favourable comments, as well. Did any prevail? I think one changed?

S Speaker 4:

Yeah, yeah.

S Speaker 2:

One changed.

S Speaker 4:

One or two where there were errors of facts.

S Speaker 2:

Okay. Yeah, okay. Okay, (overspeaking 01:29:44).

S Speaker 6:

(overspeaking 01:29:45), yeah.

S Speaker 5:

There was certainly one where the building was built not in the 1945, not until after the War, not in 1930 (overspeaking 01:29:52).

S Speaker 6:

No, it's tricky that period because no records were kept during the war, so difficult to say whether house was built in 1939 or 1946.

S Speaker 2:

One thing we haven't mentioned, I don't think is relevant at all, we did divide off Local List into two tranches as we called them. It was too much to do right the way through, and we needed to feel we were getting somewhere if we finished the first tranche. But that's not relevant I think to what you're asking us for.

S Speaker 6:

But so there were two lots of public consultation, basically.

S Speaker 2:

Yes. Yes.

S Speaker 6:

Which is really important, as well. And in the second one, even more care was taken by the Council in consulting people and sending letters out and making sure people understood about Article 4 and so on.

S Speaker 5:

Well, in the case that we referred to, 95 Dartford Road, the owner of the property got in touch with the ombudsman about whether the process had been correctly managed. So-

S Speaker 2:

(inaudible 01:30:54).

S Speaker 5:

-very few people were prepared to take it to (inaudible 01:30:57), so it's worth robust process, clearly.

Interviewer:

Okay, one last question from me. If you were king or queen or prime minister of your own country, would you list heritage assets?

S Speaker 2:

If we're king or queen of our own country, would we list heritage assets?

Interviewer:

Would you do it? Would you have listing, would you have Grade I, and II, and II*? Would you have local listing? Would you have them both?

S Speaker 2:

I'd have them both.

S Speaker 5:

Yep.

S Speaker 6:

Yep.

S Speaker 3:

Not knowing much about it, I'd have Grade III, actually (inaudible 01:31:34). Why'd you get rid of Grade III? But there we are. I don't know.

S Speaker 2:

Good point.

S Speaker 4:

I would just say that when I was in my last job, and I was ... it was before local listing was acknowledged in the Planning Framework, and we had lots of people lobbying for it. And particularly Steve Smith, was he MP for Islington North? There was a church in Islington North in his constituency that wasn't nationally listed, and English Heritage didn't want to nationally list it, but they said it was a valued local asset, and so on and so forth.

And he wanted, and he came in to see the minister, and I told the minister that this was the thin end of the wedge. And if he gave way on this, they'd be listing every damn thing everywhere, and they should hold out. And he did. But after I retired...

S Speaker 3:

That's the first time I've heard you admit to that one. Interesting, yes.

Interviewer:

Is there anything else that you feel we should've talked about or covered?

S Speaker 5:

Well, I mean I suppose there's the issue, we've done this list for the Sevenoaks town area and the Sevenoaks District, and we would've liked it to have had the sort of life that your purple ... and with new entries and to sort of keep it alive somehow. That that's ... I think maybe that is something where more pressure needs to go on the Council's ... The volunteer groups are great for getting lots of work done for nothing, obviously, in a concerted effort, but then to maintain this continuity and so on, you really need the councils to be doing perhaps a bit more.

S Speaker 6:

Yeah, I think that's my chief concern now. We have this wonderful Local List, but it's got to be maintained, and it's got to be updated.

S Speaker 5:

Yeah, and expanded and ... yeah.

S Speaker 2:

Well, I think I would ... we've got lots of surrounding, lovely villages with some lovely buildings, all which would be worthy of local listing.

S Speaker 6:

Yes. And it's got to be extended.

S Speaker 2:

I'd like to think of what we've done would be helpful in trying to get things done there too. And we have given presentations around quite large areas, actually. We've been down to ... oh, I don't know what was it? Where we'd been to giving presentations?

S Speaker 3:

You went to Charing, didn't you?

S Speaker 2:

(overspeaking 01:34:21).

S Speaker 4:

Margate.

S Speaker 6:

Margate

S Speaker 2:

(overspeaking 01:34:24). A number of places we've been asked to give presentations, but have no feedback as to whether people think they want to do it.

S Speaker 6:

Maidenhead, as well.

S Speaker 4:

Didn't you go out up north somewhere?

S Speaker 2:

Maidenhead, yes.

S Speaker 6:

Wakefield?

S Speaker 2:

Wakefield, yes.

S Speaker 4:

We went to Wakefield and gave a presentation at Civic Voice AGM. And interestingly, you say you're going to Blackpool, and there was a lady there who talked about the approach that they'd adopted at Lytham St Annes where they'd, instead of doing it themselves entirely, they'd hired a conservation officer from Blackpool, who was a part-time conservation officer, and she came and worked with the local amenity society in Lytham St Annes to produce a list there.

S Speaker 6:

Well, we also gave a presentation to conservation officers, as well, down ... was that Tunbridge Wells?

S Speaker 2:

Yes, we did.

S Speaker 4:

Kent conservation officers

S Speaker 6:

So they understood what we were doing, so they would take it back to their own areas and hopefully extend the process.

Interviewer:

Yeah. That's really good.

S Speaker 5:

It may be something you're thinking of doing anyway, but it might be good to create a register of these things, and what's been done. It's only really thinking of doing it was ... quite access then to some resources.

S Speaker 6:

I think you said there were 46 Local Lists? Or?

Interviewer:

No, 46% of councils have a Local List of some sort.

S Speaker 2:

Really, it's as high as that, is it?

Interviewer:

Yes.

S Speaker 6:

That's good if that's the truth.

S Speaker 3:

That's interesting.

S Speaker 5:

Oh, (inaudible 01:35:57).

Interviewer:

But some of them are sort of historic local lists where a civic society, maybe in the 80s or 90s, produced a list and it's just-

S Speaker 2:

(overspeaking 01:36:08) on, yes.

Interviewer:

-kind of there, whereas others are revitalised versions of that, as it is in Nottingham. And others are more of starting from fresh, "Let's go and survey," like you've done. And then so that means there's also a variety of things. So some Local Lists focus on buildings or street furniture included like yours. Others even wider, and they're kind of about place and communal value and things, so all sorts of things can go on their Local List. But of course, you can only put an Article 4 direction on things that need planning permissions.

S Speaker 2:

I mean is there, therefore, a case for more guidance for local listing to get people to ... more doing the same thing so there's consistency between them? I don't know.

Interviewer:

I thought there was some really interesting things that you'd mentioned, actually. One about how the guidance seems to now be more aimed at local authorities, which seems kind of counterintuitive-

S Speaker 2:

Yes, it is. Absolutely.

Interviewer:

-given that partnership is a big thing. If you look at heritage strategies, there's a lot about collaborative working and partnership, so you'd think that the Historic England guidance would mirror that. And the other thing about ... the idea about creating some consistency. Which is an interesting one because I think perhaps the reason there isn't that consistency is because the idea that it should be local. It should be what people locally value. But if there was a framework for people to work in.

S Speaker 5:

Yeah, it's the tools.

Interviewer:

Yeah, right, you say it's a big task to take it on from scratch, so hats off to you.

S Speaker 2:

There's a marvellous ... (inaudible 01:37:56) mentioned. Martin Randall Travel Company, I don't know if you know them, but they're putting on a marvellous symposium, or whatever you call it, in Liverpool. I forget the date of it. It's on conservation and heritage. And they've got all the big names in the field there. And it's very tempting to go to but it's very expensive. (inaudible 01:38:18) it would be fascinating. You've got almost everybody in the field there.

Liverpool. Martin Randall. Look it up.

S Speaker 5:

When is it?

S Speaker 2:

I'm afraid I can't remember the date because I had looked at it and thought, "Well, I can't afford to go to that."

S Speaker 5:

If you can't afford it then ...

S Speaker 3:

This is the Martin Randall that you go, and that arrange of artistic tours and-

S Speaker 2:

Yes. That's right. Yes.

S Speaker 3:

-American (overspeaking 01:38:43). Oh, all right. Well, they should give (inaudible 01:38:47) invite you gratis because of all the work you're doing.

S Speaker 2:

Cover (inaudible 01:38:52).

Interviewer:

Great. Well, I haven't got any other questions to pose at you, so and I said I'd finish at 4:00, and it's 10 to, so.

S Speaker 2:

That's pretty good (inaudible 01:39:03) perfect timing.

S Speaker 3:

Well, thank you very much for taking it on so charmingly.

Interviewer:

No, thank you all for coming and participating and saying very interesting things. It's great.

S Speaker 3:

Delightful. Very interesting, very interesting.

S Speaker 2:

Can we get some more fudge now?

Interviewer:

Absolutely. Go for it.

S Speaker 5:

Press the reward button.

S Speaker 2:

Come on [name], I know you'll (overspeaking 01:39:33).

S Speaker 1:

There's your pen.

Interviewer:

Thank you.

S Speaker 3:

There's a pen. Thank you very much.

Interviewer:

Thank you.

S Speaker 2:

I'll keep that one.

S Speaker 3:

There we are. One each.

[End of transcript]

Focus group: referenced as 'Newark'

Nottingham, Newark and Sherwood, and surrounding areas

Number of participants: 14

Please note that the number of participants in this group prevented individual attribution and contributions are therefore labelled as male or female only

START AUDIO

[0:10:30]

Interviewer: Thank you very much for doing those. Were there any questions from that?

I think the key things that I need to make sure you're aware of are that I've put the microphones on, but feel free to completely ignore them. And what we will do is it's audio recorded, but then it's transcribed and anonymised as far as possible. So I take out names and job titles. If you give yourself away other than that, or you say something that you later think, "Actually, I didn't want to say that," we can just delete it from the transcript, so just email me and let me know. And you can see those transcripts if you would like.

You can pull out of the research at any point, if you would like, but please do just give me an email and chat about it first. Were there any questions?

Everyone happy? Shall we get started then?

I'm aware that this is the biggest group I've done this with, and I would like to try and stick to time, so I'm going to try and slightly condense it a little bit at the beginning. So we will get into the meaty questions quite quickly.

[0:11:37]

First of all, partly for my benefit and partly if you don't know some people here, can we just go around the group and say your name, one thing you like about heritage, and what group you're part of as well?

I'm Claire. I like historic buildings, particularly the narrow, wonky little streets we get in York, and I'm doing this PhD.

Shall we start with you, [name], [Crosstalk 0:12:09]?

Male: [name]. I'm vice-chair of [place] Civic Society. [I'm particularly into war] buildings. Growing up in Surrey I was very much surrounded by those.

Female: [name], [place] Civic Society. I'm very much interested in the social history and how it's reflected in the buildings and so on.

Male: [name] I love historic buildings because of the stories that they can tell about the people that occupy them. I'm vice-chair of [place] Civic Trust, chairman of [place] Heritage Forum, chairman of the Battlefields Trust in [place], and [a few other 0:12:47] titles as well. (Laughter)

Male: I'm [name]. I'm resident here and have been for a long time. I'm also a planner for Nottinghamshire County Council. So I have to balance things sometimes with planning decisions, including heritage.

0:13:10

Male: I'm [name], [a little 0:13:12] conservation builder. A listed building owner as well. I suppose my specialty and interest is vernacular buildings, primarily of the area, because that's what I get to work on.

Male: I'm [name]. I'm an art historian. I'm here under false pretences. (Laughter)
I don't belong to any particular professional group, but I've had a longstanding interest in this town in particular and the way it has changed dramatically. At every visit that I've paid in the past 30 years, from down in the South West, something else had disappeared or had been modified.
It's the interest in change and the notion of heritage. How much should we be aiming for a frozen moment in time? Or whether you're supposed to have a more balanced approach to what is practical, [impractical 0:14:11].

Male: My name is [name]. I'm a self-employed archaeologist. My interest in heritage are the stories that it tells about the people who lived in those times.

Female: My name is [name]. I'm a member of [place] Civic Trust. I have been for many years. I initiated a small awards scheme with the Trust some years ago, and I'm glad to see that that is still running. I just love old buildings and want to see them continue.

0:14:49

Male: I'm [name]. I'm chairman of the [place] Civic Trust and a building surveyor. I got interested in heritage a long time ago, due to my family being Greek and seeing lots of what I now understand to be very tacky souvenirs lying around the house. Lots of different types of old buildings, which just fascinated me and caught my imagination. It all stemmed from there really.

Male: Hello. I'm [name]. I'm chairman of the [place] Buildings Preservation Trust, and as a councillor I sit on the district council planning committee, which may make me [the group Satan 0:15:21] of course. (Laughter) I have restored an old building in Scotland myself, and my interest [in them] is the continuity they provide with the past.

Male: My name is [name]. I'm a volunteer with the local civic trust. My reason for getting involved was I really like the idea of the connectivity between generations when it comes to historic buildings.

Female: Hi. I'm [name]. I'm a member of [place] Conservation Society, [place] Civic Trust, [and the 0:15:54] Spital Chantry Trust of St Edmond. Like [name], I'm interested in vernacular buildings.

Male: I'm [name]. I established and inaugurated the heritage conservation course at [place] University, which I ran for many years. I'm now acting chair of the [place] Conservation Society.

0:16:17

I am the owner and conservator of the same historic building in Lincolnshire that [name] referred to a moment ago. My particular interest is in ecclesiastical buildings.

Male: My name is [name]. Up until recently I ran an architectural practice here in Newark. I'm a member of [place] Civic Trust and [place] Conservation Society. I have a general interest in the historic environment.

Interviewer: Great. Thank you very much. Very experienced and a range of interests here. Basically, from now on we won't go round the table like that. We will just have an open conversation and chip in whenever you like. I would like us to think first about heritage lists, because that's particularly what this project is on. Are there any lists that you've come across or are working with currently that are used to manage heritage?

Male: Do you mean apart from the statutory list?

Interviewer: Yes. I just want to see how aware people are of all the different types of lists? Because I think we will have some variation as well. Like local lists.

0:17:31

Male: A few years ago we reminded Nottingham City Council of its local list, and found a copy, which they didn't seem to have anymore. We did quite a lot of work on it, although the categories have now changed. In other words, the criteria for getting onto it have been rather increased. So we're working on the revision of it at the moment. It's got about 450 buildings on it as it stands.

Female: A list has in principle now been adopted by the city council, but we've got to go through it with the council to look at the criteria, and to augment it with more information, and hopefully photographs of each of the buildings, and also some more research into architects and so on. So there's still some work to do.

And of course there are always buildings that people have said, “Oh, is such and such on the local list?” There’s always something to add to it. So it’s ongoing work basically.

But we have found in the past that it has been helpful. At, for instance, a public inquiry that I appeared at, a particular building, I think it gave added protection to it. It wasn’t demolished, for various reasons, but I think that did help to protect it.

Interviewer: What about in Newark and other areas? Mainly working with the statutory list? Is that right?

Male: For listed buildings.

Interviewer: Listed buildings?

0:19:07

Male: I think there’s work underway at the district council to work on the local list, to improve that. To put some more information together on certain buildings, and hopefully increase people’s access to that information as well, from what I understand.

Interviewer: So you have got one?

Male: I’m not sure what is in existence. I don’t think there’s something that I could just go to the district council now and ask for. But I think there is hope that they will produce something.

Male: I’m not sure it’s a local list as such. I’m not aware of a local list in any of the other districts or boroughs in Nottinghamshire. I think the city is the exception.

Male: [I think you’re right 0:19:46].

Male: There have been attempts, I believe, to do something in Bassetlaw. They've got a lot on. But certainly they're very active on Bassetlaw on conservation interests and matters.

One register perhaps worth noting is the Buildings at Risk Register. I'm aware the county council maintain a Buildings at Risk Register as part of their HER, their Heritage Environment Register [sic].

0:20:20 It does get updated every now and again, but I have a feeling it's not updated as much as it could be. But that covers the county, and there are a lot of buildings that obviously are on there for unfortunate reasons. In a very bad state of repair. Some are almost ruins. And they're on the register.

Some of those then appear on the annual national publication that comes out from Historic England. Every year they publish a conservation area risk update, region by region. They list buildings and conservation areas at risk, like the worst ones.

In terms of buildings, they're usually referenced on there, and they usually give a status update on the status of each conservation area. Whether they're actually declining or improving. Just the general trend over the long term. So there are two there, I think. There's the Nottinghamshire at risk register and the national English... Not English Heritage. Historic England update, regional register, whatever they call it.

Male: [And the regional 0:21:42] conservation areas as well. And obviously we're feeding into [Crosstalk].

Male: As regards to a local list [here in Newark and Sherwood], it doesn't exist at the moment. I think I would be aware of it if it did. But we're reviewing our conservation areas, the extent of them and what we're putting into them, and that may come out of it. We are fairly active in that area. Which is a good thing.

0:22:00

Male: Just coming back to what [name] said as well, I think the local heritage risk lists or registers include the undesignated sites. The Historic England one is, I

understand, just designated sites, so listed buildings, wrecks, scheduled monuments and things like that. I think that's the main difference between the two.

Male: I don't know if this is the moment, but do you want to talk about the quality of the description in the list?

Interviewer: Perfect. Look at that. Thinking about-

Male: [I wasn't looking over your shoulder 0:22:33]. (Laughter)

Male: [Other lists]. HER.

Interviewer: HER, yes.

What I was going to say was I think in this conversation then we can talk about the National Heritage List for England, so the statutory list, whether you're dealing with listed buildings, scheduling.

There are of course battlefields and protected wrecks. My research doesn't focus on that so much, but I'm hoping that since you're not so close to watery areas that won't be a problem.

The local list. And if you want to bring in conservation areas or the HER that's also fine. So all of those types of lists.

0:23:11

Male: Could I also mention that the Building Preservation Trust at the moment is doing a re-run of its heritage asset study of 50 years ago, across the villages of Nottinghamshire? We're looking at four at the moment. We're looking to extend it. To see what's happened to those buildings in the last 50 years. We are doing Flintham, Upton, Church Warsop and Norwell.

Interviewer: Is that in terms of condition?

Male: In terms of listing of what makes them, their condition, and what has changed in the last 50 years. That was run [out of 0:23:42] the [Brunskill] system. You guys will know about the Brunskill notification system. We're using that. Updating it and putting it on [computers], modern technology. So that is quite an important development, and we're now getting some support from HLF for extending the thing. So that is happening in the villages, vernacular [certainly 0:24:00].

Male: Also just to point out, which obviously you know, that Nottingham is a Heritage Action Zone. So Historic England has been putting forward some things themselves, sometimes we possibly hadn't thought of. We've done further research on those. Some of them quite modern, like the Royal Concert Hall. Where I found myself praising its electronic organ as something innovative, [as a thing to burn down 0:24:24]. (Laughter) Yes, it's interesting.

0:24:28

So there's obviously stuff coming from them. Not all of which has actually made it to the list. They've suggested things sometimes, but they haven't always made it. Others have. Once or twice to our pleasant surprise.

Male: From Newark's point of view, we did look at Heritage Action Zone, but we decided not to pursue it. Certainly not at the moment anyway.

Interviewer: Great. Thinking about those lists, first thinking about their function to identify assets, what do you think of national listing, local listing and the HER?

Male: I find it very random in some ways. [That there are 0:25:12] different ways in which you make a case for a building before you submit it.

Because I used to be a case worker with the Victorian Society and the Twentieth Century Society, so I was very used to how they submitted, and of course they were very strict on what they put forward.

But even the Twentieth Century Society [put a 0:25:29] 1972 building in Nottingham, the Players Horizon Factory, [on the counter], but it doesn't get onto the list, [although it's with] Ove Arup. Obviously, other stuff of his is put forward for listing at various places.

Innovative construction. The way it was designed to be adaptable, because some people knew that they wouldn't be doing tobacco forever, even as early as 1969. And then doesn't make it and other things do.

0:25:57

We're always told there are hidden agendas in certain cases. I won't go any further than that. Nonetheless, it seems there's a tricky thing there.

Female: We found recently that Historic England have consulted us about some of the possible listings, and they do actually then quote it back in the list. For instance, the Howitt Building, Howitt was the architect, the Raleigh Industries head office building which was just recently listed. We did some research for them in our local archives office, and we found they had used quite a bit of that material in the listing. And other buildings. They seek our opinion on things that they're considering. So obviously they do value local knowledge and local opinion.

Interviewer: Has that happened in Newark at all? It might not just have cropped up.

Male: Not that I know of.

Male: We were hoping to get involved in a project to update some of those descriptions, although that hasn't happened yet, has it? But certainly with [Alvescot 0:27:14], the district council, that was something that we had got as a future plan to get involved in, and to provide an update on those descriptions that are currently there.

0:27:26

Male: I get the impression that a lot of the descriptions are just of the building and not really of the place. So there isn't much knowledge or research gone into the use of the place, the significance of people using that place. They're very architectural descriptions.

Male: That was a point I wanted to make actually. I get the feeling that the way the description is composed is to meet some kind of legal criteria, and consequently it's extremely technical. It's like wading through [Pevsner 0:28:03] sometimes. (Laughter) Even if you're used to reading it you find you're lost. And the absence of commas.

It's a complete piece of legalese. It's like the small print on your Google contract or something. And you're trying to pull out of it the meat of it. No doubt it's technically correct, but it's almost impossible to penetrate. I find anyway. I thought the whole way that the listing is presented is just archaic. I think the listing officers were allowed one black and white photograph. So for a [K9 0:28:43] phone box you get one black and white photograph. And for [Southwell] Minster you get one black and white photograph. (Laughter) There's a complete mismatch about what's needed and [what they provide]. Then that goes on.

I made that comment about 10/20 years ago. Well, now we're into the electronic age it really has to be brought online. And why can't we have stacks of pictures? It really does have to be user friendly.

To the point where the whole property selling industry is completely excluded. You read the description of a house in an estate agent's window. Or even in their deep dark text. It might say it's listed. It might not. I don't believe they've got any real obligation to say so.

0:29:34

But then, beyond that, it ought to actually say why it's listed, and, as you say, what's going on. "I think the building listed for architectural or historic interest."

Male: Yes. And/or.

Male: That doesn't always happen though.

Male: Well, no, it doesn't. [It's a complete game 0:29:48].

Male: Not Newark related but T.E. Lawrence Society. Lawrence's birthplace in Oxford, 2 Polstead Road, and the bungalow that was built specifically for him to study in as a young boy. Despite the Lawrence Society and Oxford City Council trying to get that upgraded as a listed, it's not been accepted. They don't count the bungalow as being historically important.

Female: One thing I've noticed from time to time is some of the very early listings, and sometimes of quite important buildings, Grade I* for instance, there's one in Newark, it's very brief. It doesn't necessarily include the important aspects that could over time be removed, because they're not actually noted. For instance, maybe very early Victorian stained glass windows in a Georgian building are not necessarily noted, so they can be taken away. I did wonder whether if they did a review at any time of listings that are, say, 50 years old or something like that. To upgrade them. To include things that are now found very important that weren't necessarily found important when the first listing was done.

0:31:08

Male: I think the impression when you read the lists, rightly or wrongly, but I think it might be right, is that when the listings were first done it was basically guys driving around in a car, parking outside the building, looking at the façade. Because when you get [the particulars 0:31:24] it is pretty much the façade. Most of these buildings describe nothing on the interior, nothing around the back. It's just done from the roadside. Like I say, a lot of the older ones don't contain the required information. I come up against this problem a lot working as a building surveyor with different building owners. You often still hear the comment, "Well, it's not mentioned in the listing, so therefore it's not listed." Not realising that

everything in the building or the curtilage is actually contained within the listing.

They think if it's not in that list, which was written out quite quickly, then it's not an important feature. But we know some of the most important features are actually in the interiors of the buildings as well.

Male: Yet, interestingly, I was involved recently with one in Nottingham, in the Lace Market area, which as its name implies has all these lace warehouses. We were advising about somebody who wanted to redo the roof of it. Which is not even visible from the road but you need listed building consent.

0:32:19 Because its structure isn't mentioned in the listing, [we] asked the conservation officer and he said, "Yes. [Would do]." So they're obviously being very strict about it.

This other thing with the listing, I think different criteria were there at different times.

I can remember I suppose a flagship building in Nottingham, Nottingham's Council House, 1929. When I applied to get that listed in 1986 they didn't like inter-war classical. So I really had to push things like the girder construction inside, and the central heating up through the Corinthian columns and all this type of thing.

We made it. It's now a two star, because we got it uprated, but then you really had to [do all sorts of things 0:33:00].

Another one, bizarrely, which was just in the borough of Gedling. It was a 1937 pub by the same man. They refused it because it had had an extension in 1964. If you look at the extension of 1964, there's no detriment whatever to it. And now it is listed. It's how these things-

Female: A little change, yes.

Do they actually consult any of you about listing? Like we get in Nottingham. Historic England send to me, and I consult with colleagues, every now and then, "We are considering listing such and such a building." Do they consult? Does anybody get that sort of letter?

Female: Does it depend on whether or not you're a statutory agency?

Male: We're not, but we still get [some things].

0:33:53 I think the other thing too with listing is of course the time it takes. I can remember a Catholic church from 1923 which I put forward for listing in Nottingham a few years ago. It took three years to get onto the list. They liked it, and several others by this architect were listed, more in the Midlands than the North, and of course in the South of England where he practiced, but it did take a hell of a long time.

Female: Sometimes it's quicker if there's already a building by that architect, like this Raleigh building. [There are 0:34:27] several Howitt buildings. For instance, the Council House and so on. So it tends to come under an umbrella of looking towards listing before you even write out the details.

Male: Certainly in my time as secretary I've not seen anything, but I don't know if, [name], you've been...

Male: No, we're not consulted. Can we recommend buildings for listing? Is that possible, [if we use 0:34:51] [Crosstalk]?

Male: Sure. Anybody can.

Male: [You can even do it through the] website, can't you? Through the National Heritage List website. And obviously supply Historic England with information if there are any inaccuracies in any of the listings which you know about. You can do that through the website.

0:35:07 Again, I think it can be quite a slow process [Crosstalk], but yes, you can do most things. And obviously apply for [delisting] through the website as well.

Male: And if you're submitting pictures don't send them more than three on each email. It jams their system totally. I tend to use about a dozen for most of the ones I submit. I do them in four emails. It just will not work.

Female: I think you found it frustrating when you tried to get [The Crossings House 0:35:38] listed, and Heritage England, as they're now called, came back and said, "There are better examples elsewhere."

Male: You do get that sometimes.

Female: There are certainly not better examples in Newark. There was only Crossing House in Newark. And therefore now it's lost. It's gone.

Male: So we've lost it, yes.

Male: It's such a shame. That makes a strong case for a local list of course, doesn't it?

Male: Yes, exactly.

0:36:00

Female: I don't know if it varies by county perhaps, because I know two buildings I asked to be listed in Lincolnshire were done quite quickly and quite easily. I don't know if there's a county issue, in terms of volume of work.

Interviewer: Thinking about the form that these lists take, their accessibility and so on, what do you think of that?

Male: With individual buildings?

Interviewer: No, the lists. Accessing that information. Do you find it useful, the content of them?

Male: I've only found it accessible online from a third party website. I think it's called British Listed Buildings.

Male: That's it.

Male: It sometimes works. It's very hit and miss.

Male: Yes. I don't know whether it's a guy with a laptop, but it's quite well indexed, and you can find most things. But it's crazy that that is the way you do it.

0:37:04

Interviewer: But that's not the official one and it is online. Has anybody been on it?

Male: Yes, I have. [Crosstalk].

Interviewer: Yes? Okay.

Male: Yes. I'm doing a listed building consent at the moment, and I was using the National Heritage List, because you can download PDFs of the maps to submit with your planning application as well, directly from the National Heritage List, which is very useful. [You actually get a few of those jobs maybe come your way 0:37:23].

Male: I can recommend a mapping tool called Magic Map. You can find all manner of information on there for free, including the spots of every listed building, and scheduled ancient monument, and registered park and garden, battlefield, all mapped.

So if you wanted to see it geographically, or what's on a particular street, you can then interrogate each spot, and it will link you through to the list and tell you about that listed building.

Female: What's that called again, [Jamie 0:37:54]?

Male: Magic Map.

0:37:55

Female: Magic Map?

Male: Yes. The first thing on Google search will be Magic Radio or Magic 106. Ignore that. It's the next one down.

Female: Well, maybe. (Laughter)

Female: I find the information useful and easy to understand. For older buildings I've still got a paper copy of the list. I look it up and it's very helpful, and it tells me what I need to know about the building generally.

Male: Yes, it's strange that Bernard mentioned British Listed Buildings as a go to, because again some of my colleagues go to that rather than the National Heritage List.

I think it is literally when you Google 'British Listed Buildings' that website is called British Listed Buildings. So it doesn't take you to the National Heritage List. It's just a matter of getting that name out there or paying Google. Somehow paying them to-

Male: That shows that more people are clicking on that, so it's going to the top of the list.

Male: It gets higher and higher the more people use it, yes.

0:38:57

Male: I think going back to this point about the social history and the associations, you were saying about the T.E. Lawrence house for example, I find that's very useful, that social history.

For example, I think my most recent listing was the Embankment Pub at Trent Bridge in Nottingham, which was built as a social club by Jesse Boot.

The social history that was involved in that, and its particular merit, and also the fact that it was really the prototype for his mock-Tudor shops, [the architecture 0:39:27], that clinched it in many ways.

At the same time, I think the architectural stuff had to come first. I think at the start of it you're saying, "It's a listed building," and I think the architecture does have to come first. In a way, the social history is the icing on the cake. I've had a run in CAMRA, of all people, fairly recently. What might have been seen as a historic pub, the last survivor in an area that was cleared in the 1930s, but unfortunately there's nothing in it. Everything has gone. You've got the building itself. All the ones around it have gone. It is in a conservation

area, so we have got that protection. But it's, "What's there of an interior?"

"It's all gone, isn't it? Totally." "Sorry. I'm not going to..."

Again, I think you become [reluctant 0:40:22], if you do a lot of these things, about – this sounds a dangerous thing to say –not wasting Historic England's time, so that you are taken seriously when you apply for listing. Really it is.

Male: That's incredible.

0:40:36

Male: We might have 400,000 listed buildings. That one in Nottingham was the 400,000th. [We] got very excited about it. Nonetheless, it is a serious thing. When I take people around Nottingham Council House, where I'm a guide, and say, "It's Grade 2* building, so it's up with the top 8% in the country." It's got to have something about it.

Female: I think these days they do actually look at the social history more than they used to.

For instance, the Raleigh Building, which was this 400,000th or whatever. In the actual listing obviously the architecture is important. It's Howitt and so on, and the things he uses and his particular ideas and decoration. But the list also includes quite a bit of the history of the company, and the social history of the company, and its focus.

Female: Can I just ask who produces that social history?

Female: So I think they give a more rounded picture of the importance of particular structures.

Interviewer: Suzanne asked who produces that social history.

Female: And [does it get increased 0:41:47]?

Female: Well, quite a lot of it came from me. Well, we went to the local archives.

0:41:54 I happened to know quite a bit about it, because my father happened to work for Raleigh for 30 years, so I had this personally, but I did actually go to the archives office, and we got a copy of...

Well, they had done a booklet themselves on the history of the company [in '50, so forth 0:42:12], but they managed to find the original brochure which was published when the building was opened, and that's actually quoted in the Historic England material.

So they do tend to reflect the social history more than they used to. I can see why you found the older descriptions a bit arid in some ways. A bit like Pevsner, who never seemed to be interested himself in anything that went on the building. It was just a building.

Male: Detached.

Male: [Crosstalk 0:42:49] [but he was] dead before they changed it. (Laughter)

Female: Whereas the revised Pevsner seem to have a bit more historical context, and I think similarly here.

Male: This may be an inconvenient truth for people like us, but the social history has got a much wider reach than the architectural history.

0:43:02 If you think of the Viyella building, I used to be with Viyella in Castle Boulevard in Nottingham. It's a wonderful building, a terrific building, but what's really interesting is the history of that company in Nottingham and beyond, so the two linking to them.

So I think there's something there that we should be very alert to, because we're about reaching like-minded people, [like the conversation here tonight 0:43:18], and they can turn up in funny places, and I think the social history is more accessible.

I do agree with you, [name]. The way these things are written. Look how planning applications are still written. They're impenetrable. Why is that so? These things need to move on.

Male: And the [corollary] to that, which I think maybe you will come on to, is who we are. There is some expertise amongst us. Very interested in the topic. It's missing John Ordinary. People say, "Oh, I love historic towns," and then they will say something which totally contradicts that, because they've missed the point. Because all this kind of information is just too elitist.

Male: I don't mean to impugn your research, which I'm sure is very accurate, but my question would be how do you ensure that this research on social history is good research?

Because having worked in local history academically for many, many years I have witnessed many examples of very poor-quality research, particularly into areas of social history. And one would not want that to be enveloped in listing descriptions or anything else.

0:44:28 So you've got to ensure that the research is good, credible research and of the highest quality.

Female: Well, you go back to the earliest documentary evidence.

Male: Well, yes, but that is not enough. It's putting together history.

Female: And you go to things like the local studies library and newspaper reports.

Female: I think David is well aware of how to do the research.

Male: But from that you've still got to put together a history, which is another skill altogether.

Female: Yes. Well, you have to have people who have studied it, either formally or else informally, and have gone into it in some depth.

Male: That's the thing.

Female: Not somebody who has just invented it off the top of their head. You would have to check it if there was that sort of-

0:45:08

Male: No, well, there is a lot of poor local history published, believe me.

Female: Yes, but hopefully none of us would pass that on to Historic England.

Male: Well, I would hope not.

Male: [Well, you trust them, don't you 0:45:18]?

Interviewer: Thinking about the national list, we know that there's variation across the country in both the coverage and the detail of the content. The same for local lists. I think we can see within this group that there are differences across the country in the standards of the local lists. How do you feel about the coverage and the content of heritage lists?

Male: Coming back to what [name] was saying earlier, I worked on the HER for Nottinghamshire County Council quite a while ago, and district to district there will be huge differences in the way they recorded their buildings. To use an example of local lists, you might go to one council where there will be about eight or nine, which are classed as a local list but they've just been classed as that for some reason. Then you've got another district within the county and there will be a list of 30 or 40. Which makes it look like they've got a lot more local listed buildings, but it's not. It's just that the work hasn't been put into it before.

0:46:24 So on a district by district level it can be very different. The same as my experience of working in Lincolnshire. Again, district to district [it can be] hugely different in the amount of local lists and local information you can find.

Male: So it's pretty inconsistent then?

Male: Very.

Male: The HER tends to be dominated by archaeology, so anything we've found from archaeological digs gets recorded in that. There's tons of the stuff, obviously, from decades of archaeological research. I think buildings do feature on there, but, as I say, it's archaeologically dominated. I think that's where a local list could probably differentiate, and focus more on the built environment rather than the archaeological aspect.

Male: So far as archaeology goes, the HER is pretty good, I think.

Male: Yes. We've got to record it.

Male: I take your point absolutely about absence of buildings.

0:47:23

Male: I think the contextual evidence is very important too. What was happening elsewhere in the country at the same sort of time? I'm thinking about my 1920s Catholic church. A byzantine looking style, because that was the thing that Catholics were doing, because they didn't want to look gothic. They wanted to look different. That type of thing. And you can match those sorts of things into it. In other ways, how you match the classical and the modern. For example, things like Nottingham Council House. That's why Vincent Harris's buildings aren't quite so easy to list, because Pevsner was so rude about them. Well, he was very rude about Nottingham Council House too.

Male: I seem to remember he said, "There's no excuse for this." (Laughter)

Male: Yes. Not after Norwich Town Hall, which hadn't been built at the time. And Stockholm Town Hall. Yes, I think that contextual thing. "How does this...? What's going on here? What's going on nationally?" I think this is a city, a town, whatever it is, being trendy or whatever, matching tastes. Of course, there are older buildings. You might think it's 1820s. It turns out to be 1855. It can look a good 30/35 years out of date up here.

- 0:48:36 Those things are very, very important to put out, and when you've got a big name it's so helpful. Obviously, this place [is perfect of a] John Carr.
- Male: I think it kind of comes back to what you were talking about before [the] last question. The ability to filter the National Heritage List, so you can look at links between architects or specific periods and different architectural styles. There's no ability to do that on the National Heritage List, which would be quite useful for local research. You might have a building by a local architect, and you just don't know the fact that in the county next to it there are further examples.
- Male: [Have a 0:49:15] lot of Pevsners and look in the index. [It's surprising] what you find.
- Male: Yes, the list is just a list, and that's it.
- Male: So cross-referencing and building up the bigger picture?
- Male: Yes, the ability to do that.
- Female: Could I make a point that's just occurred to me? How very proud people are of their buildings if they're listed. They do make a big point.
- 0:49:38 The Playhouse, for instance, in Nottingham. You would think they would be quite annoyed because they have to consult when they do any alterations, which sometimes they find annoying, but their pride in having a listed building overrules their annoyance at having to consult about windows or whatever.
- Yes, I think there is a lot of pride.
- Female: Can I come in here though? Getting down to a terraced house that is listed, the people who own it very often aren't interested in the fact it's listed, and they just get rid of things. We had this in Millgate. Internal walls have been removed, and the district council, once they have been aware of this, haven't had them reinstated.

Male: Never an objection to the removal at all.

Female: Perhaps there ought to be some way of educating people when they buy a property.

Male: That's what we try to do.

Female: Saying, "Here it is. This tells you about your building. You've got to look after it."

Female: But even that doesn't make any difference.

0:50:46

Male: If they want a big kitchen, which is the thing, to knock two rooms into one, it's happened several times on Millgate in listed buildings, they go ahead with it. And there's no objection to a retrospective grant of planning permission.

Female: Or they don't even apply for retrospective planning permission.

Male: Indeed, yes.

Female: Because the district council don't make them apply for it.

Female: I think this point has been raised before, and somebody said that there ought to be a little package goes with a listed building explaining it.

Male: We tried that in Millgate, actually, information. You contributed to one, [name].

Male: We did, yes.

Male: Design features of windows and so forth, the responsibilities of listed building owners, but it doesn't seem to get through actually.

Male: I would suggest that it's very much a social class phenomenon whether you like your listed building or not.

0:51:36 If you happen to be what used to be described as working class, probably not a great deal of spare cash but you find yourself lumbered with a building that you've had for many years, or you're running a business from a listed building, it is a burden.

The listed building regulations and requirements are very burdensome. It's only a matter of the conservation officers enforcing the regulations and what conservation works can be done. Which people find irksome, expensive, and from their point of view totally unnecessary.

Male: I think you're right, [name].

Male: And the advice you get from conservation officers isn't especially good sometimes.

People have had [replicated 0:52:25] timber windows put in when the old ones are rotten. They could have been repaired, but you're never going to get that advice generally from conservation officers, or not thorough advice, on how to do it.

They tend to be enforcers rather than enablers of the requirements. They haven't got the in-depth knowledge as to how to have these works completed satisfactorily.

In the case of windows, there are a lot of windows that in the last 20 years people have been made to put them back in as vertical or horizontal sliding sash windows around here, and they're rotten already.

And the people that have been forced to do that by the conservation will say, "I am not going to do this again. That window cost me £800 to put in, and it's rotten in 20 years. I am not going to do it again." And that's when they don't bother contacting the council, and they put a plastic window in. The problem is no-one has told them how to do it properly.

0:53:29 Now an example in local government is that we all used to have to go to local government for our building inspectors.

Male: I was just going to say that.

Male: Had to go. Now recently, the last 15/20 years, we've got private ones. The difference between the two is that local government still see themselves as enforcers for the public good, whatever that might be. "You will do this. It is for your own good or for other people's good." If you go to private building inspectors they see themselves as enablers. As in, "We would like to help you do this job properly." Rather than, "We're going to force you to do it properly." And more to the point, this is with the local government, "We've got all the information, but we're not going to tell you. It's a simple secret. You give us a proposal. We will look at it, and we will say yes or no." And you can go backwards and forwards.

I had a case once where I had a roof that was at a relatively low angle, 23 degrees. Traditionally pantile roofs were laid down to that degree. The building inspector wanted me to put forward a proposal that this roof could be built and covered in pantiles once again.

It took quite a lot of research to put it all together, but what he knew and what I knew is that modern building felts will actually withstand a 2m head of water. In other words, you could build a swimming pool out of them.

0:54:58 But he wanted me to put this weird proposal together to prove to him that I'm going to do everything properly. And he could have told me that. He could have given me a piece of paper, title across the top, 'Low-pitched roofs: this is what you need to do'. "There you go, Chris. Do you understand it? Good. Well, do it then. I will check it."

Male: Could I ask, do people belong to national amenity societies, where you can get this sort of advice? We're both members of the Victorian Society, and they certainly have a lot of things about caring for your Victorian house. If you were going to the real vernacular, obviously the Ancient Monuments Society, which covers everything from Stonehenge to last week virtually. Obviously, the other was The Georgian Group and Twentieth Century Society, [who would 0:55:44] in their different ways be praising [crystal] windows, or whatever it happens to be in one case, and The Georgian Group in another.

Their own publications are very helpful, the ones they do, and their own magazines and annuals. Also of course if you deal directly with them they will often give advice.

Male: Well, that's great. You get the information from them, ___[0:56:05], they're quite good.

0:56:07 You need to splice in a window, which is quite extensive. Who do you go to? ___ can't do it anymore. You go to the council conservation officer and say, "Can you recommend people?" "Oh, no. We can't recommend people. We can give you a list of four or five." "But which one is the best one? I want to do a good job."

Male: You know why that's so, [name]. Because we can't single anybody out.

Male: Yes, but that's nonsense, isn't it?

Male: We have to be seen to be-

Male: [Endorsing 0:56:29].

Male: We just can't do it.

Male: It's absolute nonsense, because the objective-

Male: Well, okay, but it's what we believe within the council [Crosstalk].

Male: Well, you might believe it, but the objective is to get the job done properly. If you've got an expert that does a fabulous job he needs to be doing that work. Not give four others-

Male: Well, we have to believe that all the ones we mention can do the work. If we don't believe that then we're failing.

0:56:48

Male: It's not like a lucky dip, you know, owning a building. You've got to get it right. And if you don't get that help from the council, or somebody, then they should hand over that duty to somebody else that can advise.

Male: If you're recommending people and on that list there are some unsuitable people, we are not doing our job. I entirely accept that.
On the issue of retrospective applications, we are very poor. We tend to say, "Oh, well, that ship has sailed, and it's over." We should be better.
What would be great would be a great test case, that really held our feet to the fire, which we then went out and we won. Then we could use that. I think that would be great.

Male: It's a hell of a bill if you don't, isn't it?

Male: Sorry?

Male: It's a hell of a bill if you don't win too.

Male: Yes, indeed. Whether it's working class, whatever class we're talking about here.

0:57:30 The general rule is if a retrospective planning application is for something that we would have granted permission on, had it come in in time, that tends to go through.

If that is not the case, then it would be good if we really got our teeth into something. That I do agree about.

Female: Well, that brings in another thing, doesn't it? If your building is listed and then you apply to do something that actually changes the building, is the district council going to say, "Yes, you can do it"?

Male: Probably not. That's all I can say. These things come in front of us all the time. The answer is probably not.

Female: But it might say, "Yes, go ahead and do it"?

Male: Yes, all things considered. If I can just leave it there. All things considered. There's a degree of practicality comes into these things. [If the person owning the 0:58:11] building cannot therefore make the building better or save the building, if he cannot do that particular thing, then that's where all things considered might come into it. Then it's a judgment call. It's difficult, politics.

Male: That's always the difficulty with churches, of course, isn't it?
0:58:30 We got a very ominous letter from the Church of England when we wanted to object to a new floor in a very large church. They said, "[We will] get the bill whatever happens," more or less.
The Victorian Society has had some eye-watering ones in its time. I think Bath Abbey is one of their fun cases at the moment.
In fact, in the end they actually took onboard what we said, although more or less what was done was what they intended, but in a much more temperate way. So it's okay. You don't really notice it. But you felt quite nervous when you got their letter. It really was a sort of, "You back off, mate." (Laughter)

Female: Can I just say though that Newark and Sherwood District Council, when you look at planning lists, they have Wilson Street as their header, which is a listed street. The backs of the buildings in Wilson Street have plastic windows and all the doors are brightly coloured. None of them, or probably one of them, is in the colour that you're supposed to paint your house with it being a listed building.
So why does Newark and Sherwood actually promote something, as I say the head of their page for planning, these buildings that don't fit into listed building?

Male: Should I go to the head of the table [Crosstalk 0:59:57]?

Female: Well, no. I'm just saying in general.
1:00:00

Male: For as long as I can remember, and I've been here for 20 years, those doors have been that colour. Maybe they go back before the time when these things were considered. I do not know that.

Female: But I'm sort of saying it now. You're made aware of it. It just seems odd when we're talking about listed buildings and planning. But Newark and Sherwood themselves don't put appropriate photographs on the head of their planning.

Female: I know what you mean. I guess what I'm wondering is in order to address the issue of colour, and doors and so forth, does it also have to have an Article 4 direction? I don't know. I'm not sure.

Male: It probably would, yes. That's what struck me.

Female: If it doesn't have that then it's a free for all.

Male: I think the wider issue, picking up what Peter said, politics is complicated.

Female: It is. I'm not getting at Peter.

Male: No. Taking on board Ann's point, the real nub of it all, it seems to me, is this total mismatch between what most people – I'm not talking about people around this table, I mean most people – really appreciate as being nice, appropriate, "Right, we love it," and what we, who are...

1:01:15 We just have more time to think about it. Let's face it. We do come from a more perhaps enlightened angle.

I mean that simply because we're referring back to historical precedent, compared with people who are sold bright colours from every supermarket you can walk into.

If it doesn't drop down, it doesn't feed down, we ought to just pack and go home. Because if most people aren't supportive of the whole conservation notion then it will never work.

And [name] is in an impossible situation. On the one hand he's going to hope people vote for him when he comes around to be a councillor again or

whatever, so he's got to take on-board most people's taste, and yet he's kind of wrestling with the likes of us, who are saying, "Well, that's not right." Peter can't solve it. It's got to be much wider.

I think when the National Trust kicked off all those years ago, [in the previous century 1:02:13], there was a spark of possibility of doing that, but [if we're not careful] it tends to get very elitist, and I think we're in that frame now.

Male: That point is important, [name].

Can I just say something we've mentioned in this conversation about conservation areas? It's my suggestion. I will own up to it.

I think the district council should have a colour palette for shop fronts. It should have a range of colours that they are immediately okay by them. And the people painting their shop front should have access to that.

1:02:43 Because most people in retail don't know the first thing about the colour of shop fronts. They're trying to sell what they've got in their shop. So if you give them some direction you're more likely to get a better result than if you give them none.

Now, we're not keen to do that, because it's seen to be prescriptive and so on, but I think we should think about these things.

Male: They have a design guide though, don't they?

Male: Sorry?

Male: Do you have a design guide?

Male: We have a design guide, but it doesn't go that far.

Now the retailer should still be free to come to us with his own zany colour to see if we will accept it. You should still be free to do that. He's less likely to do that if we start with some position.

I think we should be more interventionist in that sense, going back to the point we're making about recommending good joiners, not just anybody who happens to be on the list.

I think there's a mood towards that now. We've strengthened our conservation department by 100% by having two conservation officers where there was one before. He wasn't full time until three years ago.

1:03:32 So we are trying to do our bit. Why? Because we realise the importance of heritage buildings to the future of Newark and this part of the district. It's about tourism. Heritage buildings lie at the heart of that.

But yes, you're quite right. Looking at Wilson Street, I suspect if you asked a lot of people they would say, "Aren't those colours wonderful? All that range of colours. And you want to give us some Farrow & Ball sandy colour? No, thank you very much." So the votes lie with colourful doors rather than...

(Laughter)

But that's not really the point.

Female: No, this is what I'm saying. No, you're listing-

Male: Ann is looking at me very fiercely now. We need to turn that round over time, yes.

Female: There are some initiatives, aren't there, Heritage Action Zones? Which actually are encouraging improvement of the environment and the appearance and everything. I think Derby had a very successful one. And Lincoln. And now we've got them in Nottingham.

And there is, looking at shop fronts, really garish bright coloured ones in the market square, and a movement to get the owners to take another look and get it more appropriate.

1:04:40

Female: It's strange though, isn't it? Perception of colour. You go to parts of [Norfolk] now and I would say Farrow & Ball probably has more of an impact on that county than anything else. It's been Farrow & Ball thoroughly. (Laughter)

Interviewer: Can I move you to on to a different question now? If I may. Do you know of anything that's changed in recent years, maybe the last five years, about the way we manage heritage with lists?

Female: I might not be right about this, but [Crosstalk 1:05:10] am I right in thinking that...? This is slightly different, but certain classes of buildings have now been passed for responsibility to the district council and are no longer the responsibility of Heritage England? Is that the case?

Interviewer: Do you mean that Historic England isn't consulted on the Grade 2s?

Female: Yes.

Interviewer: Yes, that's correct.

Female: Is that the sort of thing you mean?

Interviewer: Yes. I don't know if that's something that's changed in the last five years or if that's been more longstanding, but that is right.

1:05:46

Female: No, I thought that was relatively recent [Crosstalk].

Male: I think Hilary's experience of being asked if something is on the local list, whatever that local list might be, is one of those obvious things. ___[1:05:56] taken seriously when it was just the Grade 3 buildings of about 35 years ago, which meant nothing at all. [Crosstalk]. I think that is having a bit of an impact. I think it certainly saved one that Hilary appeared with, which we couldn't get listed because we couldn't find the architect. Your [Browns 1:06:17].

Female: Yes, I know.

Male: Having that present on the local list really did help.

Interviewer: Anything else?

Male: I have access to some GIS layers that show listed buildings, but also what we call non... Well, what have been identified as non-designated heritage assets,

for whatever reason. Some have been identified through student studies in the past that I know of. So it at least flags it to us, and we then have to look into it further.

1:06:57 There isn't a local list as such backing it up, but it flags to us that there's something there to consider within the planning rules as a non-designated heritage asset. So there may be something to weigh up and consider there.

Male: The danger of that is that there's a flavour of arbitrariness about that.

Male: There is.

Male: If I was dealing with a client, say, and they tell me, "No, my building isn't listed," and all of a sudden we make an application, "Oh, it's a heritage asset, so it's got protection." "What protection has it got?" "Well, nobody seems really sure."

So the planning officer will have an idea that what it means is you can't do what you wanted to do. But if you can't see it written down then that smacks of arbitrariness, which is no good for anybody.

Well, they're precursors of being listed, I suspect. That's the idea, isn't it?

Well, they ought to be listed. That's the thing, isn't it?

Female: Yes.

Male: People can argue they're opposed to a development. That something in the setting of your development or the applicant's development is a non-designated heritage asset. It might not even be here on your database or on your systems.

1:08:08 But then you're almost duly inclined to have a look at that, and consider and take advice on that, as to whether it should be considered a non-designated heritage asset or not.

If it is then there is a weighing test, albeit not to the degree of it being a listed building, but there is still a weighing test there in making a planning decision.

So it is something that potentially can be exploited by opponents to developments, and, as you say, it depends on the eye of the beholder and all of that.

I deal with a lot of schools, and in the 1960s and 1970s CLASP schools came along. I don't know whether you've heard of CLASP.

Female: Oh, yes.

Male: Believe it or not, a second CLASP building has been listed in Chilwell. You know that? The two-storey block there. There's also a primary school in Mansfield that is listed.

So are we to take all of these CLASP Mark 3/2 schools as being non-designated heritage assets now? Even though they've been through so many changes over the years to fulfil modern education needs.

That's a dilemma for perhaps the future, as we look at buildings differently, as we appreciate them differently as time moves on.

1:09:45

Male: This issue of the non-heritage designated assets came up, Kevin. You may have heard it during our conversations around the conservation area in Newark. Should we be considering this?

There's also an issue of resource, of course. The more we give these few officers to do the more thinly they will be stretched across the things that really matter. The argument about policing that's going on at the moment. So how do you prioritise their time? It's a real issue. But it did come up and it will be in there somewhere.

Male: You said about five years, but I think the big change has been over the ten-year period since 2008. Of course we've had big cuts in local government funding.

English Heritage, as it was, was split in two. There were various resources that English Heritage used to have on the website. I think there was PastScape or [Views From the Past 1:10:32]. There were various different ways of accessing information on scheduled monuments and historic buildings. I think that's been amalgamated.

The National Heritage List I think might be coming up to 10 years old now. I don't know. But it's definitely older than five years now.

So I think when you're looking at things it's not really changed in the past five years. It's ten years, since 2008, where you've seen a lot of change to the way local governments are serviced. And English Heritage has changed as well.

Interviewer: Well, can I now introduce you to a few things that definitely have changed in the last five years? And we will see if you have come across them and what you think of them.

1:11:11 Now this was the point where I was going to project to the screen. So I'm just going to go to my back-up plan, which is paper.

Male: All else fails.

Interviewer: Excuse me, because I'm not sure how well this is going to work compared to what I had planned.

The first thing that I would like to show you... And I've got quite a few copies of this hopefully. Let's see. I've got four paper copies, and then I've got my one on-screen that I'm going to run through. That's still pushing it a bit, but can I just hand maybe two round to that side and two over there?

[Aside conversation 1:11:59 - 1:12:18]

Has anybody heard of Enriching the List?

Male: No.

Interviewer: I will introduce you to it then. Basically, what you've got in those paper packs is like screenshots of the National Heritage List for England, the official Historic England website for the statutory list.

The first one we've got is the normal part of the list entry. This is Cobham Mill. And you've basically got screenshots, just as if you were scrolling down that page. You've got Cobham Mill. The standard bit at the top of the listing.

1:12:59 Then it's just like you're scrolling down. So you can see where it is, what grade it is. If you carry on going you can see the list description. Then you get to the map.

Then you get to the one where you can see a grey banner it will be on yours, but it's purple on a computer, and it says, 'Your Contributions'. After the map. Basically, on any list entry you will get all of the stuff that's above this purple banner, but now there is this purple banner that says 'Your Contributions'. And if you keep going down, as if you're scrolling down a screen, you can see what that banner says on the next slide. It says, 'Do you know more about this entry?'

The idea of Enriching the List is that you sign in. So you have to get an account and put your email address and password in. And once you've created an account you can then see what this person has done on the next page. So you should have one where you can see email address and password, and on the next screen, as you're scrolling down, you get a photograph that someone has added and a piece of text. That is text that this person, Richard, has added. And you get the date they have added that.

Female: That's a good idea.

Male: Going back to my earlier point, does that text have to be referenced? To be sure that Richard isn't talking rubbish, which he might well be.

Interviewer: No.

1:14:41

Male: It's like Wikipedia, isn't it? (Laughter)

Male: It is. If it's not referenced it is nothing, as you as an academic know, and as I know as an academic.

Male: Well, [they are] revisited by inspectors, so presumably they [check] some of that stuff [Crosstalk].

Female: But the inspectors won't have the time, surely.

Male: Yes. Or the resources.

Male: Well, nothing should be put in the public domain without relevant and proper referencing. It goes without saying.

Male: [Crosstalk 1:15:05] [lost] as a result.

Female: Well, that's the [other] problem, isn't it?

Male: Well, it is, and then you have to decide which [are you doing]. Are you saving the building or are you saving [one aspect of culture]?

1:15:18

Male: Well, no. I don't see why you couldn't have both actually.

Male: Well, it's difficult though.

Interviewer: It's monitored in certain ways. Historic England have a particular set of criteria that all of the entries have to conform to. Things like you can't have a selfie with a building behind you. (Laughter) I don't know how far that goes in terms of factual accuracy.

Male: When Richard enters information, is there a delay a couple of days before that appears?

Interviewer: Yes, I think there must be, because it has to be checked.

Male: So [something is 1:15:57] being monitored [Crosstalk].

Female: So somebody does actually check it before it goes onto the website?

Male: Is it manual?

Interviewer: I don't know how far that level of checking goes, but it's-

1:16:08

Female: It might seem feasible. "Okay, it sounds alright. We will put it on."

Interviewer: It might be like that.

Female: As opposed to, “It’s not right, and so we won’t put it on,” possibly.

Male: There are different degrees of referencing, obviously. I take the point, making the reservations you have, but even some rudimentary form of referencing is better than nothing.

Male: [It’s the 1:16:29] same with original listings though as well, isn’t it? Because you’re relying on that bloke in his car looking at the building from the street to say, “Actually, that’s mid-18th century,” but where’s the research gone into that anyway?

Female: It might be earlier behind the façade.

Male: So in some ways the local knowledge that you’ve got there is probably better than what you had in the first place.

Male: It still needs to be validated.

Male: How do you do that though?

1:16:53

Male: ____.

Male: How? From whom?

Female: If you’ve got no documentary evidence-

Male: Well, it depends where it’s coming from. Documentary or a conversation with blogs at such and such a date. Or a letter from [Snooks 1:17:04] at another date.

Male: And are they right?

Male: They're all forms of referencing.

Male: How can you prove that they're right?

Male: That's as far as you can go reasonably, I think, sometimes.

Interviewer: You can link to articles on here.

Another example that I sometimes show is Westminster Abbey. That's one where there have been photos added and people have linked to articles. Also it shows photographs of the scaffolding going up and down.

1:17:32

Male: Should it include some basic instructions then on how to validate your information?

Male: On the website?

Male: On the website, yes.

Female: That's a good idea.

Male: So when Hilary [Crosstalk 1:17:45].

Male: Is it possible to challenge the information as well?

Male: Indeed.

Male: The information needs to be challenged by people who know better as well.

Male: Or think they do.

Male: [Crosstalk], for example. [Where do the]-

Male: But some people do know better, don't they? Experts should know.

1:17:59

Male: Oh, yes. [Crosstalk] [people], yes.

Male: The submission Hilary made, for example, on Raleigh then. The social history that she knew from her father's experience. Is that...?

Male: Well, that's oral history, if it's from her father's experience. So you reference your father. That's fair enough.

Male: Yes. Which she did. She quotes him as [Crosstalk 1:18:15].

Male: Yes, that's fine. [Crosstalk].

Female: [Crosstalk] things of that nature.

Male: We're alright. We're okay. (Laughter) We're safe.

Female: I didn't make it up, no. (Laughter)

Male: [I don't think I will] suddenly demand that the building be de-listed. (Laughter)

Male: [But that happens 1:18:33] [Crosstalk].
1:18:34

Female: Here in Newark we have the oral history of the tunnels under the marketplace, which would possibly get onto a website as such. Just using it as an example. But even when various geophysics or something was done on the marketplace, and none were found, people still say there are tunnels under the marketplace.

Male: I still have to tell them there's not, but yes. (Laughter)

Male: [You saw it in the 1:19:06] Newark Advertiser comments as soon as you released that. It was, 'Well, my dad said that [Crosstalk]'.

Male: Myths are very persistent.

Male: Do you have surveys of this?

Male: People are still talking about the Millgate Conservation Area, which of course hasn't existed for years.

Male: They do in Nottingham certainly. They go down there and photograph ___[1:19:22].

Male: Well, they [Crosstalk]. It's just not the [same structure].
1:19:28

Male: Or they've gone.

Female: No, they were never there.

Male: They were never there, no.

Interviewer: This one I'm afraid I haven't got any hard copies of, because it's just an online PDF, but I was wondering if anyone has used any of the new... Hang on a minute. [Let's just get the handouts 1:19:49]. The completed selection guides. The series was completed in I think 2012 and might have been revised now. This is just one of the guides for education buildings. It runs through, in sections, a historical summary and then examples. And it includes, this one, schools and university buildings.

Female: You say that's just online?

Interviewer: Yes. This is a document produced by Historic England. Then the second half is specific considerations. And the idea of the selection guides is to give you some idea of what types of things are under consideration for that particular building type. Anybody used them?

1:20:39

Male: I think I've possibly looked at one or two of them, yes.

Female: How many pages is it?

Male: Not that particular one, no. They do have a range of [Crosstalk].

Female: I'm thinking of printing it. (Laughter)

Male: [Crosstalk] fifty-four pages [Crosstalk].

Interviewer: Twenty-one, that one.

Male: [To stop the printer in time 1:20:57]. (Laughter) [Crosstalk 1:20:59 - 1:21:06].

Female: Because I do find the printed documents that English Heritage used to do are very helpful actually, the printed versions. [Crosstalk 1:21:17 - 1:21:28].

Interviewer: In that case I will hand out a different one. Now this is from the Enterprise and Regulatory Reform Act. It was an amendment to the Planning (Listed Buildings and Conservation Areas) Act 1990.

1:21:47 How many of these have I got? This is a double-sided sheet. I've got five of these and one on my laptop. So if I pass... There we go. So three going round that way and two going round that way.

Female: Could we have one of those? Thank you. [Crosstalk 1:22:08 - 1:22:13].

Female: I can't read that. [Crosstalk 1:22:16 - 1:22:23].

Interviewer: Again, the printout is what you would see if you went to the National Heritage List for England online. Basically, this provision of... I will call it the [ERR] Act. Allows Historic England to exclude parts of a building from the list entry. The example you've got is High Mill, and you will see that it starts off with the normal things, but under the location it has this paragraph that says, 'The listed building coloured blue on the attached map...' Have you all got colour copies?

Male: Yes.

Interviewer: Grey blob if not. 'Pursuant to s.1 (5A) of the Planning (Listed Buildings and Conservation Areas) Act 1990, structures attached to or within the curtilage of the listed building, save those coloured blue on the map, are not to be treated as part of the listed building'. So if it's not blue it's not listed.

1:23:21

Male: Is this a retrospective thing or is this in part of the actual designation?

Interviewer: This is in designation process at the moment, but when it comes up it can be... Especially under the new scheme, where you pay for an amendment to a listed building, you can ask for this to be considered as part of the amendment. So it can be retrospectively applied in that manner.

Female: So you can knock those bits down with impunity? More or less. Except how it affects-

Interviewer: Well, in the same way that it would be if it wasn't listed. So if it's in a conservation area it's still in a conservation area. It's still in the setting of a listed building, but it's not listed.

On your example, the reason I've chosen this one is because...

It's got quite a long description, as you will see, and it describes what's excluded as well as what's included. But when you get to that map part, which is the really key bit, you see the beige bits that are sticking out from the building? This is a mill complex.

Basically, we've got the historic 18th century part of the mill. We've got a waterwheel house attached to it. Then we've got classic 19th century industrialisation. We've got buildings being added all around it. And 20th century factory extensions as well. And the narrow bits are two bridges linking from the historic building to new build.

1:24:55 So they decided that in this instance they might not have listed this whole complex but the part in blue is designated.

Male: That's confusing, isn't it? Because one of the problems that we have got with listed buildings is that listed Grade 2 buildings come under the jurisdiction of the local council. The local council not always has sound advice.

More to the point, because they are political creatures, they make their own decisions for their own requirements, for their own needs, and that doesn't necessarily serve the listed buildings especially well. It leads one to wonder why they've made those strange decisions sometimes.

We have had a case in Newark relatively recently with a listed building, the Robin Hood Hotel, which has languished for almost 20 years and is now going to be trashed, effectively, by the developers, with the consent of the local council.

It's a sorry tale, and who knows if it can ever be unscrambled as to why it's happened, or who is gaining from it, what have you, but anyone that's followed the case will say, "There's something not right there." And what it is we will never find out. We can't accuse people, but we can say, "There's something not right."

Your little blue sketch there helps the people that want to [take 1:26:28] around the ancillary buildings, which would have been the curtilage originally, the important bits which give it its significance. It gives them the possibility to say, "It's not listed. English Heritage haven't approved this. Therefore, it's not important. We're going to do what we want with it." And that's a retrograde step.

1:26:47

Female: It's like with the Robin Hood. The bit that's left is the centre bit, but a lot of the Robin Hood, as you're well aware, has been demolished.

Male: Because it wasn't in the listing. But it was part of the curtilage. And the interpretation of that by the council and their advisors, who obviously weren't up to scratch, probably were ignored, but we will never know. But the net result is the building is trashed.

Female: Well, I couldn't understand why just the three town houses were left, and that the additional things, as you've said, that were part of the listing or part of the curtilage, were allowed to be demolished.

Male: This seems like a move backwards, rather than looking to the future, because over the past decades English Heritage and Historic England have been very active in talking about a relationship between buildings, the importance of place, the importance of setting. This just sets it back and completely removes it from that. So it's [Crosstalk 1:27:51].

Female: I don't know if you've already said this, but what was the date of the legislation?

Interviewer: [ERR Act]? 2013, I think.

Female: 2013?

1:28:04

Interviewer: I think so.

Female: I guess I just wondered really whether it was particularly to address what's happening in [London], where there will be lots and lots of buildings that are listed with bits around and attached to them that [are converted barns]. If it was to address that particular problem. So that you can pull out the bits. I don't know.

Certainly the points that [name] and others are making, that if you can actually start pulling down something that's not listed but is very closely associated to something that is, you can make that listed part extremely vulnerable. And I think that's what's happened in Newark.

Male: Well, we see it classically anyway with the listed building in the car park. Your chapel you referred to. You acquired it, but it was a building with absolutely no peripheral land on three sides. [It had a little church right in front 1:29:04].

Female: And a road on the other side.

Male: Yes. Because the land which obviously was to do with it in all sorts of guises in the past was a part of it, but that had gone. It was touch and go, I believe. The example in Newark I think of is the Warwick and Richardson Brewery, where the main brewery body has been converted into dwellings. I don't know the detail inside, but it's been saved anyway in that respect.

1:29:34 We've got a massive retail development to one side, but that land, the retail development, is under completely different ownership to the building, and the fact that the land went jeopardised the possibility of developing that large industrial building. It has been possible because there was a bit more land, but often there isn't.

Male: But it's severely compromised as well.

Male: You're asset stripping. The easy bit to sell is the land, because you can do something with it. The bit that nobody wants is the building, because, "Oh, it's listed. It's a problem." But immediately you've made that separation you've really jeopardised it, and it looks to me like that's doing more of the same. There's nothing that says you cannot demolish a bit of a listed building. As Peter said, it should be assessed on the actual merit of the application. Because sometimes it's rubbish and it needs to come down. Well, that's perfectly possible within a listed building application. But if you turn up with an application, and you've already got the right to pull part of it down, ___[1:30:41].

Male: But maybe that needs to be countered by saying, "Yes, you can demolish some listed buildings, if they're of no real special merit, as long as the replacement is of special merit."

1:31:07 It's not just a question of knocking something down and building a nasty row of shops. Which is what we've had in Newark. Or very similar developments. If we're going to demolish listed buildings then the building that replaces it needs to be significantly good quality design. And that needs to be judged by somebody rather than local conservation officers or planning officers, I would suggest.

Male: Well, can I commend to you all [what I started by talking about tonight 1:31:26]? We have awarded the Harry Johnson Award for a conservation project to a building called the House of Correction in Southwell. This is a wonderful three-storey building that has been beautifully converted to ___[1:31:40] townhouses that ___.

In front of that were the remnants of the House of Correction. I didn't actually see a picture, but the remnants, the last remaining bits. And to allow for the total development of that site we judged...

I was one of the judges, as it happens. We judged a very sympathetic traditional and modern concept.

The remnants of that House of Correction had to be removed. They were so derelict and they were getting in the way of this development. The only way to deliver the entire project, these I believe very eye-catching 21st century houses, was to get rid of the remnants of that listed building.

The suggestion for this, I think to his credit, didn't come from the developer. It came from the conservation officer. Who saw that for this to go ahead, and for these houses to be built, and for this site, which was a nasty brownfield site before all this happened, this is what had to give to allow this thing to go forward.

1:32:38 And this is what these guys will be talking about [that night]. Now other people will hold a different view on this, and [we will] be very pleased to hear that, but that was the pact that had to be struck with the past and the present to get the whole thing to go ahead. Because without that then they couldn't get the sufficient intensity. It goes back to the number of houses you can build. [name], we've had this conversation before. You've had to sell your soul from time to time to get a bit of work through, haven't you?

Male: Frequently, [name]. ___[1:33:03].

Male: I won't say any more. (Laughter) But that's what's happened. And you try and moderate it, don't you? And you see what's coming on. [name], you're quite right. It should be a terrific development. Not some awful pastiche of something.

___[1:33:15] fine example, if you want to hear what the developers and the architects come up with, and we would welcome your presence certainly.

Male: A good example I think to back up your argument probably is in Newark, on the riverside. The two identical... They were maltings. The concrete mass maltings, one of which caught fire. Which seemed to happen a lot to maltings in years gone by. (Laughter)

1:33:35 And the development that took place I think is of great merit, by [Todd Allen] Architects from Leeds. The inside effectively was scooped out, and a new building placed in it which is uncompromisingly modern, and it's absolutely terrific.

Interviewer: If you were going to be able to make one change to benefit heritage management, what would it be and why? This is quite a tricky one, so we can come back to it if you like.

Male: ___[1:34:04]. (Laughter)

Male: Well, going back to local government, obviously there's a big funding issue, isn't there? It's something like a 50% reduction in conservation staff in local government over the past 10 years, and that needs to be reversed. As Peter said, we have reversed it in Newark and Sherwood, but we're one of the few. That's very important in getting that local knowledge back as well. Because when those cuts came in we had a lot of experienced conservation officers, with a lot of local knowledge, knowing lots of tradesmen and a lot about their areas, which we lost. That needs to be built up again, which could take quite a long time.

Female: I wondered whether or not, this is quite a different ___[1:34:54] to what Michael has said, but whether regionalising conservation officers, to make them independent, but also so that they would have had the support of their own colleagues, might be an idea.

Female: ___[1:35:13] details in ____. [Crosstalk].

1:35:20

Male: Historic England do work on a region by region basis, but I think our local office is Cambridge or somewhere. It's not-

Female: No, I'm talking about conservation officers.

Male: You're on about conservation officers?

Female: Yes.

Male: The conservation officers in Nottingham work closely together [Crosstalk 1:35:36] Nottinghamshire, and they do work closely, but that's only Nottinghamshire. [But it's got to] Lincolnshire quite a lot.

Female: I was just wondering if something could be made statutory. That you have to put a description of the listed building or some details in with paperwork when you sell a building or buy a building.

Male: Yes. It should be mandatory.

Male: Would people keep quiet about it?

Male: [It should be 1:36:06] on the description, yes.

1:36:07

Male: So the new owner is aware of [Crosstalk].

Female: And what it means. What it means to the purchaser. What they can and can't do.

Male: In language that the purchaser would understand.

Male: A land charge I think they would call that. I'm not sure whether it exists or not, but a land charge. If there is a covenant or a legal agreement or something on

the land it's a land charge, and they're registered at the district council level. But that's not done already. That sounds a good idea.

Male: It could in fact possibly be equally true of a conservation area, I suppose. I'm just thinking of the one where I was brought up in Surrey, which is an interwar thing. Because we had lots of rows about windows and solicitors taking the local authority to court. It was one of those local authorities that say, "Thy will be done," to anybody when things got nasty. So it would possibly help that.

Male: It would certainly help with what [name] and [name] were saying earlier [Crosstalk 1:37:04].

Male: The guide that you produced. I was thinking of that. To give that more clout.
1:37:09

Female: The problem is conservation areas and non-listed buildings, and the vast amount of plastic windows that have become the vernacular.

Male: The new vernacular, yes.

Male: Another one from me. Sorry. [name] and [name] might know a lot more about the detail. I think about 10 or 15 years ago there was a change in some of the tax laws for repairs on listed buildings, where VAT was either recoverable or not charged, and that-

Male: It's a real minefield though, isn't it? It has to be supply and fit. Should you be having windows made to fit, say, you fit them yourself, then you can't get any help with the VAT. I looked into it a while back. It's hardly worth looking at unless you do a very large job, with lots of professionals, in which case you've got lots of money to throw at it anyway.

Interviewer: Any others?

Male: I think there are the two money sides of things. One is, as Michael said, enhancing the number of conservation officers around that can deal with these

things. The other one is making it easier for people that own the properties to get the work done at prices not exorbitant, and that puts them off having the property in the first place.

1:38:47

Male: It does work. We used to have a... Was it Townscape Heritage Initiative? It was run quite a few years ago. Where if you owned a listed shop you only had to pay 50% of the repair costs. The rest of it was funded by English Heritage. That worked really well in a lot of towns. So there were-

Male: [Townscape 1:39:06] Grant, I think it was called.

Male: Yes. There were initiatives which could be run to help people, which really did promote further work.

Male: Yes. Incentivising.

Male: I suspect the lead has to be taken by the local councils generally. They're the ones that have access and influence generally. They need to live up to their position, I think.

Landscaping in Newark, footpaths, we've had some very nice schemes done, very expensive, and they've been trashed generally. They're very, very poor now. It's county council workmen quite often that are lifting paving slabs up with pickaxes, and they put them back down-

Male: [Crosstalk 1:39:47], yes.

Male: I was just thinking that. Utility providers. There's such a mixed picture of reinstatements here.

1:39:56

Male: They shouldn't be allowed to open up or reinstate.

I don't know if anyone recalls. We had some lovely huge paving slabs outside the Co-op [by] the travel agents. It used to be a gents. I walked past there one Sunday morning about eight o'clock and the council were there. We used to have a county council district.

Male: Not us, [name]. [Crosstalk 1:40:18].

Male: And they were digging it up with a digger. These were huge pieces. They probably weighed half a tonne each. They might have been five or six square metres. They were lovely. The biggest slabs in Newark.

Male: Where was that? Sorry.

Female: They used to sell [them]. I think I've got some.

Male: Outside on the corner of Middlegate.

Male: Middlegate? Oh, right.

1:40:33

Male: And they trashed them. No-one had said to them, "These are important. They were left there because no-one could lift them before. It's not up to you now to break them up." There's lots of little things like that that no-one recognises as significant.

Male: It's a total lack of civic pride, and the further they are away from the town where it's happening the less civic pride they have. This town has been run from Nottingham for years, and we have suffered as a result of that. I will make that political point.

Female: The reinstatement-

Male: In West Bridgford, not Nottingham. (Laughter) [Other side of the Trent 1:40:59].

Male: It's the county council, yes.

Male: ____.

Male: Yes. Of course, there are also heavier lorries making their way up and down the streets and so on. That doesn't help. But we do need to think about these things. There is now greater awareness.

Can I just put this in some context? Over the next four years the district council, as things stand, has to save a further £4m, through a mixture of income and cost savings, if we're going to keep a balanced budget.

1:41:25 That is the challenge ahead of us in terms of running the district council. That is our bounden duty. That we have to do, otherwise we will be in default. That's just the background. Honestly, it isn't easy.

Male: We could actually say, if we're being rather caustic about the council, you have spent £7m/£8m on a new council house, which wasn't really required in many respects.

Male: Can I just tell you something about that, [name]? [Crosstalk 1:41:49]. Can I just make this point? Because we've had one or two attacks on my [council's spending].

We got £4.5m from selling Kelham Hall, and at one time we thought we would have to give it away. And we're saving £600,000 a year, and we can demonstrate this to you, and I would love to do it, [name], by being in that building rather than Kelham Hall. So after five years the whole thing is paid for, and we have an asset that we can probably sell for £6m or £7m.

Male: [Can you sell that to the police station 1:42:13]?

Female: I just want to add to the question, if I can. Just one-

Male: Let's not dwell on this, but there have been one or two asides about the district council.

1:42:21

Female: Just to address your question, I don't know how possible this might be, but we often get a situation where there's a piece of land where there's a listed building, perhaps falling into disrepair, and there's quite a large piece of land

that can be built on, houses and so forth. It always seems that the new houses are built before the listed building is repaired.

What chance might there be for some kind of requirement to either do it at the same time or even do the listed building first? We've got a situation-

Interviewer: Yes, you can do that.

Female: You can do that?

Male: The Robin Hood was a classic example of that, Suzanne, which was a very badly handled process entirely. But this is now being looked at to ensure that this sort of thing doesn't happen again. And hopefully the looking at it will turn into good practice. Because you're absolutely right. The developer on [Potterdyke 1:43:10] took the easy bits, and when he got to the difficult bit he said, "Ooh, I can't do that."

Female: I wasn't thinking of Potterdyke. I was thinking of [Balderton 1:43:16] Working Men's Club, which has suffered in that way. Newark Working Men's Club, which is currently suffering in that way.

Both working men's clubs were listed buildings, and the developers are obviously concentrating on the new build, rather than actually looking at the listed building either at the same time or beforehand.

1:43:39 Were you saying, Claire, that can happen? I didn't quite catch that.

Interviewer: You can use a Section 106 agreement. The council can put in place a Section 106 agreement, where you can balance that sort of thing out.

There are examples. York Council is one. Terry's Chocolate Factory was converted into a lot of housing with new build, and it was in phases using Section 106.

Female: So a 106 agreement on either of those buildings, I don't know if it was there, would have helped prevent that, would it?

Interviewer: Possibly. Obviously, I don't know the details of those.

Male: The National Planning Policy Framework actually states that endeavours should be made to get the developer to enter into a contract to do the works, so that they keep their promise. This is before you start losing something in particular where you've got demolition required. To show that they-

Female: We could have had on the Robin Hood thing, couldn't we?

Male: That's where a legal agreement could come into that, to secure that. But obviously that is itself a negotiation and a complicated process.

1:44:48 Again, there may have to be give and take there to make the development viable. The government is obsessed with viability at the moment. Absolutely obsessed with it. We've got to allow the developer to have their margin of profit, and they can inflate the value of the land, or whatever, to skew the figures in their way.

This is the problem with planning, and private and public interests being weighed up, and all of that.

Male: Yes, it's open to manipulation. I entirely agree with you. And it's quite difficult at times.

I can reassure you on the Newark Working Men's Club that what is happening now at the moment is being controlled in the manner you've described, because of what's happened before. If you would like to know more about it I'm happy to take you through it, because I've been a bit involved in that, not in the Balderton one.

At the end of this we are going to see, I believe, a fine building from the 19th century that otherwise was going to be in danger of falling down, because nobody loved it and nobody wanted to do anything with it.

But behind that [we met the 1:45:41] viability. It's a fairly intensive development, which we were concerned about, and a rather narrow access road, which I voted against, as it happens, but the Highways Authority said it was fine.

Interviewer: We've got 10 minutes left. I just want to have one last question from me. Which is after all things considered, all that we've talked about today, how effective do you think heritage lists are? And if you were ruling your own country would you bother listing things?

1:46:11

Female: Would you what? Sorry.

Interviewer: Would you list things at a national or local level?

Female: Yes. Well, they have them in other countries of course.

Male: I think at both levels. I think you need that national level but also at the local level. The people we've got sat around the table know more about their localities and can propose buildings. They move up into the national register at some stage. But if there's that level below that as well then at least you've got something there that is being done at the local level, and then can feed up eventually if need be.

Female: Does Historic England keep local lists when they're complete and so forth?

Interviewer: No. They're at local authority level. [So Historic England don't 1:47:01].

Female: Yes, but do they ever refer or ask questions about them? Would they use them at all?

1:47:08

Interviewer: I don't know. They have the guidance to help set them up. I think it's like conservation areas. It's entirely managed at-

Female: Yes, but it's something that Historic England could tap into if needs be?

Interviewer: Yes.

Female: I have to say, my own impression, since Historic England changed from Heritage England, is that it's somewhat dumbed down. I don't put that down

to the individuals working in it, but I think the government impact upon it, especially in terms of the funding of it and how they're expected to fund it, has had a dramatic impact on it. And my impression is that they are actually less effective.

Male: I can't imagine us getting rid of lists and designations. It's the world we live in. I think globally every major civilised country has their own list of some form, whether it be national monuments, national parks.

We've come so far in recognising the places that we value and have significance to our lives. This is how we do things and how we recognise the value and protect these things for future generations. There's no way back.

1:48:34

Male: No, but it's losing touch with where it comes from. I see the danger. I'm not saying [it may], but it could become so detached from the groundswell of public support that it's just meaningless. People are, "Why have I got to repair these windows?" Well, you shouldn't need to be told at that point. It should be on the national curriculum. It should go through it like Brighton Rock.

Female: Well, that might be one of the other problems, is that in the future... Chris was talking about repairing your windows properly. There may not be the craftsmen to repair them properly.

Male: Well, contrary to what [name] was saying, I found actually a lot of people within Newark who are...
[name] is exceptional, because he takes particular care of what he does, but there's a groundswell of craftspeople, particularly working in wood, who can do it.
The big problem has actually has been the material that has been available. It's been rubbish imported unseasoned soft wood, which [has given the whole thing 1:49:40] a bad name, compared with extruded PVC by the mile.
The background was that the [manufacturing was Simpsons] and [RHP] ___ had a great apprentice tradition and people were trained on the bench. And they seem to have migrated out away from that into construction but with a good skill base. Well, that's all finishing now, but there are still-

Female: That's what I was thinking. In the future there may not be the craftspeople out there to actually do it.

Male: We have to look to where they're going to come from, yes.

1:50:17

Female: Not just in timber but metalwork and all sorts of other things.

Male: Well, this is not as irrelevant as it sounds. It might sound a bit fantastical. But one of the signs of being retired and of old age is watching things like Quest Red. There is... What's his name? Drew whatever his name is, Pritchard, who goes around the country salvaging all sorts of things. Stuff that was just thrown in the rubbish.

Like redesigning 1930s Anglepoise lamps. People are able to make the missing bits. The same way people are rebuilding classic cars. Of course, sometimes they have to adapt them for modern uses, but sometimes also recreating the works that they had.

If that skill is going on there, that skill surely is something that can be developed within what we're talking about, within the [Crosstalk 1:51:09].

Male: There are centres of excellence. The cathedral at Lincoln has its own apprenticeship schemes.

Female: Well, the castle as well.

Male: The castle do training, yes.

1:51:16

Male: At Nottingham we've had dealings with a number of conservation, [beech] restoration, ___ Tomlinson of Loughborough, and another fellow I can't remember, who are doing stuff, [and obviously 1:51:32] ___ of Derby. And [they make excellent] stuff.

We had a rather crazy building by Watson Fothergill, Nottingham's rogue architect, which was hit by a... Was it a Sports Direct lorry?

Female: Oh, it's a [Crosstalk 1:51:47]. (Laughter)

Male: [It lost the] back end. It took a ruddy great lump out of the building. It was nearly demolished.
Fothergill built it as a façade, "To show off what I can do," if you like.
They've restored it actually as was, and it's absolutely spot on.
So these things are [going on 1:52:06]. And they are actually opening a centre, hopefully, in Nottingham with a derelict stable block trying to get ___ there.

Female: Just as a general thing, I have a brass tap where the shaft has snapped. Now I do not know who could repair it.

Female: My husband probably. (Laughter)

Male: Sorted. (Laughter)

Female: In his garage. (Laughter)

1:52:33

Female: I'm just saying. That's down to a very local thing, personal thing.

Male: [Perfectly relevant too] [Crosstalk].

Female: But where would you go? My house isn't listed, but it's part of a building that I would like to keep restoring. Where would you go for these things? That's what I was thinking. Anyway, sorry.

Male: We've talked about Heritage at Risk lists, HER, local listing, [SMRs 1:53:05], the National Heritage List, different councils. The point is there are so many different ways to get into the information.

What would be perfect, in an ideal world, if I was running things and had all the money in the world, would be that you had a single point of reference for everything, to save people having to...

Or to go to one place and think, "I've visited the National Heritage List. Now I've got all the information I need."

You need to know a lot about how to find information to make sure you've got all the information. So having a single point of reference to make it all easier.

Male: You need a modern day Alexander Cruden, don't you? Making a gigantic multi-volume corresponding text?

1:53:50

Female: This isn't part of your remit, but one thing we haven't mentioned at all that I think influences is the Planning Inspectorate. Because it does seem that developers can be before the Inspectorate and then withdraw at the last minute time and time again. I would like to see something done about that, so that it can't keep happening. Or there's a limit on the time before that happens.

Male: Well, there's a quirk in English law, isn't there? In that you can't appeal against an approval.

Male: There's no third party right of appeal. That's right.

Male: Well, it was going to come up hard against some human rights legislation in Europe, but I suppose that will disappear at the end of March.

Male: There's rumours Scotland might bring something in. Scotland are going to reform their system. It's one just to keep an eye on.

Female: I think that the threat of district councils having to go before a planning [Inspector 1:54:55], and the cost of that as well, must be prohibitive. And must surely influence their ability to challenge things that they probably would like to challenge but can't afford to.

1:55:06

Male: That's absolutely right. We have to weigh these things in the balance. It's the likelihood of success, and we take advice on that. That was the case in the Robin Hood, had it come to that appeal. Which it didn't come to in Newark at the end of the day.

Because we're playing with your money. That's the truth of the matter. We don't have any money. We've got your money. And we have to be very careful with it.

Male: [Crosstalk 1:55:23] it comes to one's mind when they seem to object to anything for that fear.

Male: Yes. Back to the wall.

Male: Going back to Claire's point about lists, I think generally they in a historical context can be seen to do great good if used correctly and with good intention.

Male: I think you've said that key word, context. I think that's very, very important. That one can actually see it in the context of what was happening in the architecture of the time. What's appropriate to that. Or what that architect was doing elsewhere.

We talked about Nottingham Playhouse earlier. Certainly a different type of historical research I had to conduct was reading several volumes of the Concrete Quarterly, which I believe was featured as the guest publication on Have I got News for You. (Laughter) But very important for that building and also partly theatre history as well.

1:56:19 Also of course for the inside, because it was sheer luck that [Peter Moro], who designed it, they had just listed the Royal Festival Hall Grade 1, and he did the interior. And there are bits that do reflect that, and it really did help. So if you've got that context. Something is happening somewhere else across that person's career or whatever is happening. That's why the importance of membership of the national bodies is so helpful.

Female: I think if I were the ruler of the country I would try to interest as many people as possible. All around this table, we're all interested. We're all involved. We all know what we're talking about.

But if somebody who hasn't grown up in that sort of culture, or indeed had come from another country, would walk in and think, "What on earth are they

talking about? It's irrelevant. I'm not interested. I'm going away and maybe I'm going to knock that building down anyway."

I do think we need to put a bit more time and effort into educating people from an early age. Which I know lots of us in schools have done that, but also to look at adults, and particularly people who are maybe new to the country, to let them know what we think about the country and what's important. Lots of things are important, but this I think is an issue which is important. We wouldn't be sitting around this table if it wasn't important.

Interviewer: Thank you.

1:58:00 Well, on that note it is 7:30, so if anybody needs to go that's absolutely fine. Thank you very much. That's the end of the questions from me. I normally just say at the end is there anything that we should have discussed that anybody would like to bring up that we haven't and you would like to mention?
Also, if you want a quick chocolate to get you home [Crosstalk 1:58:21].
(Laughter)

Female: Thank you very much.

Male: Thank you. [Crosstalk].

Interviewer: Thank you all so much for coming. It's been a really interesting discussion. I hope it has been useful, or interesting, or helpful for you to participate as well.

Male: Thank you. [Crosstalk 1:58:35 - 1:58:44]

Male: I know this is Newark and all that, and we're in an urban environment, but one of the things I've been aware of throughout the discussion is there's been a lot of talk about architects and very little mentioned of vernacular architecture. We have three specialists here and some of the issues and parameters are a little bit different when you're dealing with [Crosstalk 1:59:02] and so forth, but maybe you will get that in another place and another [Crosstalk].

1:59:08

Interviewer: Yes, probably.

[Aside conversation 1:59:10 - 2:02:51]

END AUDIO

Appendix B: Local authority professional focus groups

Focus group: referenced as 'Fylde'

Blackpool, Fylde and Wyre

Number of participants: 6

START AUDIO

[0:03:45]

Interviewer: Right, shall we start?

A Speaker 4: Yeah.

Interviewer: Are we all good?

A Speaker 4: Yeah.

Interviewer: Yeah? Okay, thanks very much for coming, I know I haven't even emailed some of you because [name] and [name] had very kindly emailed around so I'll just start by sort of introducing myself and what this is about basically. Obviously it says a little bit on your information sheet and you can take that away with you, it's got my email address on it so if you want to contact me after this I've put my university address there or I'm claire.smith@historicengland.org.uk. Some of the consent sheets will say Price on them some of them say Smith that's because I got married a few weeks ago and I've not quite -

A Speaker 3: Oh right.

A Speaker 4: Congratulations.

Interviewer: So they're both me. And I'm a PhD student at the University of York and I'm doing a collaborative PhD so it's one of these ones that's jointly kind of supervised by Historic England staff and staff from the University of York and Historic England put a bit of funding into it as

well so the research kind of feeds back both ways. And the research project is titled 'Beyond the List' and it's basically about both national and local levels of listing all types of heritage and in these focus groups I'm doing sets of focus groups with local stakeholders like Civic Trusts and civic societies etc. and professionals so that's what I'm doing here today, basically here to gather your views on listing; what works, what doesn't and where we should be going forward with it.

So, is everybody happy with the consent forms and everything? Any questions before we get going?

A Speaker 3: No.

Interviewer: No? All good? Great. So, just a few formal bits which are that you can withdraw from the research if you want to, if you say something in this discussion group and then later think ooh, I really wish I hadn't said that actually we can magically take it away because what I do is record the audio and then I get it transcribed into text and take out all the names, all the job titles, anything that I think can identify anyone so it's as anonymous as I can make it but if at that point you want to take something out we can just delete it, so do just drop me an email and, you know, we'll sort it out, that's fine. And that today I sort of see you as representing yourselves rather than your organisation although if you... you know, obviously if there are any benefits of this discussion that you take back to your organisation that's all good. So, I think that's it.

To start off with, I think probably for my benefit because I'm getting a sense that you all know each other anyway but could we just... Not necessarily? No? Okay, cool. We'll just go round the room then and just say your name, how you got involved with heritage and one thing that you like that isn't related to heritage. So, I'm Claire, I got into heritage via a History of Art degree and gradually did more and more architecture and I'm now in an archaeology department. One thing I like other than historic buildings is tap dancing.

[0:06:53]

A Speaker 1: I'm [name] I work for Blackpool Council in the development management section which heritage is part of the job that I do and one thing I like apart from that is motorbikes.

Interviewer: Thanks.

A Speaker 2: I'm [name] Conservation Officer at Blackpool Council and I got into heritage properly about 15 years ago, when the children were small we used to go for country walks and I used to think I wonder how old that building is? There must be a way of finding out so that's how I really started to look into it. And what I like other than heritage, Argentine Tango, we're having lessons.

A Speaker 3: I am [name], I've been involved with heritage for about 20 years now, got into heritage because I have an interest in history and in buildings so the two combined seemed a perfect fit. What do I like other than heritage? Ooh gosh, erm food, cooking actually, yeah, anything really, all sorts of things, different things, I like experimenting.

A Speaker 2: You haven't got time you've got too many grandchildren.

A Speaker 3: Well yeah (laughs), yeah, grandchildren do take up your time a bit.

A Speaker 4: I'm [name], Planning Officer at Fylde. Got into heritage at my previous job at Wyre Council where I went and did the conservation qualification UCLan. What I like, avid Liverpool supporter, I also realise how much I like sleep after I had my three month old daughter so as I can't get any sleep I'm just focusing on Liverpool at the moment so...

Interviewer: Thank you.

[0:08:40]

A Speaker 5: [name], Head of Regeneration and Design section at Fylde Council which is part of the council which is part of the planning service. We have responsibility for conservation advice to our develop management colleagues and if you like, conservation policy, heritage policy. I've

just been interested in design for a long, long time and obviously conservation is part of that. In terms of interests, I think I'm a bit like [name], football's my big interest but believe it or not still playing and watching avidly including the World Cup that's just gone.

A Speaker 6: I'm [name], I'm the conservation officer at Fylde, I came into post in 2012. I like Zumba classes, I do Zumba.

Interviewer: Great, thanks. And can you tell me a little bit more about how you were particularly involved in heritage, so either within your professional role or outside?

A Speaker 1: Main role is just dealing with planning applications which includes listed buildings, locally listed buildings.

Interviewer: Yeah, so can I just quickly get a handle on, make sure I've got this right, Blackpool have got a local list up and going...

A Speaker 1: Yeah.

Interviewer: St Anne's is in the pro-

A Speaker 5: Fylde.

Interviewer: Oh Fylde, sorry, yeah, is in the process of going through, so is that for part of the...?

A Speaker 5: It's going to be a borough wide thing...

Interviewer: It's going to be borough wide, okay.

A Speaker 5: But we've done it on the basis of coast first and then we're moving through the rural patch so we should have that done, well, probably by the end of this calendar year we're hoping.

Interviewer: Okay, and any other local lists on the...?

[0:10:22]

A Speaker 3: Yeah, I'm Conservation Officer at Chorley and we have an historic local list that was set up ooh gosh 10/15 years ago and was set up and

then was forgotten about basically so it's there but it's never been revisited or updated really.

Interviewer: Okay.

A Speaker 3: Yeah.

Interviewer: And how about HERs, are they sort of fully used? Are they paid for tools? Free things?

A Speaker 3: HERs a bit of a dirty word in Lancashire, the HER is maintained by Lancashire County Council who in their wisdom decided a couple of years ago to dispense with the archaeology services within the county as a whole and basically sent the archaeologists off to set up on their own still working sort of under the umbrella of the county but quite separately; they still hold the HER and those archaeologists still maintain it but we as district authorities cannot gain direct access to it, we have to go through them to obtain any information from it. They provide it to local authorities free of charge but it's this laborious process of going to (inaudible 0:11:36) and we're saying have we got information on blah, blah, blah and waiting for it to come back so there's no direct access as such.

A Speaker 6: They do come back quickly don't they?

A Speaker 3: They do respond pretty quickly I have to say. Recently the county have had change of administration and they've had a change of opinion and they've now decided in their wisdom to take up archaeology back in house so that's in the process of happening as we speak so that should, well, hopefully improve things in terms of access to it but that's where we are with the HER in Lancashire.

Interviewer: Okay, cool. Let's stick to national listing and local listing broadly then.

Male Speaker1: Mm hmm.

Interviewer: Sorry, a little bit [noise] going round then so how you particularly are involved in heritage either in your professional role or outside.

A Speaker 2: Well, my profession is listed buildings, local listed buildings in conservation areas. We haven't got many listed buildings in Blackpool, that was the main reason why we decided that we were going to have a local list in about 2011 was it we started? 2011/2012 –

[0:12:39]

A Speaker 1: Yeah.

A Speaker 2: So -

A Speaker 1: Yeah. I was on the assessment panel with [name] –

A Speaker 2: Yeah.

Interviewer: Yeah.

A Speaker 2: So, we ended up with nearly 300 locally listed buildings didn't we?

A Speaker 1: Yeah.

A Speaker 2: And it was our working that in the early days sort of like muddling our way through that sparked our interest in (inaudible 0:13:00) wasn't it? You thought well...

A Speaker 1: Oh have I done all this work.

A Speaker 5: Well, it was partly that but it was all to do with the localism agenda as well...

A Speaker 2: Yeah.

A Speaker 5: And, you know, where... we had a history here of – I say this many times in committees and things – we had a history of losing a lot of quite interesting buildings because it used to be, you know, it's not listed, it's not in a conservation area, we're done for because it's –

A Speaker 2: Knock it down.

A Speaker 5: Yeah I mean –

A Speaker 4: A bit like the Majestic across the road.

A Speaker 2: There were no controls.

[0:13:27]

A Speaker 5: Yeah, this happened across the borough and particularly, you know, on the coast so it was really all this localism and then the sort of change of emphasis more about local, you know, the changes in policy, you know, the value of things identified by local people i.e. through the localism and then we had sort of a bit of a seminal appeal decision where was a Victorian pub which was sort of an Edwardian, big Edwardian pub, traditional, I think the second one built in St Anne's wasn't it? And the application came so McCarthy & Stone and got a fairly decent design in the end but, you know, the issue of dropping the building was sort of a bit of a foregone conclusion as far as the officers were concerned. And there was a campaign mounted locally and the application was refused against advice, it went to appeal, public inquiry and the inspector sided with the objectors and said I'm satisfied that this is a, you know, high quality building of local interest and I think from that point it just gave us bags of confidence and a bit of a kick up the whatsit to say, right, you know, we really need to take this a lot more seriously. So, it's really gone from there and then lo and behold not long later we had another one, we had the confidence, refused it and the inspector again dismissed it at appeal, said the building it's not on the list but it's obviously clearly of local interest and the council have been able to demonstrate that. So, it's really, really gone from there, it's gathered momentum politically and, you know, things like the Civic Society have been really, really keen on it needless to say so it's just sort of snowballed really just picked up.

A Speaker 1: There was a really large Facebook campaign wasn't there for the Vic?

A Speaker 5: Yeah, oh yeah, it was massive.

A Speaker 1: There was a huge site on Facebook and that generated a lot of interest in it.

A Speaker 6: It became an asset of community value.

A Speaker 1: Yeah, yeah.

A Speaker 5: As well.

Males Speaker 1: As well, yeah.

A Speaker 5: As well, and they actually represented themselves at the inquiry against all the big barristers and –

A Speaker 6: Yeah, David and Goliath.

A Speaker 5: Did really, really well but the inspector's decision was brilliantly drafted and, you know, really went into it full detail and McCarthy & Stone have a habit of appealing and going to the High Court and all this sort of stuff and all these things but they didn't, they said, no, we accept it all so that was really I guess in a sense, you know, where it really gained momentum for us and that Blackpool done all this so we thought if they've done one we need to –

(Overspeaking)

[0:15:52]

A Speaker 4: Oh we'll do it better.

A Speaker 5: We'll do it better. And Historic England of course were also picking up on more so weren't they on, you know, or English Heritage, and picking more up on the localism issue and issuing guidance so...

A Speaker 3: Yeah, so as well as being a conservation officer I got involved with the assessment panel here at Fylde for the local list here in a voluntary capacity so, yeah, that's how I've been involved certainly here.

Interviewer: Okay, cool, thanks.

A Speaker 4: As planning officer I deal with a range of planning applications which includes listed buildings and conservation matters, I'm also on the assessment panel for the local list criteria here as well.

Interviewer: Right, okay, cool. Anyone else?

A Speaker 6: I've forgotten the question.

Interviewer: It's alright. It's just a little bit more about how you particularly are involved in heritage either in your professional role or outside.

A Speaker 5: Are you asking me?

Interviewer: Yeah, yeah, we'll keep going round.

A Speaker 5: I thought I'd already said that.

Interviewer: You can have that as your answer if you like.

A Speaker 5: Well, yeah, I mean just as I said before, just an obvious interest in heritage, been very much involved in regeneration schemes in the various towns and that's resulted in working with, for example, English Heritage on a sort of a almost like a townscape heritage initiative type in St Anne's in particular going on for seven years. So, you know, heritage has been a major part of that regeneration strategy and we're involved with various bids for heritage lottery for parks so it's just a mixture of –

[0:17:48]

A Speaker 4: But you've also headed the team that's forwarded on the... and driven the heritage and regeneration strategy for the council as well so...

A Speaker 5: Yeah, we got strategy now, yeah.

Interviewer: I was just going to pick up on the strategies actually, so you mentioned that you've got a strategy that you nicked off them.

A Speaker 2: Yeah, we nicked their strategy, we thought it was so good we nicked their strategy and then they nicked the idea of a local list (laughs).

A Speaker 4: It's collaboration that's what it is.

(Overspeaking)

A Speaker 5: I agree with the former but not the latter

A Speaker 4: There's a saying in planning which is there's no such thing as plagiarism in planning so it's all happy families.

A Speaker 5: There's no point reinventing the wheel.

A Speaker 4: Exactly.

A Speaker 6: Yes, we've got a lot of proactive and reactive work here, we spend a lot of time responding to planning applications and a lot of time trying to get to grips with our action plan and our heritage strategy which is very much proactive. Something we're really anxious to get started on is setting up a heritage forum so that a lot of these projects that take up a lot of time and aren't at the top of the conservation work plan and service plan hopefully we can get people in the community to take the lead on that and just use us as a resource in the background.

Interviewer: Is that part of your heritage strategy?

A Speaker 6: Yes.

[0:19:02]

Interviewer: Yeah, okay.

A Speaker 6: We've got a lot of inertia with that, it's very difficult finding people who will do more than just come along and moan about developments that they don't like in the borough, having to roll up their sleeve and mobilise different people to actually do get things done, started and seen through.

A Speaker 5: What's quite interesting from our point of view, from my point of view, is in this borough is the... you know, it's not absolutely unequivocal but a lot of political support for the protection of heritage which really helps and, you know, we've been pushing against an open door with taking this agenda forward.

A Speaker 6: Yeah.

A Speaker 5: We thought we'd have a bit of resistance because I wouldn't say councillors in Fylde are pro development, I would say that's probably not true in many ways but we thought there'd be resistance to the protection of heritage but that's not proved to be the case.

Interviewer: Cool, okay. So, at this point I'd just like to sort of define the parameters for our discussion so the research is on using all lists i.e.

inventories, to manage heritage and I'd like to focus on the National Heritage List for England, so including listing scheduling, registered parks and gardens, local listing and we'll perhaps I have got a sense of what's happening with the HER that can just come in where necessary but we don't need to focus on it too much. So –

A Speaker 5: Does your research cover conservation areas or is it just purely listing individual?

Interviewer: I think it should cover conservation areas, yes, I think the reason it was probably... yeah, I think it needs to include conservation areas so, yeah, if that's part of what you want to say by all means include those. And thinking about the function of heritage lists, i.e. to identify assets, what do you think of the national listing and local listing schemes? And that's just open to anyone now from here.

A Speaker 3: I think national listing has improved significantly in recent years particularly with the introduction of the designation guides that Historic England have produced because before then there was always a bit of a black art you might say as to how these or how the decisions were made as to which buildings went on the list and which didn't.

A Speaker 4: Yeah.

[0:21:38]

A Speaker 3: And I've been involved in a number of cases of trying to get buildings listed, some successful others not and this pre-dated the designation guides being published and it was always a bit of a case of, well, why has that one gone on and that one hasn't? And it was whilst you get an officer's or an inspector's report it was never that obvious to me compared to similar cases to why one had succeeded and others didn't so that's improved significantly. The new list entries of course are now significantly improved on the old ones, they're much more detailed, have a lot more information in there.

A Speaker 4: And they tell you what's actually significant about the building as well where the previous descriptions would literally I describe them as drive

by listings where I don't think they even got out of the car on some of them.

A Speaker 3: Well, I think certainly the old, the relisting schedule in the 80s, that was very much the case it was, you know –

A Speaker 5: That's what they were, they were descriptions weren't they?

A Speaker 4: Yeah.

A Speaker 3: Yeah, very brief.

A Speaker 4: And it doesn't help at all.

A Speaker 3: No, no, and probably the language used at the time was very much a very sort of academic nature I would say whereas today it's much more... certainly a lot more in layman's terms I'd say so more accessible.

A Speaker 1: User friendly.

A Speaker 3: Yeah.

A Speaker 1: Yeah.

Male Speaker: Yeah, much more user friendly.

A Speaker 6: Something Blackpool are having trouble with is curtilage listing advice isn't it? Something near the post office.

[0:22:57]

A Speaker 3: Yeah.

A Speaker 2: Yeah, we had that difficulty and again we couldn't understand why part of it was included and part wasn't. The problem was when we questioned it with Historic England they were adamant that their listing was correct and that the curtilage, what was an attached building with an ancillary function, wasn't actually covered by the listing and we couldn't understand that. Fortunately, it's in a conservation area as well so we did have some control but it wasn't revisited.

A Speaker 1: The same thing happened with the Sacred Heart Church and the little school adjacent to it and it became the Black Pug.

Interviewer: And was that on a new listing or an older one?

A Speaker 2: It was an old one, it was done in the 80s or 90s, the post office and the church wasn't it?

A Speaker 1: Yeah.

A Speaker 2: Probably the 80s, in fact, it's probably part of that listing process and accelerated listing process.

A Speaker 5: What was the conclusion? You mean the little schoolhouse next to the church?

A Speaker 2: Yeah, the conclusion was that it wasn't listed.

A Speaker 5: It wasn't listed? But was it in the curtilage?

A Speaker 2: Well, it was a moot point as to whether or not it was within the curtilage because there was a fence going across that split it off so it was obvious that it had been built at the same time.

A Speaker 3: Yeah.

A Speaker 5: We just got a similar case in... not far from Ansdell Baptist Church...

A Speaker 2: Oh yes.

[0:24:07]

A Speaker 5: ...with the school room next to it, we're arguing it's curtilage, well, we're arguing it's likely to be listed as well as obviously in the curtilage –

A Speaker 2: Well, we were trying to argue that the schoolhouse on Talbot Road was listed but we got nowhere with it.

A Speaker 4: A further bit beyond that sort of curtilage thing as well, I had a lot of confusion with group value listings as well where the listing will say GV for group value but then won't indicate what that group value is so

you're left sort of scratching your head thinking, well, that's great but what is it?

A Speaker 1: What's the significance of –

A Speaker 4: Yeah, what's the significance of that group value?

A Speaker 1: Yeah.

A Speaker 4: And because you've got no steer, there was one where I actually went to... I had a public inquiry and I went to Historic England and because it was a poor description and there's nothing and unfortunately it wasn't particularly their fault per se but they couldn't help either and I was like but it says group value but it doesn't say what it's group value with, I'm assuming it's with the one next door but I can't –

A Speaker 5: It could be miles away.

A Speaker 4: So, if I get challenged by a barrister he's going to say, well, why are you saying that? Where does it say anywhere in there that that is actually group value? So, that's another problem is the group value needs to be specifically quantified in the description, it's not on all of them, some of them do say group value with blah, blah, blah, blah but there's an awful lot that just says group value and that's it.

A Speaker 3: That's it, nothing else.

A Speaker 4: Yeah.

Interviewer: That might be a legacy issue because in the...

A Speaker 3: Yeah.

[0:25:31]

Interviewer: ...the late 60s early 70s, you know, when Grade III was abolished some of those Grade IIIs just got bumped up to Grade II and they used the group value line often then to...

A Speaker 3: Yeah.

Interviewer: ...and then if they've not been amended since they may be left in that situation.

A Speaker 4: Yeah.

Interviewer: Okay.

A Speaker 1: And some of the original listings were wrong in how they described the properties, so there's a house on the front at Lytham and it's two houses now but it was originally one house and nowhere in the listings did it say it was one house it just says two.

A Speaker 4: That's the problem isn't it when you get with those other ones where they are literally just descriptive and so when you're talking to somebody about trying to identify what the significance is they say, 'Yeah, but it doesn't say in here that that's on there' and you say, 'Yeah, but I can say that that's the significance of this building but -

A Speaker 2: But how do you know if it doesn't say -

A Speaker 4: Yeah but you know that it is, with experience you can tell that's the original staircase and he's saying, no, I want to rip that out, he doesn't have it in the listings so it's not significant. No, no, no, just because it's not in the description doesn't mean that it's not significant. And I think that's where [name] was touching on before the new ones they do know, the discussion and everything it's so much more in-depth it actually gives you that confidence that when you're going to look at a building and assess it you've got that information from Historic England that you know that there's been a thorough examination done by relevant professionals that that's what it is, historical ones –

A Speaker 2: But it does take them a long time to come out and do it.

A Speaker 4: Yeah, it does, it does, but it's a resource matter isn't it?

A Speaker 2: Yeah, absolutely.

[0:27:13]

A Speaker 3: Yeah.

A Speaker 4: Yeah.

A Speaker 5: We used to do periodic reviews, I mean I remember Blackpool in John Carroll's day they came in and they asked us to identify all these different buildings and then it was done on a borough basis.

A Speaker 1: Now they seem to be very reactive...

A Speaker 5: Yeah.

A Speaker 1: ...you come up with a planning application...

A Speaker 3: Yeah, they don't have the resource.

A Speaker 1: ...for alterations to a property and you think hang on, isn't that one worth listing? But then it takes ages for the [coughs] to do it.

A Speaker 5: Which is probably the value of local lists isn't it?

A Speaker 1: Yeah, that's what happened with the Savoy Garage in Blackpool, it was one of the first to have a car lift in it and there was an application came in to convert it into flats so when the application came in we were straight at Historic England saying come on, get out there, get out there, list it, they did eventually but...

A Speaker 2: They said they would build a preservation notice on it didn't they?

A Speaker 1: Yeah.

A Speaker 2: Yeah, which we've never done before. Good fun.

Interviewer: So, what about the function of local lists then?

[0:28:12]

A Speaker 3: Well, I think in cases like the approach that certainly Fylde have taken where they've backed up local lists with Article 4 or that's the intention anyway isn't it, back it up with Article 4 direction so you've got some teeth to control -

A Speaker 1: I was going to say that when you first set up a local list there's no teeth with it.

A Speaker 3: No, none at all, none whatsoever.

A Speaker 4: No, the Article 4 element for us at the moment is still quite reactive but we are obviously looking at being proactive with that but it's how you implement that in an appropriate manner. We have had quite a bit of success though haven't we in terms of we've had a few buildings that have gone onto local list and we have now got Article 4 directions on them because we had prior notifications in for demolition because they were dwellings so we've had an Article 4 put on them. And we've had...

A Speaker 5: We've got delegated authority to do that...

A Speaker 4: Yeah, yeah.

A Speaker 5: ...by the committee so, you know, if somebody wants to drop a building down that's local listed make it right you say, [name], we get a notification and then we can just bang an Article 4 on straight away.

Interviewer: Ah, so you do it at point in time not the year before...?

A Speaker 5: Well, we could be proact-... it's early days, one idea would be to, you know... There's a bit of a political element to it because we could local list buildings and in the case of dwelling houses then the obvious thing to do is to say, well, you know, you could run riot with permitted development and then the whole quality of the building could be lost but then you think, well, if you local list it then you bang them with an Article 4 straight away, how's that going to go down? And you've got to think of the political angle of this as well, what we don't want to do is –

A Speaker 1: There's the compensation angle isn't there?

A Speaker 4: There is.

A Speaker 1: It's about 12 months.

A Speaker 5: It's always a debatable one that one isn't it? How you actually –

[0:29:58]

A Speaker 1: Well, when the authority's strapped for cash you've got to be really careful.

A Speaker 5: But it's how you actually... We've been through this so many times, it's actually how you measure increased value or the suppression of value as a result of the Article 4 direction and how you actually compare, you know, the development without the extension say and develop with it it's not easy to calculate, there's a lot of case law on it. So, some of our conservations have got full Article 4's, never ever are they challenged for compensation in over 20 years.

A Speaker 3: No.

A Speaker 5: So, I think you're right, [name] and I think in some cases it's worth doing anyway and then arguing it and of course it only means you have to put an application in, it doesn't mean to say, you know, we're going to necessarily refuse it or we'd say, well, you really need to put in timber sliding sash rather than big thick plastic things.

Interviewer: A couple of the local authorities I've been working with have done Article 4s with the year advance notice so that they know, they can be sure that they're not going to get any compensation claims but it does have to be done at the point really of... they've done it at the point of local listing so that the notification can go out at the same time.

A Speaker 3: Yeah.

A Speaker 2: Even though our local list it was... Was it completed in about 2013? We've only used the Article 4 to prevent demolition once, it took two years to get through the system that, you know, this wouldn't cause any problems with compensation and now it's been done once...

A Speaker 1: It should be easier.

A Speaker 2: ...it should be easier in the future but that's the only time we've been tested and they wouldn't do it as a blanket task Article 4 because of the political considerations.

(Overspeaking)

Interviewer: Okay. So, now just moving on to sort of the form that the lists take, what do you think of national and local listing in terms of things like are they useful, how they're accessed and if they are easily accessible and the content as well.

[0:31:58]

A Speaker 3: Well, the national list is fully accessible through, you know, the website you've got various methods of searching by, you know, map searching or address searching or whatever so... In the old days it used to be a bit of a nightmare to find things but –

A Speaker 2: I still find it difficult now.

A Speaker 3: Well, yeah, yeah.

A Speaker 4: I never use the address search because it tends to bring up everything but mine.

A Speaker 3: Well, yeah, I –

A Speaker 4: But the map search is brilliant, you can zoom in to where you are...

A Speaker 3: I always use the map search rather than anything else -

A Speaker 4: ...and it's there, yeah, thumbs up on the map search I always use that, it's just far easier and convenient to use.

A Speaker 3: Yeah.

A Speaker 1: Our local list is fine as well isn't it?

A Speaker 2: Yeah.

A Speaker 1: That comes up on the map search.

A Speaker 2: The comes up on the map search on the council website, it's only got like a little polygon or whatever you call it, for each address it gives the address, if anybody wants the actual datasheet, they'd have to get in touch with me but the actual list itself, this list of addresses, is available to the public.

A Speaker 3: Yeah, no, we do it the same way, it's the same as all the listed buildings they're all on our website available to the public so they can see conservation areas, listed buildings schedule, it's all that sort of... and local listed buildings are all mapped and available for the public to be –

[0:33:10]

A Speaker 1: We should perhaps public the datasheets as well.

A Speaker 3: Yeah.

A Speaker 2: It's how that's managed - where are they on the system? That's something to talk to IT about, I don't know how you feel about... because originally it was going to be linked to the LCCs HER but then I don't know what happened, it didn't happen so I don't know how it would be done now.

A Speaker 5: I mean we're proposing to do a section on our website aren't we with, you know, full... all about conservation and heritage which will have all the list of listed buildings on the datasheets and all the rest of it.

A Speaker 3: Yeah.

A Speaker 5: And we do use those in terms of potential developments.

A Speaker 6: I don't know if we get some resistance to putting datasheets up though, we've had a lot of owners very upset at photographs being taken of their property. I think –

A Speaker 3: Yeah.

A Speaker 1: There shouldn't be, is it not just an external photo we take.

A Speaker 3: I was going to say it's not like –

(Overspeaking)

A Speaker 6: Our legal team aren't always very helpful to us with things like that are they? All a customer needs to say is I've spoken to my councillor, GDPR those four magic initials and it makes them run scared doesn't it?

A Speaker 3: No, a photograph of an (inaudible 0:34:24)

A Speaker 5: Yeah, it's a building it's not a person.

A Speaker 4: You're stood in a public place taking a photograph, there's nothing anyone can do to stop you.

[0:34:28]

A Speaker 5: You go into Google Street View don't you?

A Speaker 2: Yeah.

(Overspeaking)

A Speaker 2: The problem with some of them in Fylde, I don't know about the rest of the area is that so much is hidden by foliage and you actually have to go onto the property to take a photograph so it could be done -

A Speaker 4: That's the problem with leafy Lytham isn't it?

A Speaker 2: Yeah, leafy Lytham, yeah.

A Speaker 5: The problem is though you can't have a system whereby, you know, the justification for something going on a list is whether an individual thinks it's a good idea or not, you know, well, I don't want my property on because I don't like people coming and staring at it whereas somebody down the road says, well, I don't care, you know, it's on the main street and everybody can see it anyway.

A Speaker 4: It's not really (overspeaking) put you on the list anyway, the purpose of the local list is to ensure that we have knowledge of what's important locally that hasn't got statutory designation.

A Speaker 5: But [name's] right, we have had a few haven't we, a few people objecting to... and the other one we've had is objection (overspeaking) people who, you know, have ideas about demolishing the building, putting lots of flats up for example and we just say, well, that'll take care of itself in due course, you know, again you can't have a system... Oh, yeah, the thing is with national listing I mean the great thing about national listing is you get a letter from Historic England it's tough isn't

it, you know, you've no right of appeal, there you go, your building's listed, with local listing it's saying in a way but, you know, the local democratic angle.

A Speaker 4: You have that different legislative background don't you? But then when it comes to assessing an application is it paragraph 134 of the NPPF whatever it says, that non-designated assets should be treated the same as designated assets but they don't have the same legislative background so there's a chink in the armour there for starters.

A Speaker 3: Yeah.

A Speaker 4: I mean my own view anyway is that the legislation should be updated anyway, it's nearly 30 years old now so the listed buildings and conservation areas act is starting to look a bit dated especially in the terminology that it uses because my experience is modern... sort of going off-piste a little bit, my experience with policy is it tends to be about enhancement and conservation whereas the act talks about preservation and enhancement and there's a little bit of a conflict between the two, they don't mean the same thing anymore, you need to pick one and stick to it.

[0:36:44]

A Speaker 3: Yeah.

A Speaker 6: That'll be conservation thank you very much.

A Speaker 3: Yeah, yeah.

Interviewer: That's actually brilliant because I was just going to ask you about the phrase special architectural or historic interest and in terms of the content of both national list and your local list, which of course don't have to stick to that, how do you feel about that kind of content and the way things are put onto lists?

A Speaker 3: It's like we said before, the new listings have so much more information and have all that in there whereas the old ones, you know,

particularly the very old ones, are very limited in what they have in there so there's not a lot to go on if you know what I mean.

A Speaker 5: I mean just pick out, we've considered and are thinking very seriously about doing our own interpretation of national listing, you know, where they're old descriptions because in the end if you get a listed building application you've got to form a judgement, you know, you look at the description and all the descriptions are just that to describe that particular building. So, no, it's not that one and the one next door, you know, actually interpreting what we consider to be special about the building because, you know, your application they want to rip a room out or subdivide the space or take a staircase out or whatever it is, add an extension, so you've still got to make a judgement about what the value of the asset is.

A Speaker 4: I think just sorry –

A Speaker 5: Sorry, and the beauty of that would be, you know, that could be given to a developer before they think about what they're doing, they might want to do.

A Speaker 4: The problem is there's still an element of subjectivity to what's considered significant and important historically and architecturally, I've lost appeals for replacement windows because the inspector's ruled that the actual timber window frame is less significant than the actual build form around it even though the window itself was original fabric they're saying, well, that might be the case but it's the opening, it's the sills and the lintels that form the historic and architectural importance of that building which –

[0:38:55]

A Speaker 5: Inspectors do get it wrong.

(Laughter)

A Speaker 4: But they do...

A Speaker 3: That's right, yeah.

A Speaker 4: ...but that proves my point is that there's an element of subjectivity to it's alright in the legislation saying historic and architectural importance of the building but what it means to one person means completely different to another which is why we come back to the listing descriptions as they do now are far, far better because you can turn round to them and say, 'I don't care what you think about these windows, they've identified them as being architecturally important within this building so they stay' whereas historically on the other descriptions it left an area open for discussion subjectivity because they're like, well, you can't tell me that those windows aren't architecturally important or whatever.

A Speaker 1: I dread to think of the number of Crittall windows we've lost, you know?

A Speaker 4: Exactly, yeah.

A Speaker 3: Yeah, that's right, yeah.

A Speaker 1: Things like that.

A Speaker 5: I think though in fairness for me, I think one area there has been a lot of progress on is Historic England guidance...

A Speaker 3: Yes.

A Speaker 5: ...is far, far better than it was and it's looking –

A Speaker 3: Well, there's just lots more of it.

A Speaker 5: Lots more of it, it's dealing with subtle issues like curtilage, you know, which is a nightmare isn't it...

A Speaker 3: Yeah.

[0:40:03]

A Speaker 5: ...I mean you can't come to any definitive conclusion but it makes life a lot...

A Speaker 3: At least there's some guidance out there now.

A Speaker 5: ...you know, your point, [name], about windows, I mean, you know, you look at the guidance on windows it's pretty much unequivocal about the importance of windows so, you know, when you fight an appeal on windows, you know, you can just refer to Historic England guidance and say this is the conventional wisdom of the government's Historic advisor and there you go. So, you know, it's not just purely subjective your views versus mine or whoever's, you know, it's like the common understanding of how you measure value architecturally so it is the windows and –

A Speaker 1: And I think it also helps that Heritage England now have dedicated case workers who know an area, who know the buildings there, who know what's appropriate.

Interviewer: And for your local lists have you gone down architectural or historic significance as well?

A Speaker 5: Yes, yes.

A Speaker 3: Yah.

Interviewer: Yes, across the board?

A Speaker 3: Yeah.

Interviewer: Okay.

A Speaker 2: Yeah.

A Speaker 5: We have a... I don't know how much stuff [name's] sent to you but we have a... When we set this up we set up a heritage protocol what we call heritage protocol which I can gladly let you have if you've not already got it, and that sets out the whole system; how it's done, how a building is selected and it's pretty much following national guidance obviously interpreted locally so in age, rarity, you know, style, all this sort of stuff, historic value, association.

A Speaker 2: And that's what we did as well but because we're going round doing the mapping for Fylde since I came from Blackpool, in Blackpool the quality of the building stock is so different from Fylde, the quality bar

in Blackpool we've had so many more buildings on our local list that just wouldn't have been considered in Fylde and so getting that quality bar, trying to understand it here, took quite some time didn't it to make sure otherwise we could have ended up with hundreds and hundreds of buildings just in St Anne's and Lytham alone so as not to devalue local listing we had to make sure we had that quality bar correct. And we looked at three criteria rather than two in Blackpool I think in Fylde.

[0:42:08]

A Speaker 4: Yeah, Fylde we had a selection criteria which as [name] just reeled off, it was like rarity and architectural merit and what not but here we determined that you'd have to have three criteria to get onto the list and if you didn't get the three criteria then unless... I think it was an exceptional circumstance whatever reason it wouldn't go on the list and we've been very strict with that and we've stayed true to that. There've been some buildings which we thought it'd be really nice to put it on but it just hasn't met the criteria and it's worked well because it's kept that quality bar that [name] talked about where, you know, we'd know that when it's on the list it is justified.

A Speaker 6: We're confident that it's not a beauty pageant –

A Speaker 4: Yes.

A Speaker 3: Yeah, absolutely, yeah.

A Speaker 1: You've not thought of going down the route of Grade I and Grade II listing in Lytham?

(Overspeaking)

A Speaker 4: There is a brief discussion –

A Speaker 2: We had landscape value that's –

A Speaker 5: [has brought up a powerpoint presentation of the local list on the screen]

Yeah, we might be going off track now but just that plan there, what we did we - and tell me to be quiet if I'm going off what you really want to talk about - but in terms of Lytham... Blimey, this was a presentation we did with the council, what we did we subdivided the Lytham St Anne's obviously the coast of Fylde then the rural area goes right back and then to the north of Zone 5 Blackpool across the sort of airport and then to the east of 9 it goes back towards Preston. So, the rural area we looked at at the moment we said we'd do the coast first so where it's subdivided the borough into sort of design zones so they are typically zones which are framed by particular strong edges or boundaries or obviously the coast or which were developed at a particular era. So, you know, obviously Zone 3 is St Anne's which was obviously developed well before Zone 5 and Zone 7 for example so that's how we sort of did it, we've done it sort of zone at a time. So, if we look at Zone 1 the sort of conclusion of that, what we ended up with... Blimey I reckon they did PowerPoint.

[0:44:31]

A Speaker 6: If you've not got a mouse mat it's quite awkward.

A Speaker 4: You're trying to get –

Interviewer: Is that the lake near Ansdell?

A Speaker 4: Yeah, Fairhaven Lake.

A Speaker 5: So... sorry, so we started originally just doing local listed buildings but quite soon when we had a chat, [names] and I, also came to the conclusion that there are buildings which are probably not... and it goes back to [name's] comment about and [name]'s view about the sort of architectural bar, the quality bar, you know, and how high or low do we set it so we had that discussion and said, well, if we applied exactly the same criteria that you've applied in Blackpool we'd have hundreds and hundreds of buildings, no disrespect to Blackpool that's just how it is. So, what we did in our work when we started doing the analysis on the ground we came to the view there were actually some

quite attractive groups of buildings which weren't necessarily local listable but had what we call a townscape quality and they are identified with the G numbers. So, what we could do in another area, Ansdell which is above it, you find that those blue groupings are very much clustered together so that then leads us to a conclusion that they're not all local listable but there's the potential to create conservation area and that's the analysis we've had. So, if you look on this area at Fairhaven you've got the local listed ones in yellow, the ones in a brown orange were ones which were considered but not put on, am I right [name]...

A Speaker 6: Yes.

A Speaker 5: ...initially and then the red area which you might be able to see round Fairhaven Lake, was an area which we thought historically had enough to potentially be a conservation area so that's how each zone in the percentiles will end up looking. So, what we then did in terms of the groups we produced that which gives all the groups, tells you where it is and then across the right and top explains what's important about the group so if we got a planning application, you know, in group 1 St Paul's Avenue, a planning officer would be able to look at that list and say what's particularly important about it, so it might be materials, it might be the roof scape, it might be boundary walls etc. etc. etc. The question then along the term is would we then think about putting Article 4 directions on the groups because we might then put them on the conservation areas. So, we've got national listed buildings, local listed buildings, conservation areas and obviously conservation areas can contain listed buildings nationally and locally and then we've got groups of high townscape value so it tries to pick up, you know, everything. So, if you go down Clifton Drive you get a lot of 50/60's bungalows but then you might get a group which, you know, is a freak of how the area's laid out, a run of five lovely Edwardian villas and you say, well, perhaps individually they're not locally listable but they form a really attractive grouping along the street frontage so they're in a group so if someone were to come along and demolish one row or

something like that. Either we could say, well, if we're going to let it be demolished it has to have regard to the group value or we might say actually that's good enough to put an Article 4 on it so it's just another means of controlling the broad historic environment.

[0:48:09]

Interviewer: Mmm, so you've almost got basically a sort of historic area assessment for the whole lot.

A Speaker 5: Yeah.

A Speaker 3: Yeah.

A Speaker 5: But when we go into other parts of St Anne's there's very little of anything, that's just perhaps an area which has historic significance and, you know, has lots of groups.

Interviewer: Yeah, oh, I happened to have walked down that area yesterday so that's kind of convenient. Okay, great. Oh, I just want to ask you one other thing about this area, would you put something that has historic value but not architectural value on your local lists?

A Speaker 5: Yes.

A Speaker 2: We did.

Interviewer: You did?

A Speaker 2: We did.

A Speaker 3: Yeah.

A Speaker 2: But Lytham and St Anne's we'd have to meet those three criteria, in Blackpool sometimes that was the only criteria that and social value we had no or very little architectural merit because you know it's true (laughs).

A Speaker 1: So it's just how Blackpool developed though isn't it?

(Overspeaking)

A Speaker 2: It's just how Blackpool developed.

[0:49:05]

A Speaker 4: It's unfortunate in the 50s, 60s and 70s Blackpool went through a phase of demolishing everything and building what they built.

A Speaker 1: Yeah, progress.

A Speaker 4: Yeah, under the guise of progress and it's happened in St Anne's as well, you look across there at what was... back there which is the big block of flats, they had the beautiful Majestic Hotel and they knocked it down and built that and if saw a picture of the Majestic Hotel you would literally cry.

Interviewer: I was wondering what was there just because of the... obviously the boundary –

A Speaker 4: Yeah it -

A Speaker 5: Yeah, the boundary walls are local listed actually (laughs).

A Speaker 4: Yeah, they are. The only thing we could save in the end because they've been there... how long have Majestic flats been there now?

A Speaker 5: About 70s I think.

A Speaker 4: Yeah.

A Speaker 1: Yeah, yeah.

A Speaker 4: But if you... because obviously you were in the Fairhaven area yesterday you'll have seen the blocks of flats that were further up towards... again that have been beach villas.

A Speaker 5: We lost some lovely stuff.

A Speaker 4: Yeah, lovely stuff down there.

A Speaker 1: Yeah the (overspeaking) buildings there.

A Speaker 4: And –

[0:49:58]

- A Speaker 5: Saying Claire that's... sorry, that's just typical as a group of high townscape value, just to give you a flavour of... Now if you had street after street of those you'd probably be saying that's a good conservation area but that might just be, you know, if you have a run of five it's not really an area otherwise it'd fall through the net because probably not local listable but, you know, you've got to recognise the value as a group.
- A Speaker 4: But that's where the rot starts is because you can't do a conservation area there is no real formal protection, historically officers and, you know, I include myself in that, will shrug their shoulders and go, well, what can we do? Well, prove it but that's where the problems starts is that's where the rot starts in terms of devaluing the townscape value.
- A Speaker 1: How do you defend an appeal?
- A Speaker 4: Exactly, you sit there thinking I want to refuse this but what do I refuse it on and how do I defend it? And then you end up going down a dead end and you're like I can't do this, I can't, and so with regret you kind of have to allow the development to go ahead so –
- A Speaker 5: Yeah. Sorry, [name].
- A Speaker 4: It's alright, go on.
- A Speaker 5: That was the one we won on appeal that one, obviously the windows aren't original but it's a pretty fine house opposite Fairhaven Lake with the chimneys and Edwardian property.
- A Speaker 4: And again a block of flats was applied to go on there.
- A Speaker 5: Yeah so... but not only did the inspector dismiss the design which was proposed, which was pretty dire but made specific ref- you know, he didn't sort of say, well, you know, the new proposal's really bad therefore it's not appropriate for the site he sort of said the new development's really bad but irrespective of that, this is working [coughs]sort of thing because the obvious thing with the developer, go away and say, well, the principle of that going is fixed get a good

architect and say, right, you know, so that's just another view with it. So those are... are they locally listed [name]? They were locally listed?

A Speaker 2: Yeah, yeah.

A Speaker 4: Yeah.

[0:52:00]

A Speaker 5: That one and the one next door, yeah.

A Speaker 2: Yeah, that's a smaller one, it's like a sister building the one next door on the side street.

A Speaker 5: Yeah. Sorry, just jumping around but it might just be helpful for you to understand where we're coming from, you know...

A Speaker 4: Yeah, we got them on the list definitely.

A Speaker 5: Yeah.

Interviewer: So, you've mentioned a little bit but we know that in both the national list and local list there's a variation across the country in both coverage and the detail of the content. How do you feel about coverage and content of heritage lists?

A Speaker 3: Yeah, well it is, it's very variable. I know from my own experience with the different authorities you get with one extreme you've got like Fylde where you've got a lot of information, others you might have a line as a description and that's it and it is very patchy so maybe there's a case to say, well, perhaps some guidance from Historic England on what the minimum should be for a local list perhaps and then add to which everybody aspires.

A Speaker 4: (Overspeaking) in the form of a template or something just to, you know, sort of prompt an authority or whoever's doing it to just say, right, I need to think about that, I need to think about that, I need to think about that.

A Speaker 3: Yeah.

A Speaker 1: Didn't you find some sort of template when you did the local listing in Blackpool?

A Speaker 2: Ours started off on a different way from Fylde's which was interesting because English Heritage as it was then, paid for was it nine characterisation...

A Speaker 1: Nine characterisation studies.

A Speaker 2: ...studies and each one recommended so many buildings for the local list which we hadn't got set up then and based on their criteria that's what we used to expand the list for the whole borough so that's how ours started and they used the same criterias for Historic England. What did you say before that?

[0:53:49]

A Speaker 1: Characterisation study?

A Speaker 2: Yeah, so that's how ours started. So what they did, the mapping exercise, transferred to Fylde.

A Speaker 1: We adapted it didn't we?

A Speaker 2: Yeah, so adapted it for... well, I actually did a characterisation exercise for the rest of the borough, Fylde have got that for St Anne's and Lytham, it needed to be done to find out what was locally listable potentially. So, what I actually did instead of mapping the whole of Blackpool it was only me doing it, I took the criteria that the - it was Architectural History Practice that did it for us - their criteria and sort of just extrapolated from that just walking round and finding buildings, looking at secondary sources and that sort of thing to find other buildings but without doing a whole mapping exercise it would have taken forever.

A Speaker 1: And didn't we invite comment from the Civic Trust as well about what they thought was worth locally listing?

A Speaker 2: Oh yeah, yeah.

- A Speaker 1: Yeah.
- A Speaker 5: I think what you've got... powerful's probably the wrong word but a good, good – although we have disagreements – Civic Trust or Civic Society does help as well because there's a lot of pressure on this council from the local Civic Society to do more on conservation if you like. So much so that one of the reasons why we started the Lytham St Anne's area first was that the Civic Society actually gave us some money to press on with that, that money's dried up but the council is so pleased, at a guess, with what we've done that they've just automatically continued the funding. So, I suppose it does go back to this political thing, I mean in Wyre for example they're not here so we can... well, sorry, but I mean I get the impression and I might be wrong politically –
- A Speaker 4: There's no taste for it.
- A Speaker 3: There's no interest, no.
- [0:55:37]
- A Speaker 5: Well, you said it for me.
- A Speaker 4: I used to work there, I was a conservation officer and they didn't give a hoot about it and it'll be recorded and kept on there, I've no problem with that, no desire at all.
- A Speaker 5: Wyre haven't got quite as much as us but they've got a lot and you do get the impression that this is driven from maybe even an individual who says "oh I don't like heritage it stops development" or... so I think perhaps there should be more –
- A Speaker 1: Or development at any cost.
- A Speaker 5: Yeah and you get that in (inaudible 0:56:06) don't you...
- A Speaker 3: You do yeah, yeah.
- A Speaker 5: ...you know, with some of the East Lancashire authorities, you know, where they sort of hint well, you know, we've got to tread this very

carefully because if somebody wants to knock all these houses down and are putting an Aldi supermarket on there it's a good thing because it's jobs, it's investment.

A Speaker 4: It's investment, development

A Speaker 5: You know, it might be a really bad investment, it might be, you know, but it's –

A Speaker 4: You are right, it helps a lot in terms of bringing forward the local list and stuff if you have that political support because obviously you're seconded at Wyre every now and again. I worked there for nine years before I came here in 2014 and Wyre's fine, it's a decent authority as far as it is but there was no political backing for any form of heritage at all. In fact, until I took on that heritage element being a conservation officer/planning officer, they didn't have a conservation officer from 2009 until... I remember it was several years they didn't have a conservation officer at all and when I left even though I was only doing it on a part time basis, they never replaced that element. They've asked [name] to step in every now and again, there's no political awareness really of heritage at all in Wyre.

A Speaker 5: Why is that?

A Speaker 4: It is odd, it is odd.

[0:57:23]

A Speaker 3: Well, they're not on their own in that.

A Speaker 1: We have a councillor who's a heritage champion.

A Speaker 4: Yeah.

A Speaker 3: Yeah.

A Speaker 4: Well, they used to have one at Wyre.

A Speaker 3: They did at one time, yeah.

A Speaker 4: They did and it was one of the Fleetwood councillors and she was very, very keen on it but she got no backing from anyone at all, at all.

- A Speaker 1: Really?
- A Speaker 4: And she used to try and hold these forums and they ended up just being talking shops and that's all well and nice but it doesn't achieve anything.
- A Speaker 1: You need result, you need to show results.
- A Speaker 4: You need to show... you need resources to do a project or something, there was nothing there, you know, politically here it's a committee run council, at Wyre it's cabinet based and there's just no taste for it at all. There were times... I mean I can probably say because I don't work there anymore so I'm not going to put words in your mouth [name] but it was almost as if it was an inconvenience at times.
- A Speaker 3: Yeah, yeah, well, I mean I've worked at more than one authority where that's been the case so I can't overstress the importance of political support for heritage as it can make so much difference, you've got the one extreme of Fylde here –
- A Speaker 5: I wouldn't say we're extreme but we do alright.
- (Overspeaking)
- [0:58:36]
- A Speaker 4: Yeah, well when I first arrived here in 2014 I couldn't get my head round how involved they were.
- A Speaker 3: Well, Lancaster's the other one where you've got, you know, a team of conservation officers...
- A Speaker 4: Exactly.
- A Speaker 3: ... who are funded by the authority and happy to continue to do so. Other authorities like Wyre and others no conservation officer at all, at least Wyre obtain my advice on sort of a limited basis but other authorities across Lancashire don't have any resource anymore.

A Speaker 1: We never used to have a conservation officer did we when you worked at Blackpool? We used to go to Lancs county, John Chapner, for conservation.

A Speaker 5: Well, yeah, but... John was good wasn't he?

A Speaker 3: Yeah.

A Speaker 1: He was very good, yeah.

A Speaker 3: Yeah. So, yeah, that political interest or will makes enormous difference.

A Speaker 4: It does, massively.

A Speaker 5: That's very, very true. I think the other thing is I think because of the dreaded austerity I think has affected Historic England, it's affected local authorities and what's happened is...

A Speaker 3: Oh yeah, yeah.

A Speaker 5: ... you know, the added value if I can put it that way, in terms of conservation and all round design and landscape or anything like landscape architecture, those have been a bit of a sacrificial, you know, well, as long as they can keep churning the applications everybody will do their best and some of those expertise has been lost, that's particularly true of heritage issues I think, wrongly. I suppose we're a bit fortunate here that we have, you know, those skills in house to a degree so, you know, we're able to articulate it to members a lot easier.

[1:00:00]

Interviewer: Okay, great.

A Speaker 1: And I think ours is quite high profile too, got Grade I listed buildings so the councillors are very interested in those and they like to see all the repairs going on.

Interviewer: As in you own them?

A Speaker 1: Sorry?

(Overspeaking)

A Speaker 2: Yes we own (overspeaking), we own about a quarter of our listed buildings.

A Speaker 1: We never used to but we've started to take them back and own them now.

A Speaker 3: Yeah, it's quite significant that -

A Speaker 1: Yeah.

A Speaker 5: It's quite surprising that actually because... Well, it's not surprising to me but I think a lot of people would find that quite surprising that Blackpool Council if you like is quite heritage proactive.

A Speaker 1: We're quite bullish about it.

A Speaker 5: Which is quite -

A Speaker 4: I think they've learnt from mistakes in the past though as well, Blackpool, haven't they?

A Speaker 1: Yeah.

A Speaker 4: ...they've looked up what's happened historically and gone oh, you know, that's not great, we need to start being more proactive.

A Speaker 1: Yeah, I mean I think even Carl went down to London didn't he to see the Minister about the piers?

[1:00:47]

A Speaker 2: Yeah.

A Speaker 1: You know, so we're very proactive in actually going after and -

A Speaker 4: Yeah.

A Speaker 3: Yeah.

A Speaker 4: Yeah.

A Speaker 5: When I remember, I mean going back years and years that Blackpool had a completely opposite view and, you know, it was very much they

were trying to get big developments in the town centre and at one point I just about remember, they proposed to demolish the Grand...

A Speaker 1: They did, yeah.

A Speaker 5: ...and put a massive Littlewoods, you might not remember Littlewoods, but it was like a department store, put a massive Littlewoods on there and that's when the Friends of the Grand and the theatre was shut and it was getting mothballed and fortunately the public waves, you know, they got a trust together didn't they and...

A Speaker 3: I remember it now, yeah.

A Speaker 5: ...and that could have well... that could have... honestly.

A Speaker 1: Yeah, that could have gone, that could have gone quite easily, yeah.

A Speaker 5: That survived. And Littlewoods were saying we'll build this huge great department store and there were plans, there's probably plans in your archives somewhere.

A Speaker 1: I've seen them.

A Speaker 3: Yeah.

[1:01:38]

A Speaker 5: Yeah.

A Speaker 4: But they let that (inaudible 1:01:38) baths go didn't they?

A Speaker 1: Yeah.

A Speaker 4: There's nothing been put in its place has there? It's just remained an empty...

A Speaker 3: Grassed area isn't it.

A Speaker 4: ...grassed area it's –

(Overspeaking)

A Speaker 1: That wouldn't happen nowadays, the consciousness has sort of raised up a lot...

A Speaker 4: Yeah, exactly, yeah.

A Speaker 1: ...especially with councillors and... yeah.

A Speaker 3: Yeah.

A Speaker 5: That'd be two star that now that (inaudible 1:01:53) baths.

A Speaker 3: Probably would have been.

A Speaker 1: It would.

A Speaker 4: (Overspeaking) art deco.

(Overspeaking)

A Speaker 1: Yeah.

A Speaker 5: Art deco baths building of that size, yeah.

[1:02:00]

A Speaker 3: Yeah.

A Speaker 5: Anyway we digress.

A Speaker 4: We digress. It happens a lot over here.

Interviewer: That's alright.

(Overspeaking)

A Speaker 5: It is that political I think what we're all saying, it's so important to –

A Speaker 1: They have to buy into it don't they?

A Speaker 5: Yeah.

Interviewer: Yeah.

A Speaker 3: Yeah.

A Speaker 2: And realise the economic value of it.

A Speaker 4: Yeah.

A Speaker 5: Absolutely.

(Overspeaking)

A Speaker 1: Well, as soon as we bought the tower and the winter gardens back it is generating money for us, you know, and they're seeing that it's a benefit to the town to actually upgrade them.

A Speaker 5: And people like it and they'll go and visit it won't they just because it's a bit different and historic and then, you know, spill out and maybe spend a bit of money on it.

A Speaker 6: That's a Historic England document I like, Heritage Counts, with all its infographics that demonstrate the direct monetary value of heritage projects isn't it...

[1:02:45]

A Speaker 3: Yeah.

A Speaker 6: ...appropriate heritage -

A Speaker 3: It's like the old heritage dividend reports you used to get.

A Speaker 6: Yes.

A Speaker 5: One of the great lines for me when I went to planning committee or was it cabinet at the time, I can't remember, just to sort of talk about this heritage strategy was a very simple one that it said in the NPPF that local authority should have a heritage strategy, I can't remember the precise words, a strategy for the enhancement or enjoyment of... and that was it, you just put that on the report to say we should be doing this. Well, the government are saying we should be doing this and we've not got one so aren't we naughty boys and girls, daft as it sounds, and that one line was almost like a trigger and all the councillors said, yeah, you're right, we should be, we're behind the curve with it.

Interviewer: Yeah.

A Speaker 5: So, things like that, you know, and we do quote Historic England stuff and it just gives that legitimacy to... rather than, you know, me coming

along saying, well, I've nothing to do so shall we do a heritage strategy or (inaudible 1:03:40) or strategy on, you know, I don't know, beach cleaning or something, you know, it's something really important.

Interviewer: Yeah.

A Speaker 5: And then things like the value of heritage and Historic England stuff you can chuck in so you're starting sort of like message about economics as [name] says and –

Interviewer: So, another element that I'm actually doing on this research is that I've taken several... basically a bunch of case study heritage strategies across the country and I'm looking at how people have kind of interpreted that line of we should have a heritage strategy, whether people have tried to stick it within the local plan as a one sentence kind of thing or whether... The particular ones I'm taking are stand alone heritage strategy documents and looking at how people are interpreting a local –

A Speaker 5: We've done both and we've done local plan which is soon to be adopted and then we've got the Heritage strategy which sits alongside it so the two cross reference, it is usually the most powerful thing to do isn't it?

[1:04:34]

Interviewer: Yeah, great. So, the next question I was going to ask is can you think of anything that has changed in recent years, maybe since 2010, about the way we manage heritage with lists? And I'm just going to jot them down here as sort of joint lists on this piece of paper. I'm just trying to think if you've mentioned any already, you've mentioned selection guides.

A Speaker 3: Yeah, yeah.

A Speaker 5: When you say we manage lists.

Interviewer: Oh...

A Speaker 5: Or how lists are managed?

Interviewer: I mean, yeah, how lists are managed, how 'one' manages a list, you know?

A Speaker 3: Yeah, the selection guides are probably the biggest, one of the biggest step forwards.

A Speaker 1: I think our characterisation studies were also a big step forward for us.

A Speaker 2: They were the catalyst for everything else that's been done.

A Speaker 1: They were.

A Speaker 2: Definitely. And that was done as part of Blackpool's attempt to get World Heritage Status and that's when the first Heritage Strategy was done.

Interviewer: Oh right, okay.

A Speaker 2: So, it was that desire to raise awareness of Blackpool and attract inward investment that triggered first the heritage strategy then the characterisation reports and then onwards; the local list, additional conservation areas so that was, like I said, the catalyst for getting the work done in Blackpool.

A Speaker 6: From top down wasn't it?

[1:05:59]

A Speaker 2: It was top down and then we did the heritage strategy, yeah, back to front, we've sort of like put the cart before the horse so when we realised we had all this work coming out of the characterisation reports we needed a framework to hang it on and then when I saw Fylde's heritage strategy said I think we need to do something like this and that was adopted quite soon wasn't it...

A Speaker 1: Yeah.

A Speaker 2: ...after we wrote it, Carl wrote it.

Interviewer: And have you noticed any other national changes that you think have affected your work?

- A Speaker 6: Conservation Principles I find easy to use.
- A Speaker 5: The guidance, yeah.
- A Speaker 6: Yeah, the guidance, I find that is the basis of like the consultation, application consultation responses.
- A Speaker 3: Yeah. And it's the, you know, wealth of advice that's now published by Historic England compared to what there was before, I mean they've always done guidance documents haven't they but there's a lot more of it now and it also seems to be reviewed much more frequently than it used to be, you know, at one time there were guides that were sat on some people's shelves for years and years and years were never updated and then recently we've had a guide on a certain subject that's been reviewed probably three times in the last... well, since 2010 in some cases.
- A Speaker 1: I find that access to the actual Historic England staff themselves is a lot better now than it ever was.
- A Speaker 3: They're a lot more approachable –
- A Speaker 1: They are, they're very much more approachable, they're quite happy to come in for meetings and you can get a dialogue going with them if you build up a level of trust and it works a lot better.
- A Speaker 3: It's probably helped by their new or newish, you know, pre-app advice, the scheme that they have in place which they did give it before but it was never in a formalised process really.
- A Speaker 1: They were really very much at arm's length previously.
- [1:08:01]
- A Speaker 3: They were, yeah.
- A Speaker 1: You got written advice and that was it.
- A Speaker 3: Yeah.

A Speaker 4: Yeah and that's the one gripe that I've always had with the written advice was that it was this is our advice and it felt almost like go away because there was a line that they always used to put in...

A Speaker 1: Yeah, not approachable.

A Speaker 4: ...in the letter at the end which was this is our advice blah, blah, blah and then they used to put 'If you want to seek any more advice please let us know why'.

(Laughter)

A Speaker 6: Mr Oz has spoken, go away Dorothy.

A Speaker 4: And it was like, well, what? It was almost as if to say that's it, that's enough, leave us alone and it was really sort of like –

A Speaker 6: Arrogant isn't it?

A Speaker 3: Arrogant, yeah.

A Speaker 4: It wasn't so much arrogant it was so much as like you're an inconvenience to us so...

A Speaker 1: We've got work to do, go away.

A Speaker 4: I haven't had one in a while so I don't know whether that line is still in there and I assume it's just a generic template that fits in but it was really quite combative and it used to put me off sort of contacting them because I thought, well, if I call them they're just going to think I'm annoying them and they're just going to tell me to sod off sort of thing. And it always used to make me chuckle how they used to put please let us know why not please let us know, please let us know why and it...

A Speaker 3: Why isn't this good enough? (laughs).

[1:09:18]

A Speaker 4: Why isn't it good enough? But unfortunately with heritage stuff it's not always a case of this is our advice and that's it because –

A Speaker 6: It's a starter for ten isn't it?

- A Speaker 3: It's not a definitive answer is it?
- A Speaker 4: Because what ends up happening is is somebody will look at that because it's a public document the consultation response and then so the applicant will go, okay, well I'll do this and do this and you're like right, okay, so I need to go back to Historic England but I guess that was at a point when there was a lot of upheaval, resources were still very much up in the air and it was a case of we've just got to get something done and out and that's it. As I say, I've not had a response in a while because I haven't had to do a consultation in a while so I'm wondering whether it's still there as a line or not, if it is it would still make me chuckle but it's just... If there's one thing they could change it would be that line and it would just be just, you know...
- A Speaker 3: Just drop the why (laughs).
- A Speaker 4: Just drop the why. Please let us know if you need any more advice full stop, yours sincerely, don't have to put the why in, if I feel I need it I'll do it, I'm not going to automatically just pester them all the time.
- A Speaker 3: Not very customer friendly was it?
- A Speaker 4: It was just an odd thing that it's just –
- A Speaker 1: Well, I think they're a lot more approachable –
- A Speaker 4: Yeah and I've spoken to Historic England officers since then and they've always been available and always been approachable and given me information but it was just like always has been that one thing that makes me chuckle it's just... I don't know (laughs), yeah.
- Interviewer: Okay, so next I've got a few examples for you so will you have a look at these PDF's? So, I think the first one if we have a look at... is that the Enriching the List one? It is isn't it?
- [participant controlling the computer and projection on screen with interviewer speaking]
- A Speaker 3: Mm hmm.
- [1:10:58]

Interviewer: Yeah, so I've just taken these screenshots of the NHLE here and basically I've just taken them as I've scrolled down, so are you all familiar with Enriching the List?

A Speaker 3: Yeah.

Interviewer: Yeah? Okay, cool. So, basically do you want to just scroll down to the part where, you know, you've got that kind of purple banner and then –

A Speaker 3: See, that's something you never had before, you never had the opportunity, well, you did, you did, you could always write to English Heritage as it was and say here's some additional information or this isn't incorrect on the listing description or whatever or listing amended and eventually, sometimes many months later it would get updated.

A Speaker 5: How up to date is this in terms of... What's the coverage of it?

Interviewer: Enriching the List you mean?

A Speaker 5: Yeah.

A Speaker 3: It's brilliant.

A Speaker 5: No, I know you can but what's the sort of sense of where it's at and how far it might need to go? I suppose it's a never ending thing is it?

A Speaker 3: Yeah.

Interviewer: Yeah, so I know that they initially had sort of three phases and they've completed the first and they're into the second and last time I spoke to the ETL officer he was saying that the next phase would be to roll out workshops with like local groups. One of the things they've changed recently is the way you have to log on because that was a bit of a barrier because you needed a heritage passport so you had to get... Yes, pass them round. [biscuits being passed round the table] Oh watch the mic for... Yeah, so that heritage passport was a bit of a barrier so they tried to make that a simpler process so that people can get to the point of adding things a bit quicker, so I've seen that change recently. And then the next phase that you were talking about was

doing these workshops so that people get to know about it and a bit more familiar with adding things. So, what has been quite interesting as I've run some of the local stakeholders groups is I've said oh what do you think of this? And often they'll go oh, yeah, that's great and then I've said, 'Is it something you can see yourselves adding to?' And like real quiet (laughs).

[1:13:17]

A Speaker 3:

Yeah.

Interviewer:

I just wanted to get your opinions on it really.

A Speaker 6:

I've not looked at it.

A Speaker 5:

I've had a very brief look at it.

A Speaker 3:

I think it's a very useful thing to have but like you say, I think there are a lot of people would probably look at it and actually think, well, it's not for me, you know, and they never bother to actually put anything on there.

Interviewer:

Yeah.

A Speaker 3:

Yeah.

Interviewer:

Do you want to just scroll down so –

A Speaker 4:

I think that might come from a confidence issue though as well...

A Speaker 3:

Yeah, it probably did.

A Speaker 4:

...people putting stuff in and then themselves getting told, well, that's great but you're wrong all that sort of thing.

A Speaker 5:

Yeah, you need to come and check it.

A Speaker 4:

Who's going to... yeah.

A Speaker 3:

Yeah.

A Speaker 4: I think it comes down to, well, I'm happy to contribute but it's having the confidence to know the information you're giving is accurate and then –

A Speaker 1: You might not know the term for the twiddly bit on the top of the stair.

[1:14:00]

A Speaker 4: Exactly and people have worried about looking silly perhaps because they're not giving technical terms when I know that's not... Obviously the purpose of it is to try and get as much information as possible and what not but I would be conscious of if I was trying to do something that I was... I'd probably spend more time researching, making sure I was given all the correct details about -

A Speaker 1: The right terminology, yeah.

A Speaker 4: ...than actually typing it in and what not because I'd be embarrassed if I got something wrong and I was sending it to Historic England, I'd feel like a right numpty.

A Speaker 5: Is there a sense of how well this is going from Historic England...

Interviewer: Erm were they –

A Speaker 5: ...you know, how successful it's been in terms of added value –

A Speaker 3: Take up and...?

Interviewer: Erm I think there's mixed views on it in historic - this is just my personal opinion now - so I think some people saw it as a great way to try and get some of the older list descriptions a bit more up to date, so in this example someone who has added that the mill was sympathetically restored to full working order and then lists loads of mill machinery that's inside it and then obviously a picture, other people saw it as a way of adding a different type of information to the national list, those we mentioned that the legislation obviously covers special architectural or historic interest but Enriching the List could have any information on it.

A Speaker 3: Yeah, yeah.

Interviewer: So, it could have a real social value.

A Speaker 3: Yeah.

Interviewer: In terms of what's happened, a lot of photographs.

A Speaker 5: If something... you know, if people started, I don't know, adding things to it and it was all about the emotional value of a building so, you know, it's been there a long time and people have recollections of it being, you know, all that sort of stuff which is, as you say, more social and cultural as opposed to it's purely architectural, purely historical, it's old, how is that actually corroborated or otherwise? Because I'm just thinking if... you know, I don't know on a building like that if you had an application and an appeal or something, how would that sort of information be... how useful would it be and how would it be corroborated or otherwise? How can –

[1:16:09]

Interviewer: It just goes on like a Wiki.

A Speaker 4: I was just going to ask, is it sort of maintained like a Wikipedia page where there isn't really much verification done per se and it's –

A Speaker 3: I don't think there is no, no.

A Speaker 4: So, my only concern with it would be does it end up watering down and then –

A Speaker 3: Yeah, yeah.

A Speaker 1: Inaccurate information –

A Speaker 4: Yeah, the content that's actually people... there are professionals and likeminded people that use Historic England information for professional and serious purposes and if people are then just adding in information, whimsical information like dosed(?) information does it water down the content that we're actually looking for? I appreciate there's a good social and almost social media kind of almost element to

it which is great in getting people involved but should that not be through a different platform rather than through –

A Speaker 2: Yeah, is it appropriate?

A Speaker 4: Is it appropriate in that context?

A Speaker 1: I mean people might even be putting the wrong building information in.

A Speaker 4: Exactly, exactly, you know, and is it appropriate for somebody just to stick a photograph of themselves going like this in front of the building on a Historic England... Does that get monitored by somebody at Historic England so they can go, well, I think that's great but you need to take that down because it's just taking the rip sort of thing.

Interviewer: Yeah, I think you –

[1:17:30]

A Speaker 3: Yeah, I think there's a degree of vetting goes on isn't there...

Interviewer: Yeah, there's certain things.

A Speaker 3: ...alright, stuff's not corroborated perhaps but, you know, it's vetted so there's not complete gibberish going on there, you know, things like that.

Interviewer: I think one of the things that is on those lists of criteria is that you can't have pictures of people.

A Speaker 3: No, no.

A Speaker 4: Right, well then that's one of the controls then.

A Speaker 3: Yeah, that -

Interviewer: So, that is one of the sort of tick box, is there anyone standing in front of this building?

A Speaker 3: That's right, yeah.

Interviewer: I believe that that is actually as it happens, one of the things.

A Speaker 3: Yeah.

A Speaker 1: But you see, if you've got a photo of a mill there supposing somebody comes along and says oh I know that mill, I've got photos of the inside and they put those photos up and it's a totally different mill.

A Speaker 3: Well, yeah, there's always that danger I suppose.

A Speaker 1: You know?

A Speaker 4: They in good faith perhaps think it's the right one.

A Speaker 1: Yeah, they think it's that mill, well, actually it's the one two miles down the road.

[1:18:12]

A Speaker 4: But people get mistaken all the time.

A Speaker 3: Oh yeah.

A Speaker 4: Yeah, people get mistaken all the time and then somebody's looking on that thinking oh I've got access to this, I'm going to have a look at this mill and then they're making a professional decision based on information that's just totally inaccurate.

A Speaker 6: Yeah.

A Speaker 3: Yeah, I think Historic England's idea for it was that it was any information that you can give us is useful potentially, we can't guarantee its accuracy so there's a bit of a caveat that you put with any of this additional information that's put on there but it was like I think part of the idea was for us to get people more involved with heritage so tell their stories perhaps, you know, like oh, yeah, my Auntie Flow used to work in this mill in 19 –

A Speaker 1: Yeah but the thing is, once you put the information up there it's true, you know, people believe it.

A Speaker 3: Yeah.

A Speaker 2: Yeah.

A Speaker 3: I thought there were sort of caveats on there that said, you know, we can't verify this information to be accurate blah, blah, blah so...

A Speaker 1: But people will still look at it and take it away as being correct information...

A Speaker 3: Yeah.

A Speaker 1: ...like they do with every post on Facebook.

A Speaker 3: Yeah, yeah. They probably thought, well, you know, we're trying to get people more involved with heritage and if this is the way we can do it let's try it.

A Speaker 4: I think the intentions of it are really great...

[1:19:23]

A Speaker 3: Yeah.

A Speaker 4: ...and I don't think it should be stopped or taken down I just –

A Speaker 1: But perhaps it should just be used as a social thing and then keep the actual list separate.

A Speaker 2: Yeah, a separate page for it.

A Speaker 3: Yeah.

A Speaker 4: Yeah and if any information does come on there that actually is of use then you can pull that off and...

A Speaker 1: Yeah, you can pull it off once the official... yeah.

A Speaker 4: ...and migrate it across.

A Speaker 1: Yeah.

A Speaker 3: Yeah.

A Speaker 4: I think it's great that they're trying to get more people involved in that and understanding listing and local listing and stuff, I think that needs to happen but as... I am sounding like a planner now, there needs to be more control.

(Laughter)

A Speaker 1: Yeah.

A Speaker 2: Yeah, to separate the fact from what might be fiction –

A Speaker 4: I mean that's planning all over isn't it? I was dealing with a site last year and it was the conversion of the (inaudible 1:20:07) Street Church, you know, the United Reform Church but the lad that's been doing the development before he started it I had people coming up saying, 'Oh I've heard a rumour that it's going to be a mosque' and so when I saw him a week later I said, 'There's this rumour going around that it's going to be a mosque' and he went, 'Yeah, I started that'.

[1:20:26]

A Speaker 1: Just to annoy people?

A Speaker 4: Yeah, just to annoy people and it's a Grade II listed church and because he was getting berated all the time with people going what are you going to do? What's doing this? He was just going, right, it's going to be a mosque. Now I don't know where –

A Speaker 1: And then would he get an application in for that so –

A Speaker 4: Yeah, but then I'm dealing with them, I'm dealing with them, people saying, you know, blah, blah, blah, blah, it's going to be a mosque and like I have no idea where this information's come from, no corroboration with it at all. And sort of coming back to that, my concern would be that it's great to have that social element in it and it is great but I do think there needs to be separation between the listing, the professional listing and –

A Speaker 1: The professional listing and the social stuff.

A Speaker 4: I've not got a lot of experience with that so it might well be that there is that separation but –

A Speaker 3: Yeah, well there is.

Interviewer: Well, that purple banner that we saw higher up the screen so basically this is just as if you were scrolling down and it's the... there we go, that's what separates it so you have your official listing –

A Speaker 3: Yeah, so it is quite clear that it's separated isn't it? So like this is the official listing and then this is the bit that people have just added haven't they?

A Speaker 5: But you could have a debate that –

Interviewer: There you go, it actually says end of official listing before –

A Speaker 3: That's right, yeah.

A Speaker 5: You could have a debate that a building was actually nationally significant and locally significant and they can be two different things so, you know, our local listed buildings, you know, we deem them to be of architectural and historic interest but they can be for historic reasons or they can be associative reasons can't they? You know, a famous local person lived there or whatever but perhaps equally nationally listed buildings probably important from a national point of view but they can also be important from a local point of view for different reasons, you know? So, it might be a fantastic example of an 1890s church design which gives it listed status but equally you could have associations locally which mean it's got local significance as well. So, in a sense that sort of thing could be (inaudible 1:22:26) to it and if you had an appeal on a listed building I don't see any reason why you couldn't add that layer on, that local significance, as opposed to national significance.

[1:22:35]

A Speaker 4: But just going back to the screenshot there it says 'end of official listing', it's really small and it looks like something just in small print, you know, like when you get a list of terms and conditions and you're trying to take something out and you're supposed to read through it and you don't, you scroll through it and just go yeah accept, that kind of feels like that. And I think there needs to be a clear break between

end of the official... not just a little line saying end of official list because people just scroll above that, not read it and go right. That's what I'm saying, I think [name]'s sort of saying with me, there needs to be that break, the physical break between...

A Speaker 1: Yeah.

A Speaker 4: It's great having it on, you know, your contributions but perhaps your contributions should lead to, I don't know, a different screen or something.

A Speaker 2: Yeah, do something physical to actually take away –

A Speaker 4: Yeah, yeah...

A Speaker 3: Maybe.

A Speaker 4: ...because those that know know that that says ends of official listing but those...

A Speaker 1: There's plenty that won't see it.

A Speaker 4: ...that don't, which is plenty of people, will just say oh right well then there's more information here what's this source saying? Oh right, okay, okay, okay, oh I didn't know that, well, no, because it's not true so...

A Speaker 3: Yeah.

Interviewer: Okay, cool. Shall we have a look at a different example? Can you move onto the Enterprise and Regulatory Reform Act one? Thank you very much for controlling the pc by the way. Yeah. So, is everyone familiar with this provision here through the Enterprise and Regulatory Reform Act about making exclusions on listing? Have you come across any of these in your area?

[1:24:18]

A Speaker 3: Yeah.

A Speaker 2: We haven't had those done before.

A Speaker 1: No.

Interviewer: Haven't had any?

A Speaker 3: No. I've seen one or two examples of it but, yeah.

Interviewer: Okay, so I'll just run through it then. At the top there was that paragraph that said sort of pursuant to... I think it's S5 part A of the Planning Act. Basically parts of the building not coloured blue on the map are excluded from the listing so then...

A Speaker 2: Does it say why it's excluded?

Interviewer: So, this is just a template paragraph that one that's... Oh sorry, where's it gone? Could you go up a little bit? There we go, the listed buildings shown coloured blue on the attached map pursuant to S1 5A of the planning, there we go, so that's your basic blank paragraph that you get on most of the exclusion ones and then where you can really see it practically at work is on the map where instead of having a little blue triangle on your listed building you get a polygon.

A Speaker 3: Yeah.

Interviewer: There are some details within the description of what might be excluded but that's the clearest way to see it.

A Speaker 3: Yeah.

Interviewer: So, this example is high mill and basically this is a classic case of 19th Century industrialisation, you've got an 18th Century mill core and water wheel which are the two parts that are in that coloured blue polygon and then you've got expansion all around it including the very thin parts that are attached to the polygon which go to the building marked factory which are bridges.

[1:25:58]

A Speaker 3: Yeah.

Interviewer: So, in this new listing Historic England have used the provisions of the ERR Act to identify that this is the part of the mill that is significant,

this is the bit that is listed and it's the bit in the polygon that matters and not anything around it.

A Speaker 3: Yeah.

Interviewer: So, regardless of how much experience you've had with these ones, what do you think of that?

A Speaker 4: Brilliant.

A Speaker 3: It's a good idea, yeah, very good.

A Speaker 4: Brilliant, thumbs up all round.

A Speaker 5: But what's the status of other parts? I mean –

A Speaker 1: Isn't its setting important?

A Speaker 2: Well, yeah.

A Speaker 4: But the setting isn't the listing is it?

A Speaker 3: (Overspeaking) physically attached to it and all that sort of stuff.

A Speaker 5: No, no.

Interviewer: So, it will still have a setting and this is the bit I get a little bit –

A Speaker 1: But there'll be no protection for it.

Interviewer: Well, there's still the setting of the listed building but there's no curtilage.

[1:26:54]

A Speaker 3: No, there's no –

A Speaker 4: But setting and curtilage are different things.

Interviewer: Exactly, so there's still a setting to this listed building, same as there was before but there's now... these parts are not curtilage because it's defined what is listed and what isn't.

A Speaker 3: Yeah.

A Speaker 5: So, how is this being done then? Is this...?

Interviewer: So, it's not retrospective is that what you mean?

A Speaker 5: It's not retrospective so this is in terms of new listings?

Interviewer: So, it's for new listings.

A Speaker 5: And this would appear on every new listing would it?

Interviewer: Not on every new listing we don't use it for all, it's where it is appropriate.

A Speaker 5: Yeah, okay.

Interviewer: Yeah, so –

A Speaker 4: So (overspeaking) talked about at the beginning, there needs to be a defined line of what is listed within that building or curtilage or whatever, yeah, I think that it would definitely for that reason.

A Speaker 5: Would the listing description though not relate just purely to that blue area?

Interviewer: Eh no it doesn't actually, the list description has other information because it kind of describes the whole thing and then says which bits are excluded so you get a sense of why –

A Speaker 4: Setting, you get a sense of setting.

[1:28:00]

A Speaker 5: With the description originally, we talked about this before but the description originally was to describe its location and its appearance and its character wasn't it?

Interviewer: Just to identify it.

A Speaker 5: That was all it was is my understanding.

Interviewer: Mm hmm, yeah, yeah, because the only legal bits were the address and the map, so in this now the description does identify it, it actually identifies it by identifying what it is but it also identifies I suppose what it isn't, it says what's excluded.

A Speaker 3: Yes, yes.

A Speaker 5: Well, that's very helpful obviously isn't it because it...

A Speaker 1: Does that mean there's less protection for the buildings around it?

(Overspeaking)

A Speaker 6: It would be up to the case officer to make a case for it and argue it for it to be challenged so it has to be a strong case so that they can meet the challenge.

A Speaker 3: Yeah, because this specifically excludes the –

A Speaker 6: That's just what I've talked about isn't it?

A Speaker 5: But the blue area is about the integrity of that blue area, the issue is about its setting and its relationship.

A Speaker 3: Oh yeah, there's still that judgement to be made.

A Speaker 5: That's a completely separate thing isn't it?

A Speaker 5: (Overspeaking)

[1:29:00]

A Speaker 4: It always has been though hasn't it?

A Speaker 5: No but it doesn't... by having that blue area it doesn't diminish other heritage –

A Speaker 4: No, not at all, no.

A Speaker 6: No.

A Speaker 1: Does it not? It's just that when you go to appeal and the other side say, well, they only listed that bit the rest of it's no good.

A Speaker 5: Well, that's right and that's what you find isn't it but –

A Speaker 4: But if they'd have just put a blue triangle on like they would have done, what difference does that make?

A Speaker 3: Yeah, I mean this is much more precise.

A Speaker 2: Yeah.

A Speaker 4: You'd actually struggle, potentially argue that the bit in the blue may have been significant but if Historic England have identified this is the significant bit you actually have a minimum baseline to work from.

A Speaker 5: It stops that argument happening on appeal or (overspeaking) doesn't it?

A Speaker 3: Yeah.

A Speaker 4: The fact that the other buildings aren't in the blue in itself, yes, okay, they're not listed but that doesn't mean to say they don't contribute to the setting of the mill which in itself an assessment made under the planning application.

A Speaker 2: Yeah.

[1:29:50]

A Speaker 6: And it's not supposed to be limiting is it? It's one of our many tools.

A Speaker 4: Yeah, exactly.

A Speaker 3: Yeah, yeah.

A Speaker 6: So, therefore it has to be a good thing.

A Speaker 4: Yeah, yeah.

A Speaker 5: It clarifies aspects, yeah. Where is that by the way?

A Speaker 4: Cumbria.

Interviewer: Yeah.

A Speaker 5: Whereabouts?

Interviewer: I've forgotten now, actually it says on the top of it, it's –

A Speaker 5: A marketplace, it's a village, town, small town?

Interviewer: It's Eldon.

A Speaker 3: It's Elston is it?

A Speaker 1: Eldon did it say.

Interviewer: You have to go... If you scroll up it'll say right at the top with the...
Eden -

(Overspeaking)

A Speaker 3: (Overspeaking) Alston.

[1:30:25]

A Speaker 5: Yeah, Cumbria. Alston, Cumbria. On Front Street. Right, okay,
that's interesting. So, I suspect that'll be conservation area isn't it?

A Speaker 4: I'd imagine a lot around there.

A Speaker 5: Alston which I think in the centre of –

A Speaker 3: Yeah, it's quite a -

Interviewer: I mean I think this site in particular it was a potential development site
and it made it a lot clear for a developer and the people giving advice
what could happen on that –

A Speaker 5: But that was spot listed was it? That was spot listed presumably?

Interviewer: No, this is... because it's in Eden I think it's part of the Heritage
Action Zone strategic listings. Now if an application's being amended
you can then get this provision used on an older listing if you like so
it's not necessarily brand new.

A Speaker 3: Yeah.

A Speaker 5: Like a clarification, yeah –

A Speaker 5: Yeah (overspeaking).

Interviewer: Yeah.

A Speaker 5: Can developers request it? Is it just local authorities?

Interviewer: Through EAS, Enhanced Advisory Services, they can request –

A Speaker 3: Request, yeah, so anybody can then.

Interviewer: Okay?

[1:31:38]

A Speaker 5: Because that's one of the things, I don't know (inaudible 1:31:40) are all the same, the big problem is with developers and consultants in trying to identify the value of assets and the significance and, you know, we're saying it's highly significant and surprise surprise, developers said oh –

A Speaker 3: No it's not, it's not.

A Speaker 5: Yeah. Plus, you know, it's always the intent to start some way apart.

A Speaker 4: The thing is with developers though, they're getting paid to represent the clients aren't they so if you're getting paid by your client you're not going to turn round and go I know that you're supposed to be paying me but we're not demolishing this building because –

(Overspeaking)

A Speaker 3: No, we'll just give a good -

A Speaker 5: Well, it depends on what the consultant's for doesn't it?

Interviewer: Yeah.

A Speaker 5: If it's just purely to be mercenary and just do what you're paid or -

A Speaker 4: The romantic view is that they sit there and talk their clients down and say this is what you should do instead but...

A Speaker 1: No way.

A Speaker 4: ...there's no way that that happens now these days, it's a cutthroat world where if they don't do what the client says the client will just go somewhere else and have somebody else that does it so we're always going to be working against the agents and developers rather than with them unfortunately. It's very rare that you get a developer and an agent that will sit down, listen to what you have to say what's there and -

A Speaker 5: You've obviously got the wrong approach.

A Speaker 4: Sorry?

[1:32:56]

A Speaker 5: You've obviously got the wrong approach.

A Speaker 4: I obviously have, I need to learn from you [name].

A Speaker 5: I've not found it always like that.

A Speaker 4: Even when I have had good working relationships I end up going round when it's in the construction phase and like why is that there? Why is that different? What's that? But at the moment why is that like that? Why have you lowered the floor level by 1200mm? Why have you done this? Why have you done that? Just banging your head against a wall. Anyway, we digress.

Interviewer: Well, on that note, looking forward if you're going to be able to change one thing over the next ten years what would it be and why? But it is a heritage protection obviously.

A Speaker 5: Ooh.

A Speaker 4: I would say that the Act needs updating.

Interviewer: Okay.

A Speaker 5: Yeah.

A Speaker 4: It's not just that, it's the Town and Country Planning Act that needs updating.

A Speaker 5: What wording?

A Speaker 4: It's just out of date, there's been so many additions and updates and what not on planning and how we look at it these days, you know, back in 1990 I mean I was, what, nine then but, you know, it used to be a case of planning was tell me why I should approve this; it's not anymore, well, no... yeah, it used to be tell me why I should approve it, it's now more why should I refuse it? And the Act and the

legislative background to it all forms how we approach planning and heritage and it's just woefully out of date.

A Speaker 5: You didn't live through the Thatcher era mate (laughs), through Heseltine, it wasn't like that at all and it was why should you... everything should be approved.

[1:34:35]

A Speaker 4: But one simple thing in terms of... and this is coming back to resources and being able to do things properly, the Act still makes us have to do press releases for listed building applications and for conservation areas if we feel there is... no-one reads them, no-one looks at them, it costs a fortune in resources to do something that has limited benefits, the protection of heritage, yet the Act says that we have to do it if we feel that there's –

A Speaker 3: Yeah, justify.

A Speaker 4: Justified reason to do it and most stuff as far as I'm concerned, and we still do it and I'm banging on about it every week, is that as a default we just do one.

A Speaker 3: Yeah.

A Speaker 5: But is that not down to what we should reassess -

A Speaker 4: Don't get me started.

A Speaker 5: No, no, are we? I'm just saying.

A Speaker 4: I've been having this argument for months now that we should be making a judgement on it but because it's easy, authorities, and we used to do it at Wyre, oh we'll just stick a notice in because that's what you've got to do, you've got to stick a notice in, got to –

A Speaker 5: Because if you don't somebody –

A Speaker 3: (Overspeaking).

Male Speaker 2: Yeah, because if you don't and somebody challenges it you've then got to go through all that process of - just get rid of that part of the Act, so

that's what I'm saying about it's out of date is that you're actually telling the authority to put a press notice in a paper that the majority of people don't read anymore, it's ridiculous.

A Speaker 1: Especially when it's available online and you have to sign a notice -

A Speaker 4: Exactly.

[1:35:57]

A Speaker 3: Well, yeah.

A Speaker 4: You know? And I talked to them before, there's just little bits of wording as well like the NPPF talks about conservation enhancement yet the Act talks about preservation enhancement, I know it's subtle but there's two different meanings there. And there's not an alignment between legislative background and sort of policy background now and I think that just needs to be brought back into tune as well because preservation has a very different meaning to conservation, preservation means keeping it as it is, putting it in aspic and that's it; conservation is really about that phrase that was termed about ten years ago which was managing change and there's a conflict between the two so that's why I feel that the legislative background needs to be updated. It won't be because it's such a mammoth task to do it and no-one has got the desire politically or time to do it but –

A Speaker 5: The trouble is if you did all that and you start with it because what you've got, all the legislation is now steeped in decades of case law and if it was all changed then there'd be decades of... because –

A Speaker 3: I mean they did it with PPGs didn't they?

A Speaker 1: More case law will come through though –

A Speaker 5: Oh it will but you'd probably start like with all these things I mean, you know, we do appeals and stuff, enquiries and NPPF each time it changes it puts a different emphasis on things as far as the developers –

A Speaker 4: Maybe that's why there needs to be an updated legislative background to take note of the case law that's gone on since 1990 so that you actually have a basis now of what –

A Speaker 5: But I don't think... There's very few arguments isn't there in terms of legislation, most of it is arguments around policy –

A Speaker 3: Yeah – There's a difference.

A Speaker 4: But when you come to make a decision in heritage terms and you are defending an appeal, your baseline is the legislative background isn't it?

[1:37:49]

A Speaker 3: Yes.

A Speaker 5: But that should be reflected in your policies.

A Speaker 4: Yeah but you're making policies of the date of let's say from now for us which is 2018 to 2032 based on a legislative background which was written in 1990.

A Speaker 5: Yeah but the fundamentals haven't changed, well, the fundamentals haven't really changed have they in law? You can't change the law can you, you know, it's statut-

A Speaker 4: Well, you can change the law because the Localism Act did that didn't it?

A Speaker 5: No, no, what I'm saying is planning decisions and things like that can't... Law's law, policy for interpretation isn't it and then your guidance on top of that so the actual law you can't... You can never change the law as a result of interpretation and planning policy.

A Speaker 4: Yeah, but the 1990 Act is up for interpretation and –

A Speaker 5: Well, it's not really is it?

A Speaker 4: Well, it is because it says in paragraph whatever it is about press notification 'in the opinion of the local planning authority'.

A Speaker 5: Well, that's regulations isn't it but –

A Speaker 4: Yeah, but that's in a legislative background.

A Speaker 5: Yeah because that's an enabling element isn't it so it's at our discretion but if you say like you preserve or enhance conservation area there's no getting out of that, you know, if you're dealing with an application in a conservation area it has to do one or the other –

Interviewer: Shall we let you guys argue this one out later?

A Speaker 4: Yeah.

[1:39:07]

A Speaker 3: I was going to say, you could be here -

Interviewer: Anybody else got any other ideas of what –

A Speaker 4: Sorry, we really digressed and I apologise.

A Speaker 5: We have some great chats.

Interviewer: That's alright, I'm just conscious of the time and got to fit a lot more in.

A Speaker 4: Yeah, sorry, sorry.

A Speaker 1: I was just going to say, going back to the press notices, I don't think I've ever, ever had a response on a press notice, never.

A Speaker 5: No.

A Speaker 1: It's either come from the site notice or actual neighbour notification.

A Speaker 3: Or a neighbour letter, yeah.

A Speaker 1: Yeah, I've never –

A Speaker 3: Never from press notices.

A Speaker 1: Never from a press notice.

A Speaker 3: No.

Interviewer: Anything else people would change? I'd be quite surprised if it's just the press notices other than the whole Act.

A Speaker 5: I think the other thing at a more practical level is the issue of listing, national listing, because it's very patchy I mean I can think over the last ten years we've probably had ten, something like that, done, spot listings, we've not had a –

[1:39:57]

A Speaker 1: And have they been reactive to something that you –

A Speaker 5: They've been reactive.

A Speaker 1: Yeah, yeah.

A Speaker 3: Yeah.

A Speaker 5: We've not had a comprehensive review of this area as long as I can remember.

A Speaker 3: Apart from the war memorials there's been very little in the way of thematic listing -

A Speaker 5: Yeah, things like garages they did didn't they...

A Speaker 1: Yeah.

A Speaker 5: ...and stuff but, you know, because it may well be in Fylde some building might need delisting, you know?

A Speaker 4: Yeah, and in fact, I'm pretty sure we've got some buildings that don't exist anymore.

A Speaker 1: Yeah.

A Speaker 5: Because some of the ones you mentioned on Lytham Green, you know, they've been... I mean they're nice but you look at the back, round the back and I mean this is stuff –

A Speaker 1: (Overspeaking).

A Speaker 5: And this is probably... you know, those were probably listed in the 70s when it –

Interviewer: Yeah, so you don't –

A Speaker 5: And you say drive by, you know, well, nice Victoriana and put it on the list.

[1:40:38]

Interviewer: So, you don't think the thematic listing is particularly having any effect in this area?

A Speaker 5: It might do depending what it is.

A Speaker 2: Depends on what it is.

A Speaker 3: Yeah, what it is, yeah.

Interviewer: Yeah.

A Speaker 4: Yeah.

Interviewer: But it doesn't sound like it's having much –

A Speaker 3: No.

A Speaker 5: I mean what we've done with our local list, what we've sort of talked about, is we've identified a number of buildings thinking haven't we, [name], where we think they're probably good enough for national listing so we perhaps need a way of discussing this with Historic England to say can you come along and have half a day with us literally and we can go through these buildings and see what –

A Speaker 1: Would they be like the top buildings in your local list?

A Speaker 5: Yeah, you know, there are some churches which are really special...

A Speaker 1: Yeah.

A Speaker 5: ...you know, they're not on the list because they've not done a review, a thematic review of churches, they've not reviewed this borough probably since the 80s, early 80s.

- A Speaker 3: No, that's it, yeah.
- A Speaker 4: Because we had a few buildings didn't we come out of the local list process that we all agreed should probably be put forward for listing.
- A Speaker 5: Yeah.
- [1:41:32]
- A Speaker 4: And the majority of them were churches weren't they like you say?
- A Speaker 1: Well, maybe Heritage England need to come and top skim the local list.
- A Speaker 5: Yeah.
- A Speaker 5: We've had some strange ones, we've had... largely to be honest it's probably the Civic Society's been a big... they apply quite often, we had one a sort of Art Deco 30s house which this old lady lived there, well, this family had lived there and the lady got older and older and on her own and literally not done anything to the property. And the glory of that was that nothing had changed, so the original light fittings were in and skirtings and even some of the furniture, you know, and English Heritage came along and sort of spot listed it, you know, so we get things like that because there's a rumour going round that the properties were on the market, the danger was somebody come and buy it and they say oh this looks old-fashioned and rip it to bits and that was done really, really quickly. And we've had a couple of school buildings I think, yeah.
- Interviewer: Okay. Any other big ones before we move on? It's a difficult question, if you think of any later you can –
- A Speaker 4: I just had my bee in my bonnet about press notices that's all.
- A Speaker 5: You're right on that, you're dead right.
- A Speaker 1: Well, it (overspeaking) cost a lot for no result.
- A Speaker 4: £900 it cost us for...
- A Speaker 6: How much?

A Speaker 4: ...one set of adverts it's cost us £900.

A Speaker 6: What's in a set? What do you mean by set?

A Speaker 4: In a small column in a newspaper.

A Speaker 6: So, £900 a week.

[1:43:04]

A Speaker 4: Well, that's not every week at the moment but –

(Overspeaking)

A Speaker 1: We amalgamated ours.

A Speaker 4: Must be spending thousands of pounds a year.

A Speaker 3: Thousands of pounds, yeah, yeah.

A Speaker 4: Which could be put towards money towards doing (overspeaking: officer) or putting towards the local list project or towards a conservation area appraisal or something.

A Speaker 5: Yeah.

A Speaker 6: Get a management company in, yes.

A Speaker 4: See.

A Speaker 5: Well, why don't we discuss it and then just scale it back?

A Speaker 4: I'm working on it.

A Speaker 5: Well, no, I mean we need to discuss that, you know, don't we?

A Speaker 4: I was in the minority.

Interviewer: So, one last big question from me – how well do you think current legislation policy and guidance work together?

A Speaker 3: (Laughs) Here we go.

Interviewer: You might have seen where I was going.

A Speaker 3: Yeah, let's just gag [name] for a minute.

[1:43:49]

A Speaker 4: I'll let everyone start, I've had my share of the time so...

Interviewer: Anything from anyone else?

A Speaker 5: I've no problem with legislation, I do accept [name]'s... you know, it needs a review...

A Speaker 3: It needs a review.

A Speaker 5: Well, I think basically I don't think it'll really change, it wouldn't change much.

A Speaker 4: It might not but it needs reviewing.

A Speaker 3: Yeah, yeah.

A Speaker 5: I mean I think the regulations and things like that you talk about, yeah, you know.

A Speaker 1: I think the change in circulars to the NPPF is a bit of a dumbing down.

A Speaker 4: Yes because that... Was it that –

A Speaker 3: Well, you went from this –

(Overspeaking)

A Speaker 4: PPS5 was it was the last... was it PPG or PPS?

A Speaker 3: PPG 16 and then PPS5-

A Speaker 4: It was PPS5.

A Speaker 5: PPS5 which was like a –

A Speaker 1: Yeah.

[1:44:28]

A Speaker 3: PPS5 –

A Speaker 5: And then that was based on 2377 over on that one, circular which somebody called it a best seller and that was brilliant because that really talked in detail –

- A Speaker 1: That was good detail wasn't it?
- A Speaker 3: Yeah.
- A Speaker 5: Well, that was probably before the days of internet access wasn't it...
- A Speaker 3: Oh it was, yeah.
- A Speaker 5: ...all the advice notes so I suppose all that's there.
- A Speaker 3: Yeah.
- A Speaker 6: It's more broken down now.
- A Speaker 4: The funny thing with the NPPF is that it did... it essentially watered down, I –
- A Speaker 1: And it's open to interpretation a lot more than the old –
- A Speaker 4: I did my Masters dissertation on the change from PPS5 to the NPPF. The evidence was that there was an element of watering down which was leading to, shall we say, looser appeal decisions and what not, that was one of the ones where I said about the window fabric being dismissed as not being important. But when the NPPF came out I said oh whittle down thousands of pages to the 52 or whatever it is, well, within a year they had the NPPG which was a thousand and something pages long of advice so when you go in there now all the old advice from heritage tends to be now the old PPS5 is in the NPPG and what they really just need to do is... because obviously NPPF is up for review and probably going to be published isn't it? I think they just need to beef it up just a little bit, just look at what was in PPS5 maybe what before and just give, you know, people that work in conservation that little bit extra –
- A Speaker 1: Yeah, it needs to go into the old PPF and then you look at a sentence and say, look, it says there you can't do it and now it just says, well, maybe, you know?
- [1:46:00]
- A Speaker 2: I think it's the old PPG 15 isn't it that gave the most information.

A Speaker 4: It was, yeah.

A Speaker 2: That was the most useful one because even if you didn't have a conservation officer your planning officer could look at that and –

A Speaker 1: You could look at it and know which way you're going.

A Speaker 5: I mean it seems to me that the NPPF heritage bits were written by Historic England I would say, I would suggest, I mean in the main and I think because Historic England I think technically or legally is still the government's historic advisor, heritage advisor...

A Speaker 3: Yeah.

A Speaker 5: ...so perhaps one thing that needs to be beefed up is the importance of heritage guidance from Historic England.

Interviewer: Yeah.

A Speaker 5: Because, you know, it can be seen as just almost advisory guidance, you know, something you might... a reference, as oppose to having the strength of government policy behind it.

A Speaker 4: The problem... I said I'd shut up and I'm not, I'm sorry, the problem is is that the NPPF doesn't actually form part of the development plan does it?

A Speaker 5: No.

A Speaker 3: No, it's separate.

A Speaker 4: It's separate, so if you don't have an up to date development plan you don't have an up to date robust heritage strategy so the NPPF...

A Speaker 3: Is reliant on the framework.

[1:47:15]

A Speaker 4: You're reliant on... yeah and the NPPF chapter 12 I think it is isn't it of the NPPF is the heritage one, and what it is is it's little bits of PPS5 that have just been dragged across but it's not -

A Speaker 1: A cut and paste job.

A Speaker 4: Yeah, well, yeah, it is but it's not all the important bits of PPS5 and it's like that looks good so we'll put that in, that reads okay and we'll put that in but it doesn't... PPS5 was just –

A Speaker 1: It's not got the nitty gritty has it?

A Speaker 4: Yeah, it's not got the finer detail and that's what was important and that's what's been lost and a layman could look at it and go oh this reads pretty good but those of us that have dealt with conservation in and out for however many years now look at it and go, well, yeah, okay but it's left a door open on that one and it's left it ajar here and –

A Speaker 3: I think in general the government's desire to make the planning system simpler has actually done the reverse.

A Speaker 6: Yeah because it's dependent that that –

A Speaker 1: It's given less certainty hasn't it?

A Speaker 3: It has, yes.

A Speaker 5: Because I read a... robust is the bottom line.

It's not on this but a case in point was this greenbelt issue where, you know, it was always like you can't do anything in the greenbelt apart from... and it was clear, you know, open uses, recreation stuff. And now there's a court case or something where it's saying, well, you can develop on the greenbelt as long as there's no additional harm as a result, you know, and it's all that sort of stuff so it's like the developers will be looking oh we can take those barns down there and put some houses in, you know, sort of thing and then argue it's no greater visual impact and that's suddenly alright in the greenbelt. And it's things like that isn't it? Whereas sometimes it's better just to say no.

A Speaker 1: Just to say no.

A Speaker 5: No, it's not on, you know?

[1:48:59]

A Speaker 1: Go away, yeah.

A Speaker 5: And that's why like national parks AONBs are still pretty much intact because the policy has been so tight; no you can't unless it's absolutely justified, where it's all wishy washy it creates so much confusion.

A Speaker 3: Yeah.

A Speaker 4: The only other thing that I can think of that really does need significantly looking at and changing and again it's a legislative thing is the GPDO.

A Speaker 1: Oh yeah.

(Overspeaking)

A Speaker 4: It has systematically ruined conservation area after conservation area after conservation area because unless you've carpeted an Article 4 direction over the entire thing there's just no perception there. They'll argue oh it's part 1a(2) of the GPDO, no, there is conservation area protection. Yeah, oh right, stop somebody from rendering the wall, it doesn't stop them from particularly ripping out the windows, doesn't...

A Speaker 5: And it talks now about that bit about the windows you can replace as long as they're similar and all this sort of nonsense.

A Speaker 4: Yeah, it's this like for like nonsense, what's the legal definition of that?

A Speaker 5: Well, that's something double glazing coins isn't it?

A Speaker 1: It's a similar colour.

A Speaker 3: That's right, it's just too ambiguous like for like.

A Speaker 4: And you get people coming up saying, 'Oh I've been told by the contractor that I'm in a permitted development area'. 'You're in what?' 'There's no such thing as a permitted development area'. 'Oh, right, okay'. 'You might have permitted development rights but...' It's stuff like that. The GPDO needs to be far more robust in terms of heritage, yes, it would probably prove unpopular but there's so much original fabric being lost –

[1:50:33]

A Speaker 5: I'm not sure actually, I think it's just expectation because if you look at Lytham Avenue's area I mean you might get different vibes but we get a lot of enquiries don't we? And people accept it and they accept it because they realise yeah it's putting them out but it's also stopping the next door neighbour ruining it for them and they get it, that this is about protecting the whole of the area and it's almost...

A Speaker 4: Potentially yeah.

A Speaker 5: ...accept- and I think –

A Speaker 4: And it depends what area you're talking about as well.

A Speaker 5: Well –

A Speaker 2: Well, we lost... all our original windows, we've got an Article 4 direction in our Stanley Park Conservation Area but I think nearly every window's been replaced with uPVC because of the misinterpretation of the legislation and looking at inspector's decisions it all talks about character and appearance, it doesn't actually mention windows anywhere in any of the legislation for... you know, the GDPO doesn't mention windows, it can't actually specifically mention windows.

A Speaker 5: No, but it's an alteration.

A Speaker 2: It is but because it's not specifically mentioned...

A Speaker 4: Yeah, that's the thing is –

A Speaker 2: ...you lose them.

A Speaker 4: Yeah it –

A Speaker 5: It's actually planning officers to –

A Speaker 4: But no it's not, because –

A Speaker 1: It's your fault (laughs).

[1:51:38]

A Speaker 4: ...because they argue they do the work on the back of the fact that they don't require planning permission and there's no legal requirement for them to determine whether they require planning permission or not so if they believe that they can do it they go ahead and do it.

A Speaker 5: Well, yeah, but –

A Speaker 1: And next door's got plastic windows so why can't I?

A Speaker 4: But by that point so and so goes oh hang on a minute we've replaced the windows and you're like, right, okay, so what was in there before? You've got no idea what was in there before, whether it was original or not and then you come down to it's in the public interest to enforce and you turn around and say no because there's insufficient –

A Speaker 3: No case to answer.

A Speaker 4: Yeah, no case to answer.

A Speaker 5: Well should (inaudible 1:52:11) comes out in your appraisal doesn't it and you... things like that.

A Speaker 3: Yeah.

A Speaker 4: So, the GPDO needs to be far more robust is the bottom line.

Interviewer: Okay, great, thanks. Okay. If you were ruler, King or Queen of your own country, would you want to list heritage assets? I have an answer from everybody.

A Speaker 3: Yes.

Interviewer: Yeah?

A Speaker 2: Yes.

A Speaker 1: Yeah.

A Speaker 5: What, all heritage assets or...?

[1:52:35]

Interviewer: Well, of your choosing but would you have a system for –

A Speaker 5: Yes, oh yeah.

A Speaker 4: Oh yeah, definitely.

A Speaker 5: Is it worth having you mean?

Interviewer: Yeah.

A Speaker 4: Yes.

A Speaker 3: Yes.

Interviewer: And would you do it on a national and local level or...?

A Speaker 4: Mm hmm.

A Speaker 3: Yeah.

Interviewer: Yeah?

A Speaker 5: I think the system's about right actually...

A Speaker 3: Yeah.

A Speaker 5: ...particularly since the advent of local listing.

A Speaker 1: Yeah and the two tier system.

A Speaker 5: Yeah, which is all about local value, right, I think the national one's right but it's very patchy.

A Speaker 2: But I think it should be insistent that every local authority should have a local list and it shouldn't be down to their own –

[2:53:10]

A Speaker 4: It should be a statutory function.

A Speaker 2: It should be a statutory function. maybe have the same level of protection, you know, it's still a material consideration but every local authority should have one.

A Speaker 4: An extension of that it should be a statutory function to have a conservation officer as well.

A Speaker 2: Mmm, yes.

A Speaker 4: And an ecologist.

A Speaker 1: And an archaeologist, please.

A Speaker 4: Yeah, and a viability consultant.

Female Speaker 1: Ooh yes.

A Speaker 5: And a few extra staff.

A Speaker 4: We're not bitter.

Interviewer: See now all the ones about change are coming out (laughs; writing them down), conservation officers.

A Speaker 4: But conservation has become more and more important and for it not to be a statutory function of the authority it's nonsensical...

A Speaker 3: Yeah.

A Speaker 4: ...we're being asked to take care of our historic environment or fabric but we're not given the tools to do it is essentially because it's not a statutory function and because it's not a statutory function you will get authorities that don't see it as a priority and we go back to like Wyre where it was "we don't need to pay for this so we're not going to, we'll pay it on something else", you know, that's what it comes down to.

A Speaker 3: Yeah.

[1:54:18]

Interviewer: Yeah.

A Speaker 5: It's a quasi-statutory function though isn't it?

A Speaker 4: Sorry?

A Speaker 5: It's a quasi-statutory function, it's a function legislative isn't it? You know, you have to prepare a list of listed buildings, you have to –

Interviewer: You have to get –

A Speaker 1: But when you've got competing priorities.

A Speaker 5: No, I know you've got... no, you've got to declare conservation areas, legally you should do appraisals and management plans that the inference in the NPPF is that you should have a strategy for heritage, no, it's not compulsory but the inference should be in that that you should have professional staff to deal with those matters.

A Speaker 1: But it's not like the local plan process is it where that is a proper statutory function and you get inspectors coming to examine it and they don't examine the heritage strategy.

A Speaker 5: Yeah, I agree with you, it's more... because that's a good priority isn't it?

A Speaker 1: Yeah.

A Speaker 5: But to say it's just a bit of an add-on and we'll do it if you want I don't think that's true either. You've got a listed buildings act, I mean you've got a separate act haven't you so it's not like, you know, just tucked at the back of the planning -

A Speaker 4: There's another bit they can change in it, every authority shall statutorily provide a conservation officer, they can replace it with the newspaper stuff, there you go.

A Speaker 5: Well, that was from Historic England.

(Overspeaking)

A Speaker 4: I'll write it for them.

[1:55:32]

A Speaker 5: But, you know, Historic England there's other organisations isn't there that should be lobbying for all that, you know, SAVE and people like that, all these organisations.

A Speaker 4: And I think the tide is turning though, I think it is, the tide is turning, we are as a group becoming more vocal and winning more battles aren't we so... slow process.

A Speaker 5: I mean what are you doing with your... I don't know about [name] and... you know, this extra grant you've got for... well, sorry, extra grant, it's an extra 20% you can put on planning fees depending how many fees you get.

A Speaker 3: Yeah.

A Speaker 5: And it's got to be ringfenced, I think we all did sign in blood didn't we that, you know –

A Speaker 3: Yes.

A Speaker 5: So, for example, at Fylde we are having a planning officer/enforcement officer so what we're saying is it's not, with respect, a normal planning officer like an ex-policeman who's great at going out and saying oh you're collared, you (inaudible 1:56:30) you've done something, they do a good job but this is about probably having a professional planner who's got the ability to deal with things on a fairly high level. So, you know, we suffer with things like following up landscaping conditions, you know, where things die off and they're never replaced...

A Speaker 3: Yeah.

A Speaker 5: ...it sounds a bit daft but it... you know?

A Speaker 3: Yeah, compliance.

A Speaker 5: And things like, you know, people ripping out windows and all that sort of stuff so we're doing that. What are we also getting? We're also getting a...

A Speaker 6: (Inaudible 1:57:00)

A Speaker 5: Well, we got that haven't we and then we're getting a full time landscape architect as opposed to a part time so in a sense we're using extra funding for added value. I don't know about you –

[1:57:14]

A Speaker 1: I have no idea what we're doing.

A Speaker 3: No, I don't know where ours is going.

A Speaker 1: I don't know where the money's gone to.

A Speaker 5: Because what I've read is that this 20% fee is that... the idea of putting them up has actually come from the development industry...

A Speaker 4: Yeah, it has.

A Speaker 5: Sounds counter-intuitive that, doesn't it? Because what they're saying is that we're just not getting a good enough service, you know –

A Speaker 3: No.

A Speaker 4: If they submit to enough schemes in the first place then...

A Speaker 5: Well, I'm not defending what they're saying I'm saying that's what they're saying so ironically that's helping –

A Speaker 1: And you're talking about timely decisions.

A Speaker 5: Yeah, timely decisions, conditions, 106 Agreements, you know, all that sort of stuff, and then of course the government delays, delays blame planning system and then like the RTPPI saying well it's all very well but, you know, your austerity is like strangling planning departments, what do you expect? So, this extra 20, which I think will raise us about 120 grand a year or something...

A Speaker 4: Something like that.

A Speaker 5: ...based on current income where, you know, we're using it for strengthening the department.

A Speaker 2: I shall ask the question tomorrow.

[1:58:19]

A Speaker 5: So you're, what, another colleague, conservation officer.

A Speaker 2: (Overspeaking) yeah.

A Speaker 4: You can only spend the money on the planning department.

A Speaker 1: Yeah.

A Speaker 5: Or you can use it on the computer system I suppose couldn't you, that'd speed everything up or...

A Speaker 3: Yeah.

A Speaker 4: As long as it was considered to enhance the performance of the authority otherwise you didn't get it, I don't think. Anyway.

A Speaker 5: I don't think you have to say what you're using it for I think you just have to say you're using it for... and I think you can be audited so you've spent it on an extra bin collection or something like that you can ask for it back.

Interviewer: Right, well that's all the questions from me, thank you very much. I said I would finish on 4, I'm just a tiny bit over but if there's anything else that you feel like you wanted to say or we should discuss but haven't quickly mention it now. No? Well, it's been really good, thank you, it's been really interesting talking to a group with mostly local authority staff because I've got to get a mixture of, you know, perceptions in the work so that's really great to have a group and a range of different places as well. You should also know I did a... so I did a focus group with Blackpool, St Anne's and Fleetwood Civic Societies and they all spoke really highly of people in this room now so that's really nice.

A Speaker 1: We have a good working relationship with our Civic Society.

Interviewer: Yeah.

A Speaker 4: When I was at Wyre I had a very good relationship with the Fleetwood Civic Society.

Interviewer: They mentioned you.

[1:59:44]

A Speaker 4: Oh good.

Interviewer: They were mourning your move I think (laughs).

A Speaker 5: We're mourning his arrival.

(Laughter)

A Speaker 4: And you're still mourning now aren't you? Sorry, a lot of the time I digress and I apologise but, yeah.

A Speaker 3: That's alright –

A Speaker 3: It's good to be passionate.

A Speaker 4: It's passion, it's my passion and it's that left handed Irish logic that's in me as well sometimes it takes me round the houses to get to my point but...

Interviewer: It's really interesting what you were raising about the Act needing to be updated as well because one of the kind of *raison's d'etre* for my PhD is that they were saying, okay, if the Act isn't going to change given the draft heritage bill in 2008 didn't go through, how are we going to move forward without that changing?

A Speaker 4: Exactly.

Interviewer: And where is the wish list for, you know, how with the Enterprise and Regulatory Reform they were able to tack some bits on to something that was a business act really...

A Speaker 3: Yeah, yeah.

Interviewer: ...it's that wish list for where are the bits that if we get the opportunity we're going to tack on straight away and that's part of what this PhD is, so the fact that you just came out and said it needs to be updated I was like oh (laughs).

A Speaker 3: That fits, yeah.

Interviewer: Yeah. Loads of other bits as well that are similar to –

[2:01:02]

A Speaker 5: How many of these are you doing? Is it just a sort of north west example or a north...?

Interviewer: Yeah, so far I've done Nottingham, which has been really interesting in terms of some of the things about their local list and talking about that political support, that's been a complete change around for Nottingham. Ten years ago complete disinterest, now they've got THI, they've got a heritage strategy officer, they've got their heritage strategy in place which is very much about mobilising local people and they're setting up a... I don't know if you know about this, they have set up a heritage partnership which...

A Speaker 2: Gosh.

A Speaker 3: Right.

Interviewer: So, [name] would be the person to contact about that and it's very much about sort of people upwards driving what they're doing with the heritage strategy and people taking on those projects, getting people involved so that's been... and, yeah, they've got a lot going on so they've got their HAZ and their THI as well. And then Sevenoaks was last week, very different (laughs).

A Speaker 3: Very different, yes.

Interviewer: And then –

A Speaker 5: What did they... what was that sort of saying, the same thing or...?

Interviewer: Sevenoaks is very much about their local society driving the council forward on local list, so in Nottingham you've almost got the local authority with the political support sort of asking that of people and trying to pass that kind of enthusiasm and power onto local people, in Sevenoaks you basically had one case where a planning inspector said, well, this isn't even on the local list and it's not listed so it's not important and the Civic Trust got hold of that and they were like, right, we are having a local list. And then they did a lot of the work... well, they did almost all of the work and then passed it on to the local authority who are now taking that forward.

A Speaker 2: How do they get the support from the local authority to actually get it adopted because that's their problem in Wyre?

Interviewer: So, I think originally there wasn't much support in Sevenoaks but, well, to be honest, one of the people is a former [job title] in the Sevenoaks -

[2:03:18]

A Speaker 3: Right.

A Speaker 4: That says it all.

A Speaker 3: So, somebody with some clout.

Interviewer: So, he started to get in on planning meetings and stuff like that and he started to really push it forward so I think they were doggedly determined, I don't know how to phrase it but, yeah, they really went for it yeah.

A Speaker 4: Absolutely.

A Speaker 3: Yeah.

Interviewer: And they put the pressure on and then I think they had a change of conservation staff and that made a big difference and she was particularly keen to take things forward and make sure they got some good stuff out of it and now it's all adopted with Article 4 directions. Article 4 directions put in place a year before to make sure they didn't have any compensation, which is what they're doing in Nottingham by the way.

A Speaker 5: Sorry, what's that, year before... just remind me of that.

Interviewer: So, if you notify people that there's going to be an Article 4 direction a year before actually sort of starting it, I forget what the technical terms are, but –

A Speaker 1: You don't pay any compensation.

A Speaker 6: It's a non-immediate Article –

(Overspeaking)

A Speaker 3: It's almost like (overspeaking).

Interviewer: Yeah.

A Speaker 5: Yeah but can they not do lots of damage in the meantime?

[2:04:24]

A Speaker 2: Yes, the risk of –

A Speaker 4: Yeah, it's almost giving them a heads up to do what they want to do but just sooner.

A Speaker 1: They have a year to do it in.

A Speaker 3: That's counter-productive surely.

A Speaker 4: But that's the problem isn't it with Article 4 directions isn't it is that you kind of can't put them on unless you think that there's something that's going to...

A Speaker 3: Going to happen, yeah.

A Speaker 4: ...happen and then see if you want to do a pre-emptive one you have to let them know so then they do the works anyway, it's just, you know, again it's watered down powers isn't it for the authority.

Interviewer: Yeah, so while I was in Nottingham I actually did a kind of review report on Article 4 directions and the way people are using them with local list to inform how Nottingham are going to use their local lists, things like whether you need them in conservation areas, buildings or street furniture and things that don't have any permitted development rights associated with them, how it happens if you've got... So if Nottingham, you know, huge buildings that have got lots and lots of flats in them and you'd need to go through a consultation process with every single like owner where you've not got an overall arching owner, do you do that or do you go actually, well, this building's never going to be demolished because you've got to get 300 people out of it first, so we're not at the point where we need that so it cuts the costs of that

part of the consultation and stuff like that, so that was one of the things that I did with them.

A Speaker 5: There's a lot of ignorance isn't there in terms of permitted development, I mean, you know, commercial buildings have very little permitted development so you're into the material alteration issue but if you talk to the double gl-... We've had one on Wood Street where they were happily hacking wooden windows out, saw them, told them to stop, they did, put an application in, refused, appeal, they've lost their appeal and spoke to the guy and said this like for like nonsense, you know, all we've had –

A Speaker 4: There's no legal definition of what that is.

A Speaker 5: Well, it's just there's no such thing as like for like is there in planning parlance it's just something that the double glazing industry seem to have picked up to say, well, it's like for like, you know, that's (inaudible 2:06:26) is it materially different but they don't understand what that means. So, you know, there's a lot of confusion, there's a lot of risk as well isn't there and a lot of ignorance.

[2:06:33]

* Section removed at request of participant *

[2:07:17]

Interviewer: That's fine, yeah.

A Speaker 5: Well, we've won quite a few appeals haven't we on replacement windows here plastic –

A Speaker 4: Yeah.

A Speaker 5: (Inaudible 2:07:25) houses and... you've got to have conviction because the problem with it all is is the least... like I say, the more you get the more you'll have because people will just say they've done it and they'll do it.

Female Speaker 1: But sometimes... yeah, I think sometimes the planning inspectorate are very reluctant to dismiss an appeal once it's already been done.

A Speaker 5: Well, this one here it was... it was a fairly expensive (overspeaking), well, not callous it was just, you know, the wrong... you know, but of course that then puts it back to us to do something about it.

A Speaker 4: I guess at the end of the day you've got to stick with your convictions and the worst thing that can happen in an appeal is the inspector allows it, at least you've kept your integrity in terms of the decision. And I'm quite happy to call an inspector's decision a rogue decision when it suits me so, you know, I'm not going to be held (overspeaking) suppressed and for everything else, you know?

A Speaker 5: With planners they just work in a different field don't they?

A Speaker 4: So, half the time I think with an inspector it depends on what side of the bed they wake up on in the morning if they're in a decent mood or not, so we've had a few decisions haven't we where you think I'm not quite sure what the inspector was thinking on that one, you think about Edenfield and the dwelling on there and...

A Speaker 5: Yeah, yeah.

A Speaker 3: Yeah.

A Speaker 4: ...you know, it's just...

Interviewer: So, if there's anything that I can share in terms of my research then obviously just drop me an email.

[2:08:51]

A Speaker 5: Yeah, it'd be nice to receive a summary, yeah.

Interviewer: Yeah, and that's what I'm hoping to do, I'm hoping to produce something sort of before the end of the PhD so that people don't have to wait, you know, a year and a half/two years or whatever it is before it's all complete, something that's for Historic England and also for everybody who's participated.

A Speaker 3: Yeah. Right.

A Speaker 5: Okay, you're welcome.

Interviewer: Yeah, thank you very much for your time.

[02:09:20]

[End of transcript]

Focus group: referenced as 'Nott'

Nottingham and surrounding areas

Number of participants: 7

START AUDIO

[0:15.45]

N Speaker 7:

Have I actually told you anything about this focus group because... I've only just invited him along last minute so it might be nice to have a little...

Interviewer:

Yeah sure. So my name is Claire Price for a start off. I'm doing a PhD with Historic England and its at the University of York and its on national and local listing basically. It does say that on the info sheet as well. So -

N Speaker 3:

Claire, have you being doing some of that in Nottingham then as well...?

Interviewer:

Well, I did a work placement in Nottingham. So my Phd got up to six months work placement in it and for the first one, via Historic England, I paired up with Alice. Alice kindly let me come to Nottingham

N Speaker 3:

Right

Interviewer:

So that's why I've been in Nottingham doing the Basford research and then set this focus group up

N Speaker 3:

Are you doing it with Gill?

Interviewer:

Yeah, Gill and John Schofield. Gill's my actual supervisor and then I've got Joe Flatman from Historic England who's my partner organisation

N Speaker 3:

Is there a group of you?

Interviewer:

They're with the Council for British Archaeology. Mine's just one in isolation. Ok, are we cake ready?

[0:18:30]

Interviewer:

Ok can we... to start with...can we just go round quickly and say a sentence on how you got involved in heritage and one thing that you like which isn't related to heritage. This seems to be a challenge for some heritage professionals.

Unknown participant:

Waww

Interviewer:

So my name's Claire I got into heritage via a history of art degree and I gradually did more and more architecture. One thing I like other than historic buildings is tap dancing.

N Speaker 1:

I'm [name] I got involved in heritage because I somehow managed to wobble myself a job at the Heritage Lottery Fund and then became a bit of a convert. One thing I like that isn't to do with heritage is... I'm a very rusty but occasional piano player.

N Speaker 2:

Hmm. I'm [name] I got into heritage because it's all my parents fault taking me on trips when I was a child which led to me becoming an archaeologist and doing lots of other stuff and things that I like to do outside of heritage are often related to football especially Manchester City.

N Speaker 3:

and Notts County and Lincoln

N Speaker 2:

Ahh well that's friends...anyway

N Speaker 3:

My name's [name]. I'm a conservation officer. I used to be a history teacher, secondary schools, mostly international so I taught all over the world and then I couldn't face coming back to teach in state schools in this country so I did a Conservation masters at York and that's how I've got into it. And you've taken football off me, because I was going to use football

[0:20:28]

Unknown Participant:

You can use football too.

N Speaker 3:

I'll say getting lost in countries that I've never been to before. I like to go on adventures.

N Speaker 4:

[name]. I've...it's difficult to say how I got into heritage actually. I was overheard in a careers office telling somebody what I wanted to do by a typist who also wanted to get into heritage and she gave me a contact and I got a placement doing an internment...sorry an internship, I think they call it now at a local authority. I was given the details of a postgraduate course, did that, and then I got my first job at the Derbyshire Dales running conservation schemes... [INAUDIBLE] When I'm not doing conservation work, I'm either rowing or fishing.

N Speaker 5:

I'm [name]. I got into heritage... well, I've always had an interest in history really, from a very young age, but my wife was doing a town planning course and she discovered that there were these weird people called conservation officers [laughs] so that's how I kind of heard about the professional really and got into it that way. One thing that I like apart from heritage are the works of George Lucas.

[laughter]

N Speaker 6:

I'm [name]. I got into heritage through multiple modules at university and now I have an internship at the council. Outside of heritage, you'll always find me on a cricket pitch, no matter what.

N Speaker 7:

My name's [name]. I suppose I first got into heritage coz I really liked castles but it didn't come to anything until I did an archaeology degree as a mature student because I was busy with a small child until then. And then after the archaeology degree, it just roller-coasted from there. And this weekend the thing that I'm doing that's not to do with heritage is going to Gatecrasher Classical...yes!

Interviewer:

Awesome, thanks. Next can you tell us all a little bit more about how you particularly are involved in heritage now. So this can either be in your professional role or outside of it. We'll go round again, if that's alright.

N Speaker 1:

Ok I'm part time manager of the townscape heritage scheme, Nottingham City Council on Carrington Street, or Carrington Street Area and then also I managing another heritage project in Derbyshire about intangible heritage, the history of the LGBT community in Derbyshire and then, on a voluntary basis, I'm a trustee of the Arkwright Society in Cromford and an advisor to the Belper North Mill Trust in Derbyshire as well... and one or two other bits and pieces.

N Speaker 3:

Busy

N Speaker 2:

I'm Oh, you know I'm [name] already, I don't need to say that again. [laughs] So I'm the heritage strategy office at Nottingham City Council and I do kind of multiple heritage projects as well as helping steer the course of the heritage strategy within the city. And outside of work I, at the moment, I'm just exploring volunteering with a local charity who are doing up a building at risk in Sheffield which is fun and I do stuff with the Institute of Historic Building Conservation.

Interviewer:

Cool, thanks.

[0:24.23]

N Speaker 3:

So I'm self employed, heritage consultant you might say. I do conservation officer work for Newark and Sherwood and Melton borough council, two councils. I'm the only CO at Melton and then there's three COs at Newark and Sherwood so Melton takes up a bit more time in that respect. I've also just started teaching on the heritage modules at Nottingham Trent University, you know, with my previous experience as a teacher and yeah... and I do lots of volunteering for the twentieth century society so... a good friend of mine is the regional representative for the east midlands and I help to sort of organise the tours. We did a tour of Derby recently and we're going to set up again for the summer somewhere probably Boots, Boots building...[Inaudible]

Interviewer:

Cool.

N Speaker 4:

Um, I'm... I run the places team at Historic England in the East Midlands. Currently concentrating on heritage action zones. First one is Nottingham, which is the biggest in the country so far and we're currently working on Grimsby which is probably the most at risk in the country. 73% vacancy rate of the docks. Also involved in... currently doing the national strategy for place making, Historic England. I'm doing neighbourhood planning and various grant schemes around the east midlands.

Interviewer:

Cool, thanks very much.

N Speaker 5:

I'm conservation officer at Nottingham City Council so I mainly do kind of reactive work so that's... includes responding to consultations on listed building consents, planning applications in conservation areas and anything else really that's to do with historic buildings and heritage in the city so... a lot of the time it's sort of advising.... owners, building owners... on appropriate repairs as well so, dealing with enforcement issues, general fire fighting [laughter] and getting hassled [laughs].

Participant:

comment about firefighting

[0:26.57]

N Speaker 6:

I primarily help [name] who'll you'll hear from in a minute, and [name], with any projects that they're currently undergoing at the moment. I'm primarily collecting a lot of data for the five year project scheme that we're trying at the moment as part of the heritage action zone.

Interviewer:

Cool, thank you.

N Speaker 7:

I'm the heritage action zone officer for Nottingham. My responsibilities are mainly the conservation area grant schemes aside from work, I'm a member of the IHBC and [name] and I are working on the annual school which will be held in Nottingham in 2019 and I also have a 230 year old house to look after which needs work... does preoccupy a lot of my time at home.

Interviewer:

Great, thank you. That's a great range of stuff. I'm just gonna check...

[CS checks the secondary recorder is still operating]

Interviewer:

Right, at this point, I'd just like to define the parameters for our discussion for the next hour or so. So basically, my research is on using heritage lists and that can be any inventory of heritage assets to manage heritage and while there are several that we use in England, I would like to focus on the National Heritage List for England, so that includes the listing, scheduling, registered parks and gardens. I am less interested in protected wrecks at this stage and battlefields...

N Speaker 5:

There's not that many around here

Interviewer:

Yeah, we're alright, yeah, they're just not quite my area. And the other thing to focus on is local listing and the historic environment record. So they're gonna be our three main things: NHLE, local lists and the HER and I think from what you've said and from what I know, you're all familiar with those, that's all good. So thinking about the function of heritage lists,

as in, to identify assets or other things, what do you think of each of these three: the NHLE, local listing and the HER. That's open floor [gestures; spreading arms wide over the table]

N Speaker 2:

So in terms of protection... well, I guess that's for us to decide isn't it?

Interviewer:

You're allowed to say whatever you'd like

N Speaker 2:

So... so we're not thinking about conservation areas as well then?

Interviewer:

Erm...mmm.....that's a good question. Erm...

N Speaker 2:

Sorry [laughs]

Interviewer:

I think... yeah you can. If you want to say something about conservation areas that's fine but could you just make it clear... I think the thing for me is if we can make it clear which one we're talking about then that's all good. As long as it doesn't get confused. Yep.

N Speaker 2:

OK

[0:30.00]

N Speaker 4:

Is this a conversation that we're having here or do you expect us to make individual contributions?

Interviewer:

No, I'm... I'm yeah just let you have a conversation.

N Speaker 4:

Right.

Interviewer:

We're not going round the table so whoever kind of thinks of something and then hopefully that will help people's ideas flow. For this one, I'd kind of like to think... so I'll tell you the

next question I'm going to ask is about the form that heritage lists take. So... maybe with that one is an easier one to approach first... I don't know... whichever you think really but, you know, how important do you think that heritage lists are important... at all... or not?

N Speaker 4:

Yes. They're an indication of value. What the public values about something. In the case of the National Heritage List for England that is mediated via the government... the elected government... through they're agency, Historic England, into a list of nationally designated heritage assets.

[0:31.02] [someone walks into the room to deliver keys]

N Speaker 4:

... lost my thread now...with all of them, they have the merit of that, you know, the fact that there is a public support With locally designated lists that's much more immediate. They have to be given public support otherwise they don't work coz they haven't got that, ...they haven't got that statutory force in the same way without being backed up by policy. So but, I think that they're, from what I've heard, they're incredibly popular as a way of people protecting things that they value.

N Speaker 2:

I think the interesting thing with local lists is that it can very much differ from the national heritage list in that it's often more defined by the community coming forward and proposing what is of value rather than being an institutional list. I think, very much the national heritage list is at least perceived as being an institutional list that's created by one section of society and not necessarily entirely representative of communities as a whole.

N Speaker 7:

[looks to N Speaker 6] you looked at that in your history dissertation, didn't you? Or was it in one of your modules about what is heritage?

N Speaker 6:

That was in my dissertation about how... how we kind of define heritage... and it was all... I'd based mine on Wollaton Hall and how if you look at Wollaton Hall the hall itself in the surrounding area, the immediate surrounding area, there are five or six things are listed but not many people know about. So it's all about what heritage means... so it is actually very

personal to... as they say... Our local lists are more community-driven rather than as in told that that's listed ad.

N Speaker 2:

Mmm

[0:33.26]

N Speaker 4:

I think because the statutory list is a thing that is done by government and it's a national thing, it's inevitably going to be more lumbering in the way that it appreciates heritage. In fact, nationally how heritage is appreciated is a more lumbering thing than it possibly is locally. I mean, look at the appreciation of industrial heritage, you know, that's probably something that's only really got proper traction in the last thirty to forty years and probably more recently than that. You know, the Derwent Valley Mills World Heritage Site it wasn't so very long ago that it was thought to be a ridiculous thing to have a world heritage site based upon, you know, eighteenth-century mills.

N Speaker 2:

Mmm

N Speaker 4:

And yet now nobody questions that whatsoever. And that's, you know, a national class of heritage. When it's things starts to get more specialised than that, I think that's when having statutes and the huge machinery of state involved in protection becomes more problematic simply because you haven't got the mandate for it.

N Speaker 2:

Yeah, and I suppose er social, social laws take a long time to change and when they do it then takes additional time for government to catch up so something where in a local context you could have people defining value in terms of communal value and historic value quite readily in terms of defining what might be on a local list, I suppose it takes a long time for that to actually get get within policy at... of a national organisation like Historic England.

N Speaker 4:

Well... mass housing. Classical example. Twentieth century.. stuff. Flats. You know..

N Speaker 5:

Park Hill

N Speaker 4:

Park Hill, yeah

N Speaker 3:

That's the largest listed structure in Europe.

N Speaker 2:

Yeah

N Speaker 4:

Is it really?

N Speaker 2:

It is, yeah.

N Speaker 4:

Is it really?

N Speaker 3:

Yeah

(0:35:33)

N Speaker 7:

But the proportion of twentieth century buildings on the list isn't relative to the proportion of twentieth century buildings of value that we have is it? It's... Even though it's improving and as {name} says it just... you feel like really it should be led centrally it should be led by the government but actually because of the time it takes it's more like they're catching up rather than leading it.

N Speaker 3:

That's what I'm hoping to get on the agenda today actually

N Speaker 2:

I think sometimes it's a bit of a mix though because I think, I think a lot of listing, national listing that's happened in the last twenty years is actually ahead of public perceptions of what

is beautiful. So...so something like Park Hill... like everybody just thought... why are we listing this? Why are we bothering...whereas....

N Speaker 4:

Yeah, a lot of people still think that way

[laughter]

N Speaker 2:

yeah, yeah, absolutely, absolutely

N Speaker 3:

but if you read the twentieth century newsletter that they send quarterly it's raging, every every edition it's very angry at the number of immunities, certificate of immunity for listings, the the, you know, the rejections of listings, you know, the loss of buildings, and I don't think there is any you know, the Victorians and the Georgians, the different societies... the different amenity groups, I think that one, they are the most cross about the recognition of of that you know, certainly if you speak to Catherine Croft, the director, she's just constantly angry and you know, every, every tour we go on, all around the country she's just got a red face and grrrrr [growling noise]

[laughter]

(0:37:07)

N Speaker 2:

well, well, I guess maybe in the 1950s Vic Soc were really really angry [laughs]

N Speaker 5:

yes

N Speaker 2:

... but they've just got over it now [laughs]

N Speaker 3:

yeah

N Speaker 5:

it's always going to be the case, the most the most recent heritage is gonna be the most angry.

N Speaker 3:

but in your context of what everybody's saying about the listing and the...

(0:37.24)

N Speaker 7:

Yeah... but the thing is as well, if we're talking about aesthetics maybe we're asking the wrong questions coz if we do ask the question about what does your heritage locally mean to you then we'll start to tease out those meanings that might not be aesthetic a different associations that will actually might demonstrate that those... that people value... for example, twentieth century buildings more than we have actually previously recognised because we're asking the wrong questions.

N Speaker 3:

I don't know if this is the moment to bring this in... whether it's relevant now... but talking about the 2013 regulations what's the official title of that act?

Interviewer:

ERRa

Several people:

Enterprise and regulatory reform act

N Speaker 3:

That's the one, yeah [inaudible]

N Speaker 2:

Took one for the team

N Speaker 3:

She's on a high, eating the cake...

[laughter]

N Speaker 3:

but with that, obviously, you were then allowed to list parts of buildings and you know, so much of certainly inter-war architecture, so much of it, it's the Punch and Judy effect, you know you've got a very decorative façade and then a very plain building behind it and obviously it creates the facadism debate but... what's behind so many of those elegant frontages isn't worth saving and yet there is a the front and to me, I haven't heard of any

example of you know, for example Burton's, beautiful Burton's architect nineteen-twenties, thirties, inter-war shops, shopfronts, you know Historic Scotland have listed every single one and there aren't any in this country almost none that are listed and you think with that 2013 act you could actually start going and preserving these incredible frontages which you see in every town...

N Speaker 5:

There's a whole bunch of them in Nottingham

N Speaker 3:

Yeah, and they're not listed, you know, very rarely got Article 4's or anything like that so...

N Speaker 4:

The thing about heritage though, you're right, it's Punch and Judy, is action reaction and the reason why we got conservation areas is because of the motor car... the reason why we've got listed buildings is because of the demolitions that happened after the war. It's this sense of loss which leads to this need to protect and so we lost, you only have to go to Sheffield, we lost almost all of the steel trade heritage there and now what's left is valued. You go, you know, we're talking about a conservation area for The Meadows, which is a fragment of what was left and because it's this fragment its kind of valued. And this happens time and time again. Even those places where you haven't got damage. You go across to places like Romania, Transylvania, where there are entire villages which are completely intact and haven't changed you know hundreds of years but change is happening and they haven't got anything in place to protect them and they're just getting swept away because there isn't the mechanism in place. They haven't had the harm until now, there's never been the reason to protect.

Interviewer:

Mmm. Ok, that's interesting. Can we talk about, we've mentioned this with twentieth century buildings, but we know that in the national list and in the local list, there's variation across the country in terms of the coverage... and also in terms of the detail of the content of the list descriptions and things. So how do you feel about coverage and content of heritage lists?

(0:41:08)

N Speaker 5:

It just leads to misconceptions often coz listing descriptions often, well, the older ones particularly generally tend to describe the frontage façade, people immediately jump to the conclusion that that is the only bit that is actually listed... you see Phil and Kirsty talking about it all the time, and Rightmove, you know, they don't have a clue and they're in the property game so what hope is there.

[laughter]

Erm... but I think steps have been put in place to sort of start to address that through the new listings that we now have, they're much more comprehensive in terms of describing significance and picking out particular features of interest and the fact that.... I think there's drawbacks to listing parts of buildings. I think one of the best examples I've seen of that was Tollerton Airfield... I don't know if you've been out there recently... but

N Speaker 4:

Two storey pill box

N Speaker 5:

Yes. There's a whole... a whole... complex... network of pillboxes around the airfield, eighteen in total around the airfield. One of them was inside a hanger which was and it was unique I think, one of the most unusual pillboxes in the country but because the developer involved in the site didn't want to retain the whole of a hanger they demolished the hangar but left the pillbox standing there so now it's just completely out of context and presumably, obviously the hangar didn't have protection...

N Speaker 2:

But then, wouldn't it be the setting of the pillbox?

N Speaker 5:

But if planning permission's not needed for demolition

N Speaker 4:

Mmm

N Speaker 2:

Oh yeah, yeah if it's done by err...

N Speaker 4:

But is it joined to the pillbox?

N Speaker 5:

Yes

N Speaker 4:

So then...

N Speaker 3:

So then it's listed

N Speaker 4:

Calderdale

N Speaker 5:

Therein lies an issue.

[laughter]

(0:43.09)

N Speaker 4:

A whole world of pain

N Speaker 5:

Yeah. Can you consider an entire hangar listed if only a pillbox inside it is,

N Speaker 4:

Yes, I would suggest not probably.

N Speaker 3:

Yeah er so...

N Speaker 2:

What I was going to say, it's always going to be difficult because there's some things that won't go past that bar of national listing when you're talking in a listing description. It's too binary, isn't it? So you can't talk about a range of significance in different parts of the building because it's either protected or it's not protected

N Speaker 4:

But that's...or are you meaning in in....

N Speaker 2:

In partial

N Speaker 4:

Yeah. When I started in the job many moons ago it was the line in the list description was there simply to identify the building should the, you know, the street be renumbered or something like that it was pick something out that describes it and you know, together with the map, you know, you should be pretty, you should be able, you know, be identifiable in future years. The trouble with trying to exhaust in the list everything that's significant about a building is that very often you find things that are significant about buildings by... when things are revealed or... or whatever and also you take away from the expertise of the conservation officer.

N Speaker 3:

So, on that the... you might know most about this... the Enriching the List... do you know how that's going?

N Speaker 4:

I don't, no

N Speaker 3:

Because one thought I had is the you know the Wikipedia style update where it's not for everyone, but it's for a conservation officer or at least someone with... who's proved themselves to be a professional in the field and they update it you know, and then it's scrutinised by someone who works for HE. I know that that's Enriching the List really... I think that's that campaign isn't it? To... to promote the, you know, the development of it. But imagine if it was really easy. You know, last week I was in a cruck framed cottage, sixteenth century, and I went back to just have a look at the listing and it just said 'house. Corrugated iron roof' and it was actually... they'd put the thatch back on and it was crook framed and had this smoke hood. It was really interesting

N Speaker 4:

Wow

N Speaker 3:

It was all mud walled and beautiful but...

N Speaker 4:

Where was that?

N Speaker 3:

In Melton, in Great Dalby

N Speaker 4:

Wow

N Speaker 3:

Yeah, but none of that, you know, the crook frame wasn't there, the thatch that had been put on wasn't there, the smoke hood which is very rare coz there'd been a floor put in since and then... so the smoke hood was original and I thought, you know imagine if you could just quickly log in and go de-de-ddll-d [typing action] put that in there, with some photos, I know that's [laughs] wishful thinking but imagine if you could and then someone, working in HE in maybe a part time job, or even a full time position...just one person I think, could administer the whole country actually. If you think about... there's not that many conservation officers left, you know... there in't that many left to annoy HE with... with this kind of... system is there, there's so few of us...

(0:46:24)

N Speaker 2:

I think it might be very difficult to define who actually adds that additional information

N Speaker 1:

Yeah, there was a thought, wasn't there, when the Lincolnshire Heritage at Risk project was happening, one of the ideas was the volunteers, kind of something like six hundred volunteers all trying to get involved would update some stuff of the HER kind of live as they were doing stuff and that didn't end up happening for a lot of reasons, but I think that has been tried, hasn't it, but I don't think it's a straight forward thing

N Speaker 7:

I tried to do that as well. And it's like, the technology just it... it's costly for a start and a lot of volunteers actually prefer working on paper. Yes, so that's another... but as you were saying, there's all sort of reasons

N Speaker 1:

Yeah

N Speaker 7:

But I think if you defined it by, it's just conservation officers, would could that work?

N Speaker 2:

I...I...I just think there's so much expertise out there...

N Speaker 7:

That you don't want to....right

N Speaker 2:

that isn't necessarily just held very closely in... in a little box by conservation officers

N Speaker 3:

Yeah

N Speaker 2:

yeah and I think there's so many different views of what heritage is how you'd actually prescribe value to something

N Speaker 4:

Well it wouldn't be prescription of value, it would be a description

N Speaker 7:

Yeah

N Speaker 3:

No. It's just like a factual...

N Speaker 2:

It's just a factual

N Speaker 4:

The value is given by the listing

N Speaker 3:

The only trouble is, would be the imbalance because if you had areas where there aren't any conservation officers which is quite getting more and more pop... common there's be no updates and you'd have parts where, like Newark and Sherwood, you know, my, the senior

CO there, he's just 'the knowledge'. He knows so much stuff and he'd be brrrrrr and he... it would all be amazingly updated and then you'd go next door to... where's the one with no CO... we were talking about it at the forum the other day, there's one of...

N Speaker 2:

Errr....

N Speaker 3:

There's no CO...

N Speaker 2:

Gedling?

N Speaker 3:

Gedling?

N Speaker 5:

Yeah. Gedling

N Speaker 3:

You know, they'd have not... there'd be no enriching, enrichment.

(0:48.25)

N Speaker 4:

I guess the thing for me, that um, is the thing that's been most contentious about the national list is that the umm, it's chiefly about architectural interest

Several participants:

Mmm

N Speaker 4:

and there's very little scope for adding something simply because of it's historic interest. I think that's where contested heritage has a problem. But not only contested heritage, all sorts of heritage

N Speaker 1:

Yeah

N Speaker 4:

You know, if you've got a pub where Dickens wrote a poem but it's had all its windows changed or something like that and it's under threat of demolition, it ain't gonna get listed and yet...

N Speaker 2:

[inaudible] in that space

N Speaker 4:

And yet the important thing is that the pub's there, not the fact that

N Speaker 2:

Mmmm

N Speaker 4:

that its windows are changed, it's the fact that Dickens sat in it and wrote a poem, you know it's that that I think the national list simply misses

(0:49:17)

N Speaker 1:

As you were saying [name] as well, the national list isn't kind of uniform in terms of coverage in any case. I know someone I went to school with who lives in Wydone [check] in Melton Mowbray where I grew up who studied heritage and she was saying about the number of properties in her village that elsewhere probably would be listed but it was just sort of some idiosyncratic approach that was taken at the time by the inspector and the local villagers being particular voracious about not letting people near the property and all the rest of it ... for whatever reason, there's patchy coverage already. So it's not like you're starting off with a list kind of completely uniform or consistent in any case. So if that's then updated in some places rather than others, is that necessarily a problem?

N Speaker 7:

Yeah if it's... you wouldn't want to not do it just because you know some areas weren't necess... it's just sort of recognised that some areas haven't got the representation, maybe try and target those areas

N Speaker 3:

I mean, it's the same as is happening right now. Areas where there aren't a CO are going to struggle with their heritage, aren't they? We're going to lost more buildings in areas that... and it's a political decision because it's about the council and how should they choose to support heritage. I mean, Leicester City Council, it's like, go there it's just a heritage party, you know, there's COs everywhere...

[laughter; agreement]

N Speaker 3:

It's unbelievable

N Speaker 7:

That's the best way I've ever heard Leicester described

N Speaker 3:

Every time you go there you suddenly feel like you're part of this great, you know, movement

N Speaker 4:

Leicester... city?

N Speaker 3:

Yeah yeah. And it's like... oh my God... you know, blanket Article 4 across the whole city

N Speaker 2:

Yeah

N Speaker 4:

Yeah, yeah it's good isn't it?

N Speaker 3:

Yeah... doing all these seminars, lectures, it's like, 'come down'

Interviewer:

Cool

N Speaker 7:

They're pretty good on museums down there as well as the

N Speaker 4:

Just from a Historic England's perspective, I know why you get this difference between the original list descriptions because there was just so much to do. You were going through tens of thousands of buildings and listing them because you know, there wasn't any protection and there was this universal acceptance that you wanted to listed basically Georgian and earlier

N Speaker 2:

Yeah.

N Speaker 4:

And everybody you know, was like, cool with that, you know we like that old and it's nice, you can use it. The problem with... with twentieth century listing is that it's much more contentious and one or two listings have been so contentious with government ministers that it's made... it's forced the whole process to be much more audited and so it's slowed the whole process down, it's much more work intensive now. List descriptions have to be bigger because there are issues with sometimes I think, the usability of things that are listed. And also the condition of buildings that are listed and attractable cost sort of aspects of that... yeah with megastructures and whatnot

(0:52:14)

N Speaker 2 and N Speaker 3:

Yeah

N Speaker 4:

But you know, no value judgement applies to that whatsoever it's just that it can be more problematic politically dealing with twentieth century listings and it's resulted in this sort of you know, slowing the whole machine down as far as doing it's concerned

N Speaker 2:

What I'd be really really interested in is somebody giving a distribution list of all the spotlistings in the country, I'd be really interested because is it that actually people in certain demographic areas of the country will erm know about spotlisting and will try and get... get buildings listed? Is... has there been a change of what's listed where because of spotlisting?

N Speaker 1:

I think the demographics question is an interesting one as well, isn't it? Because I think with lots of the stuff we're talking about and with funding and with support, so much of it is about class and affluent areas and all the rest of it, isn't it?

N Speaker 2:

Yeah

N Speaker 1:

I mean, you were talking about Grimsby earlier, where you've got deprivation you get heritage at risk as well I think. Um... I don't think there's an answer to that, but I think you're right, I suspect that's sort of reflected in things like spotlisting as well

N Speaker 3:

[name] was saying about, today you need to have comprehensive written descriptions as a justification for the listing you know so it needs to really go into every aspect but it's quite interesting, if you look, if you go back say to the 70s and 80s and its mostly you know, just these two or three liners. I was doing a heritage impact assessment for the Derby arboretum, I don't know if anyone knows much about that?

N Speaker 2:

Mmhmm. I saw something about it on a presentation last week.

N Speaker 1:

It inspired Central Park, didn't it?

N Speaker 3:

Yeah yeah, yeah. So

N Speaker 4:

Did it?

N Speaker 1:

Apparently so, allegedly

N Speaker 3:

Yes, it did yeah

(0:54.20)

N Speaker 2:

yeah, coz isn't it the earliest arboretum?

N Speaker 3:

Yeah it's the first... it's Britain's first public park. But if you go... so it's a II* building, well it's a II* park and garden, obviously II* listings do have much more detail descriptions. If you go on that one, it's like a novel. It's this huge thesis on the arboretum and it was listed in 8... 1984, so it's quite interesting to think, what was it, you know, going back, that far back, what was it about certain listings that they decided, right I want a thesis on this, and I want it to be the official listing description?

N Speaker 2:

Is that coz it was a registered garden and somebody just went to town on it

N Speaker 3:

Yeah I don't...yeah... it's interesting isn't it? Coz then you'll go to another one and...

N Speaker 2:

Yeah, yeah no absolutely

N Speaker 3:

And it's II* so they'll be a decent bit of text but

N Speaker 5:

So it wasn't amended subsequently then?

N Speaker 3:

It doesn't, no, it says, and you can... it's really interesting you're reading this person's story and you can see them like going round the park and picking up little bits and bobs and really interesting little stories and anecdotes and stuff

Interviewer:

Ok, that's a really interesting one to pick up then because my next question is actually: can you think of anything that has changed in recent years about the way we manage heritage with lists? And we'll just kind of jot them down as a list together. So when I say recent years, maybe... past 10 years. Things that we've changed. You've already mentioned some of them [name].

(0:55:49)

N Speaker 7:

The technology is one

N Speaker 5:

Mmm, yeah, mapping

N Speaker 2:

GIS

N Speaker 5:

GIS

N Speaker 5:

More detailed descriptions

N Speaker 7:

T'internet

N Speaker 1:

Yeah, Google street view

N Speaker 2:

MMMmmmm. Absolutely.

N Speaker 5:

Get it from your armchair now.

N Speaker 2:

Well yeah, and people sharing information quite easily and probably nationally as well rather than

N Speaker 6:

Availability of data

N Speaker 2:

Yeah exactly. That's what I was getting at [laughs]

N Speaker 4:

So, if it's how we manage it, heritage at risk, as a list.

Interviewer:

Has that appeared in the last...

N Speaker 2:

2001... oh no no, 1999

N Speaker 4:

Conservation areas at risk has appeared in the last 10 years

N Speaker 5 and N Speaker 2:

Yeah

Interviewer:

K

N Speaker 2:

Conservation Principles, that's in the last 10 years

N Speaker 5:

The whole concept of significance being much more... a thing.

N Speaker 4:

yeah that's...

N Speaker 2:

Although I suppose...

N Speaker 5:

Since PPS5 and then into the NPPF

N Speaker 2:

Local lists. It's interesting with the Conservation Principles consultation at the moment that I hadn't realised that in 2008... it kind of, there wasn't that concept of undesignated heritage asset in Conservation Principles... it's crazy.

N Speaker 4:

It's interesting that nobody so far has mentioned the oldest designation type

(0:57:20)

N Speaker 1, 2 and 5:

Oh, scheduled monuments

N Speaker 4:

Yes

N Speaker 3:

Everyone's like, don't worry about them

[laughter]

N Speaker 4:

It happens in every room of conservation professionals where there isn't an archaeologist present.

[laughter]

N Speaker 2:

We're just not doing a very good job as archaeologists are we?

N Speaker 4:

(inaudible)

N Speaker 3:

You could say, regressively, the amenity groups, the civic societies are in decline, so actually there's less support for listing because they often got things listed and there's less of them now.

N Speaker 7:

Yeah, the squeeze,

N Speaker 4:

Sorry

N Speaker 7:

The squeeze, just in general, since the 90s, the late 90s.

N Speaker 3:

The squeeze, yeah.

N Speaker 4:

I think monuments at risk might be within the last ten years as well

N Speaker 2:

Definitely industrial heritage at risk was in the last ten years

N Speaker 4:

Right

(0:58:26)

N Speaker 3:

Lots of glossy, really nice glossy criteria for listing that sort...

N Speaker 2:

Oh the

N Speaker 3:

has that always been that great?

N Speaker 5:

Listing criteria?

N Speaker 2:

Selection guides

N Speaker 3:

The selection guides are really visual and glossy

N Speaker 5:

Yeah, they've all been heavily updated, haven't they, in the last few years

Interviewer:

The set was completed in 2012.

N Speaker 4:

I find applying for spotlisting to be a heartbreaking process so I kinda gave it up a while ago.

Well, actually, I gave it up after a couple of attempts, frankly but...

N Speaker 5:

Got those toilets listed though

N Speaker 4:

I didn't do that

N Speaker 3:

What the ones on Trent Bridge?

N Speaker 1:

Behind Mecca

N Speaker 4:

Yeah, yeah

N Speaker 3:

Who do you think got those? Was that [name outside group, member of civic society].

N Speaker 4:

No

N Speaker 5:

I'm not sure who it was actually. I think it was [name outside group].

N Speaker 2:

Yeah, he got in touch with me when I as a mere [inaudible].

N Speaker 4:

I think it's the parish with the greatest number of spotlistings in the last ten years to be quite honest

N Speaker 3:

[name] has got loads

N Speaker 4:

Has he?

N Speaker 3:

...got loads.

N Speaker 2:

Yeah

N Speaker 5:

He's got quite a few upgrades

(0:59.23)

N Speaker 2:

Yeah, I mean, I'd certainly say that there has been, I mean this is... people might agree with this or not but... there has been an upswell of grass roots protection of listed heritage and a lot of that is about local listing. I think there has been more engagement in the listing process for communities. That's what I think. [laughs]

Interviewer:

Ok.

Interviewer:

And we've already mentioned of course, Enterprise and Regulatory Reform Act. That was what... 2013? And Enriching the List. That was a new one as well, wasn't it?

N Speaker 7:

Was that a pilot project and it's... did they not have enough funding to continue it?

N Speaker 2:

What Enriching the List?

N Speaker 4:

It's still going!

N Speaker 5:

It's still going

Interviewer:

It's still going. Are you thinking of Heritage at Risk, the volunteers one? Coz they did the pilot project

N Speaker 2:

Grade II

Interviewer:

Grade II Heritage at Risk, that happened

N Speaker 2:

Well it's still being done here

(1:00:31)

N Speaker 4:

The ERR act really hasn't made a massive great impact has it?

N Speaker 5:

what the local...

N Speaker 4:

listed building consent order.

N Speaker 5:

There's additional tools that were put in place that not been taken up in large numbers

N Speaker 7:

yeah. What about LDOs?

N Speaker 4:

local development orders? Yeah well they're prior to... that's mainstream planning act isn't it? I suppose listed building consent orders that's something

N Speaker 2:

but then there's a lot of resource that needs to go into them and there's always a balance between well how many applications are you going to get in a 10 year period and is it worth the amount of resource that you're going to have to put in right at the start of the process when people don't have enough time. So maybe in like Leicester or somewhere there'd be enough

N Speaker 4:

They've got fewer conservation officers in Leicester though than there is here

N Speaker 3:

Here? There've got one!

[Laughter]

N Speaker 4:

I mean conservation people

N Speaker 3:

I think I've got four COs and an archaeologist

N Speaker 4:

They've got four have they? Is that including [name]?

N Speaker 3:

There's four... four lads

N Speaker 4:

I've met two of them

N Speaker 3:

[name] and [name] and [name]

N Speaker 4:

Oh right. It's kind of comparable really

Interviewer:

So with these things do you think... obviously with highlighted civic societies in decline as a possible negative... otherwise beneficial or changes for the worse?

N Speaker 4:

It's always changes for the worse.

Interviewer:

It's always...! [laughs]

[laughter]

N Speaker 2:

I mean I suppose we have more tools that we've ever had before and more ways of engaging with volunteers

(1:02:42)

N Speaker 5:

Heritage action zones

N Speaker 2:

Aww yeah! How can we forget! It's in your title...

[laughter]

N Speaker 3:

Could you frame that all within the context of diminishing resources and say how many COs in 10 years down to.... I think that override any kind of benefits... the squeeze puts a dampner on everything really because the resources have gone from, you know, I'm just constantly being reminded that it wasn't like that back in the golden age when every local

authority had x amount of COs and every county, the county councils had a really strong team. Well, you probably know more than me.

N Speaker 4:

Well actually I agree with you sort of 100% in terms of resource available. However the effectiveness of that resource I think was, in some cases, less than it is now

(1:03:45)

N Speaker 3:

Really? Even for like home improvement like you know just listed building improvements. People applying to the local authority to get their roof re-thatched or get windows

N Speaker 4:

I know of a local planning authority where there was an archaeologist and a long-standing conservation officer paid lots of money and they did virtually nothing. It was a real tragedy really and there's people in post now that are probably on half of their salary and they're achieving 10 x the amount and it's a terrible message that and not the one you want to give out but I think there was a lot of stasis in conservation because not enough was asked of conservation in the past whereas now, the other value, public values of conservation are starting to be more explored in research and just in general so people are acquiring things of conservation officers more than just, you know, trying to stop things and if they don't do things that being taken to task about it

N Speaker 2:

Yeah if you think about alterations in the 1970s and 80s, the sort of alterations that now just wouldn't be acceptable in any way if you had more resource and you could... you know, those things could still happen whereas now they would just never happen. It just makes you think that actually, well maybe that's partly because of different professionalisation of conservation people so, I mean there's still people who've come from different parts of the sector but a lot of people have a conservation accredited qualification

N Speaker 4:

Well conservation accreditation in surveyors and architects I think it's been a really good step forward because it is a badge that shows they have certain grasp of the principles involved

N Speaker 7:

So do we actually have better resources and tools just not the funds to make use of them?

N Speaker 3:

And if we do, it's not the way it's been framed in the national debate because the national debate is heritage is on its knees it's constantly in the Architects Journal the talking about the numbers, the resources, the decline of the conservation officer, you know, there's IHBC articles about it, there's a lot of, kind of, you know, sad reflection of where it's at but this seems quite positive

N Speaker 4:

It is, I mean you look at Nottingham and Nottingham's got more heritage capacity now and is about to have more, than it has done certainly for the last 20 years, you know, perhaps longer than that and part of that is because... heritage is more mainstream now in a way it's part of the whole place-making agenda, listed buildings are not necessarily where it's all at, it's as much to do with conservation areas and contribution of place to the economy so... it's... if we had what we had 20 years ago to do what we're trying to do today everything would be 10 times better but it's in battle, the sector, but because it's in battle I think it's quite inventive

N Speaker 2:

I suppose in comparison to the 1970s actually we require more of applicants now than we've ever required before: they have to have a heritage impact assessment, they have to demonstrate you know the kind of level of harm that whatever they're doing is actually going to actually happen

(1:07:42)

N Speaker 5:

Heritage statements

N Speaker 2:

Yeah, heritage statements

Interviewer:

Heritage statements [writing down on list]

N Speaker 5:

They've come out recently

N Speaker 2:

and NPPF and actually...

N Speaker 5:

They vary in quality massively

N Speaker 3:

I was going to say

N Speaker 5:

But at least they are a requirement

N Speaker 3:

That's not something you can be like that's great we get them: they're so bad, they're so bad

N Speaker 4:

Yeah

N Speaker 2:

But then it's better than nothing

N Speaker 5:

80% of the time

N Speaker 3:

So we were talking about the HER before, you know, as a minimum paragraph 128 of the NPPF that they have to have consulted it... they never do! They don't consult the HER.

N Speaker 5:

No, it's spelt out clear as day they must have at least consulted the HER

(1:08:18)

N Speaker 2:

But then, I think we've got the weight to challenge applicants, don't we?

N Speaker 5:

We do

N Speaker 2:

We might not have the capacity

N Speaker 3:

We can go back and say 'do it' but then... well...

N Speaker 5:

But often it's a case of proportionality. You know if an application is clearly very straightforward and won't have a major impact on the historic significance of a building, or whatever the asset might be, then a paltry heritage statement or one that you might encourage them to improve slightly would probably cut the mustard, even if it's not very good.

N Speaker 3:

I was talking to [name] about this, the [job title] at Newark and Sherwood, and we were saying... he was saying, you know, if someone comes in with a very substantial impact assessment or heritage statement it's almost... you try not to be subjective but you might look upon that a bit more favourably because you think, they've actually gone and done, taken the effort of course you shouldn't...

N Speaker 2:

That actually makes you think that actually that the significance is informing the design which is what you always want rather than the other way round

(1:09:30)

N Speaker 3:

True

N Speaker 2:

Where you feel like they're just doing it as a separate...an afterthought

N Speaker 3:

As a tick box

N Speaker 2:

Tick box

N Speaker 5:

I mean you would view it more favourably because the submission is likely to be much higher quality if they've actually done the leg work

N Speaker 4:

Well that depends upon which the leg work's actually been done. The amount of times I've seen big chunky heritage impact assessments that been commissioned after all the design work has been done

N Speaker 5:

Yeah

N Speaker 3:

I know yeah, well that's a really interesting debate I think: it's just a tick boxing exercise they haven't consulted them to help design a scheme, they've done it because they have to do it under 128 of the NPPF and it just says 'the impact will be low'; 'the impact will be low' tick, tick, tick, and they're being paid to do that and that's it.

(1:10:18)

N Speaker 7:

To fulfil that though, isn't... something that could be improved is access to the HERs

N Speaker 4:

Yes, that's very good point

N Speaker 2:

Yeah, making them online

N Speaker 3:

Yeah, and not...

N Speaker 2:

And available to everybody, unlike ours

N Speaker 4:

Is going to change though, isn't it?

N Speaker 2:

Let's hope so

N Speaker 1:

That was an order not a question

[laughter]

N Speaker 2:

I'll tell you who you need to talk to you

N Speaker 4:

I think it's in the strategy isn't it?

N Speaker 2:

Mmmm. Yeah, and I did put it in the action plans

N Speaker 5 and 1:

Yes it is

N Speaker 4:

You are the strategy officer, aren't you?

[Shock and laughter]

N Speaker 4:

Sorry, I'm... jumping to conclusions obviously

N Speaker 5:

This is nothing to do with [name's] legacy

N Speaker 2:

Thank you [name]

N Speaker 5:

The obstacle is not

N Speaker 4:

No. I'm just being mischievous

(1:11:17)

N Speaker 3:

On the HER when people consult the HER, I think that's another interesting one, you've got the Heritage Gateway which is this website that you can go on and then some, but not all, of the HER records are on there, aren't they... they're not all mapped, which is odd... and I find it interesting certainly at Newark, that [name] tends to use... use the Heritage Gateway resource quite proactively and as a way of trying to slow down the change where if an applicant's come in and something they're doing involves something that's been... that is a record on the Heritage Gateway, on the HER... let's call it the Heritage Gateway because not everything on the HER is on there, am I making sense?

N Speaker 7:

What yes yeah. On the heritage gateway not all of the HERs are on but then within each HER, like say Derbyshire, it's HER is online for the heritage gateway but yeah not all the records are on there

N Speaker 3:

The little blue triangles... you can't access everything online can you?

N Speaker 7:

So even when they are online there are records that aren't there

N Speaker 3:

On there but what they do, is they go back to the applicant and say oh sorry you can't do that because this is on the HER, but actually there's so much more out there that isn't actually

(1:12:40)

N Speaker 7:

It's getting people to submit to the HER. Professionals know about it but they don't always submit some of the work that they do and then the other side of it is... I don't know if... what happened in your degree [name] but when I was at university the other students didn't even know about the HER and they didn't use it... this is archaeology students... so it's even at that level... it's making people aware of using it ready for when it does hopefully improve so did you... like the... so it's a historic environment records each county has one...

N Speaker 6:

Yeah, yeah we weren't shown towards them in any way, shape or form we weren't

N Speaker 7:

Yeah it doesn't happen, it just doesn't happen

N Speaker 2:

Yeah and even within the sector there's still kind of silos in terms of... I think, well like for example our council, we have the planning service and then in the planning service are all planning functions apart from archaeology which is in museums and museum service which, kind of, I'm sure there's a historical reason for that but you would assume that actually something with a primary planning function should be within the planning service... so, you know, that's I think that's a legacy thing and it's also something that means actually that lots

of historic building professionals don't engage particularly with the HER. They think it's an archaeological resource.

(1:14:23)

Interviewer:

What's the revenue of the HER for the Nottingham City Council?

N Speaker 2:

I haven't got a clue

N Speaker 5:

It can't be very much

N Speaker 4:

It would be interesting to find out

N Speaker 2:

Yeah that's always been the argument; that it's a revenue-generating

N Speaker 4:

Well... well let's find out how much it's bringing in. You know, if it's tuppence ha'penny it's hardly worth it, is it?

N Speaker 3:

I know

N Speaker 2:

Yeah

N Speaker 5:

The thing is we have such good resources in other places. We've got the Nottinghamshire archives which are in Nottingham and a very good local studies library. You don't necessarily need to go to the HER most of the time unless it's for archaeological data

N Speaker 4:

Well that's... yeah

N Speaker 3:

But applicants wouldn't go to either of those, would they and if they could just have everything online it would make your lives easier

N Speaker 2:

Yeah and I'm sure all the listed buildings are on there but I don't think the local... the draft local list is on there. Once we have an adopted local list I'm sure we'll make that available to the HER so that's in there, so that actually any applicants to go to the HER will see that whatever building is on their site is off heritage value and they need to consider it within the planning process

(1:15:30)

N Speaker 3:

Yeah so you can actually get that done quite easily and I think they're quite good at that aren't they [name] you know they'll take onboard your... if you submit, you know, buildings of interest or local interest, they will map it on there and...

N Speaker 2:

Yeah

N Speaker 5:

Yeah but that's the county and we are a unitary authority in the city... so we have our own HER

N Speaker 3:

Yeah, you should...

N Speaker 5:

Again, silo mentality. There's no sharing of data necessarily.

Interviewer:

Cool, I think we covered HERs quite thoroughly. Could I ask you specifically about what you think of Enriching the List? Is everyone familiar with it? ...yeah?

[looks round room to check. Nodding].

N Speaker 5:

Never used it, to my shame.

Interviewer:

Well, that's useful to know actually. Never used it as in never looked at it, or never added anything or both?

N Speaker 5:

Never added anything.

N Speaker 2:

I think it should be a brilliant way of democratising heritage value because actually the vast majority of lists are defined by a certain sector of society whereas, there's lots of other kinds of values and lots of other stories that relate to historic fabric.

(1:17:02)

N Speaker 1:

I think there's a barrier though, isn't there, with lots of people and communities that might otherwise engage with something like that. I think a lot of groups still see it as something that's not for them... not about them.

N Speaker 2:

Mmm, yeah absolutely

N Speaker 7:

In the Lincolnshire Heritage at Risk they tried to engage young people and it just didn't do... they just weren't that interested so it's finding something that works

N Speaker 1:

Yeah thinking about...

N Speaker 4:

What sort of things aren't represented then on the...?

N Speaker 2:

Black history

(1:17:27)

N Speaker 2:

LGBT history

N Speaker 4:

Yeah but, I know but, what I'm talking about is what buildings aren't? Because we are talking about listing. So what...?

N Speaker 5:

Tobacco. Major industry in Nottingham. Nothing on the list.

N Speaker 4:

Yeah

N Speaker 5:

Raleigh. Major industry in Nottingham. Not on the list.

N Speaker 4:

Yeah

N Speaker 5:

There's two things.

N Speaker 4:

Well, something might be come about that. You know that, don't you?

N Speaker 5:

Yeah, I know that is being assessed.

N Speaker 4:

That's being assessed. Well, fingers crossed.

N Speaker 3:

Which one?

N Speaker 4:

The offices.

N Speaker 5:

The Raleigh offices.

N Speaker 2:

But that's really interesting coz I sent something to the person who is looking at it at the moment and I met with somebody from Nottingham Black Archives a couple of weeks ago and she was saying that is one of the like, the biggest sites for kind of, the civil rights movement in Nottingham in the nineteenth...

N Speaker 4:

What, Raleigh factory?

N Speaker 2:

Yeah yeah yeah coz apparently they didn't let black people work for them and so somebody got in touch with...

N Speaker 4:

Staggering.

N Speaker 2:

Yeah somebody got in touch with.. well I don't know, I can't remember what she said about who they got in touch with but basically people from the Caribbean refused to buy Raleigh bikes and they changed the.. they reversed their decision and then they had one of the biggest black workforces in the country. So, I think that as a site, that's incredibly important in terms of black history and I think...

(1:19:06)

N Speaker 4:

But it's... the thing is... I don't think necessarily that's the barrier. I don't think it's the fact that, although it is, it will be underappreciated that, there's no question about it but the barrier is the fact that history isn't valued as much as architecture.

N Speaker 2:

Mmm.

N Speaker 1:

Yeah.

N Speaker 4:

You know, if it hasn't got the architecture, it ain't gonna get on the list.

N Speaker 2:

Yeah, but then if it's on the list and it has the historic association then I think we have a role as a sector to make sure that there is official recognition of... you know... diversity basically.

N Speaker 4:

Oh God yeah. Yeah yeah yeah. I think there's a big question about historical... historic interest and the role that should play coz I think that unlocks everything to be quite honest.

N Speaker 2:

Well yeah and actually I think that promotes interest as well for people

N Speaker 4:

A totally yeah. Stories.

N Speaker 2:

...coz actually people are more interested in... yeah their own personal story and how it relates to...

N Speaker 4:

Actually this is really really interesting because I hadn't really thought about it too much before and we're constantly having this debate in Historic England and there's always hammering going on but actually, this is the issue: it's history.

(1:20:28)

N Speaker 1:

Yeah. And I think it's also a tool, I think when used in the right way, that those other bits of historical interest outside of the architectural can actually help to preserve the architecture of the buildings. Just thinking about a meeting I had this morning where we were talking about a WWI story associated with a building on Carrington Street and suddenly people who were otherwise just going through the motions, having a meeting with me because it was in the calendar, suddenly began to get interested about the history of the building.

N Speaker 3:

Which building was that?

N Speaker 1:

Hanson House, top of Carrington Street

N Speaker 3:

2 – 4?

N Speaker 1:

2 – 4 yeah.

N Speaker 3:

What was the WWI?

N Speaker 1:

It was the post office engineers that it was built for in 1913...

N Speaker 5:

Telegrams.

N Speaker 1:

... and they formed their own regiment and someone who worked there was awarded the Victoria Cross, Alfred Knight, in 1917, I think for bravery in battle and it was, kind of talking about this story and suddenly the guy I was speaking to, who were kind of going through the motions before, got really interested in it and I think that sort of thing can help to make a case for better management of built heritage even though, the story is intangible heritage.

N Speaker 3:

Were they not interested before that?

N Speaker 1:

Well, I'm still not entirely convinced they are now...

[laughter]

N Speaker 1:

We'll see.

N Speaker 7:

People want something they can relate to.

N Speaker 1:

Yeah exactly. It's that story as well isn't it?

N Speaker 7:

Yeah

N Speaker 4:

Yeah

N Speaker 6:

Brings it to life instead of it being concrete and mortar.

N Speaker 3:

So, in the context of Enriching the List, are we talking about this being we need to get more social history in there, we need to get more historical values in there against architectural value? Is that what... is that what this is about?

[looking to focus group leader]

(1:21:58)

Interviewer:

I was just throwing the question out there, but it sounds like that's what the response coming back is.

N Speaker 2:

Well I think it's so important and as a council we are supposed to do everything that we possibly can to represent, you know, the people who live in the city.

N Speaker 1:

Exactly.

N Speaker 2:

Like, a third of the people in Nottingham are BME.

N Speaker 1:

Yeah, you know, it's a diverse city. Do most people in minority groups in Nottingham really feel like listed buildings and the built environment and city and the history of that is something that speaks to them directly?

N Speaker 2:

Yeah, no absolutely

N Speaker 1:

Enriching the List is a way of kind of unlocking some of that I think.

N Speaker 2:

When I was talking to the lady from Nottingham Black Archives a couple of weeks ago, you know, I set up a challenge saying, as a sector we haven't been very good at this and that's really bad and she was like, it's not for want of trying. They do so much work on black history and how the black story relates to Nottingham and nobody's ever recognised it.

N Speaker 3:

It's good in schools. Incredible... black lives and black history in schools is amazing. They've really got that good on the agenda. But is there any examples then of Enriching the List where the social histories have been enriched?

N Speaker 2:

Well, there's stuff like LGBT. Pride of Place.

N Speaker 3:

And it's happened? Lists have been...?

N Speaker 2:

Yeah

N Speaker 1:

Yeah there were a number of new designations weren't there, recently off the back of Pride of Place, I think

(1:23:46)

N Speaker 2:

And Shibden Old Hall, so that's like a II* listed building

N Speaker 3:

Yeah that's really old isn't it?

N Speaker 1:

That's gone up to 1 hasn't it because of Anne Lister.

N Speaker 2:

Yeah Anne Lister had these incredible diaries all about the relationships that she had with women and that was all in script...

N Speaker 1:

It was in code, wasn't it?

N Speaker 2:

Yeah, it was in code and somebody decoded it and actually that's on the listing description now. It says, you know

N Speaker 3:

Was that... was the wool merchant', is that right?

N Speaker 2:

I'm sure it will be. They were Halifax so yeah probably.

(1:24:20)

N Speaker 2:

But but you know, it's actually really really important to have that recognition I mean, it is really important to have the recognition of LGBT history within fabric. I think that's a really important thing to say that you know, there have been gay people for a long time and for quite a lot of history it's been...

N Speaker 4:

Just as a slight challenge, I can imagine quite a few of the listing inspectors were gay.

N Speaker 2:

Yes, yes I'm sure.

N Speaker 1:

Yeah

N Speaker 4:

It was one of those things that was swept under the carpet before so you know, it doesn't necessarily mean that it wasn't carried out by you know all sorts of.. well obviously not ethnic minorities but er certainly other types of minority.

I find it... I mean it's a really... it's one of those things that is... is so contentious that it almost stifles free debate because all sorts of sort of, I mean there's, you've got obviously LBGT... sorry, I'm even rubbish at remembering what the acronym is but... and then, black and Asian and whatnot... and then you've got sort of English working class that is often claimed to be under represented in stuff although sort of industrial history is starting to come more to the fore and it's quite diverse isn't it, as to you know, who... do you need a sort of... to what extent is your representation by this sort of badge determining how much say you have in what's important in terms of history... I guess. That's what I'm trying to say. I mean there's no sort of middle class, white man pressure group out there saying 'we want more stories about people who just went to work everyday and had two point four children and a dog' because you know, that would be ridiculous.

I just... I... I'm just unsure... I mean we have this sort of debate raging on in Historic England all the time sort of thinking about 'we're not doing enough to recognise this' well ok, we need a debate about it. We need to discuss this sort of thing. We need a facilitated enquiry about what this is all about and what listing should mean. Coz at the moment it's

not... there's no philosophical underpinning to actually what we're talking about, I don't think. And that's part of the problem.

(1:27:05)

N Speaker 7:

Even in the industrial archaeology, it tends not to be the workers that are represented. It starts with the industrialists and eventually it gets down to workers but the names that you hear about, the buildings that you talk about are associated with the industrialists rather than the workers.

N Speaker 4:

Yeah, it's the unenfranchised that are people across the board that get it.

N Speaker 3:

But with the unenfranchised it's quite interesting for example, Clipstone headstocks if you know that at King's Clipstone?

N Speaker 1:

Yeah

N Speaker 3:

There's the headstocks, Grade II listed, and the locals don't want it listed. You know, they don't want... they don't want that heritage. Err there's a

N Speaker 7:

I thought they did coz I live near there.

N Speaker 3:

Well there's two... there's two pressure groups and there's one that are saying no and then there's a really strong advocacy

(1:27:58)

N Speaker 2:

But then, is that about kind of, the pain of losing the coal industry and losing identity? Coz it... I find it fascinating that actually heritage in good condition has more value than a building anyway and then I think, heritage in poor condition has a lower value than it would do otherwise because... actually it's about the pain of something that's loved being mistreated.

N Speaker 1:

Yeah. I mean, you see that in Belper with the mills there that there is such a long standing problem that a couple of people have said to me recently 'oh they're gonna fall down at some point' almost kind of, we might as well just... it's a kind of failed project, they're just empty it would almost be better if they just weren't there on the skyline

N Speaker 4:

Yeah, just to cauterise the wound

N Speaker 1:

Yeah, absolutely, which is...

N Speaker 3:

Yeah that's a great one. That for... That's not going anywhere that one. The first fire proof building in the world?

N Speaker 7:

Is that Strutt's, are you talking about?

N Speaker 1 and N Speaker 3:

Yeah. Strutt's mills.

N Speaker 2:

But then, somewhere like Cromford has gone from being that... that heritage at risk, massive heritage at risk to like you were saying at the start, something that's absolutely lorded everywhere. I mean, it's world heritage; it's the most important stuff

(1:29:14)

N Speaker 1:

But then going back to [name's] point as well, I think there's something interesting there about why it's valued and it is about the Arkwright story, it's not about the workers, it's not about the transatlantic slave trade that fuelled the industry, you know, all of that. It's a very particular story that's told and I suspect it's recognised in the listing as well.

N Speaker 7 and N Speaker 2:

Yeah

N Speaker 4:

Well it's interesting actually ...

N Speaker 7:

[inaudible] about the Strutt's so.

N Speaker 4:

I suppose what we celebrate... we tend to celebrate... is some... is success, or genius, or something like that

N Speaker 5:

Fame

N Speaker 4:

and that tends to sort of be around sort of individuals, you know, these are typically industrialists or aristocrats or architects or politicians or whatever that have excelled so therefore, they will, whether they're good or bad people, stand out from the crowd. You know, the crowd that's possibly all working very hard to make them all that money or whatever

N Speaker 2:

Or or they'll be reflected within history whereas people's daily lives when they were workers weren't reflected within history apart from in, you know, court rolls if they'd done something bad

(1:30:27)

N Speaker 4:

Conservation areas though, give the scope for all of this, to be reflected and celebrated. I think that actually conservation areas are much more important designations.

N Speaker 2:

Mmm yeah absolutely

N Speaker 3:

But more difficult to administer if they're in working class areas, aren't they? If they're recognising say model villages of a colliery you know

N Speaker 4:

Yeah

N Speaker 3:

Much harder to maintain upkeep. It's the salubrious conservation areas which are easy.

N Speaker 4:

Yeah

N Speaker 1:

Yeah

N Speaker 7:

Yeah, true

N Speaker 4:

That's certainly true.

N Speaker 1:

But I think you're right, I think that's where some of the most exciting stuff can happen.

Look at places like Bolsover model village and the community you've got there

N Speaker 3:

Sorry, Bolsover, they were offering them 100% grants for the latest THI, I think it was. And people were saying no to them. They were saying no, we don't want timber windows, we're happy with our plastic ones.

N Speaker 1:

Perfectly nice plastic ones, yeah.

(1:31:17)

N Speaker 4:

I went around Cavan last year, a county in the Republic of Ireland and I was driving around the countryside and went and we perched all over it and I hardly came across... I don't think we actually came across one single old building in the countryside

N Speaker 2:

That's crazy

N Speaker 4:

Not once single old house apart from maybe just one or two just rotting piles of stones because they don't value the old houses

N Speaker 7:

Where was that sorry?

N Speaker 4:

Cavan, in the Republic of Ireland: a county.

N Speaker 7:

I've heard about it, about the Irish planning system but I don't really know it well

N Speaker 2:

I mean, you get a lot in Scotland as well, like where people had the new builds and blackhouses have just fallen down all over the place and they're just left... just left where they are. Just getting lichen

N Speaker 4:

That's a reflection on what people think of the heritage. Does that necessarily mean...?

N Speaker 2:

I think it's more practical. I think people are like, 'mmm I really don't wanna be in a very very drafty black house anymore

N Speaker 5:

Harsh climates tend to sort of push people into more modern housing

N Speaker 4:

It is nevertheless a reflection of value.

N Speaker 2:

Oh, well, yeah yeah

N Speaker 4:

They value... set the value of a new house over the discomfort perhaps of living in an older one.

(1:32:40)

N Speaker 7:

But is it what the people value or the council coz at the HELM talk they were saying about if you look around an area the residents, if they see a place that's not looked after, they associate that with how the council is treating them. So for example, in Ireland, again I don't... but I've heard not good things about the planning system in Ireland so if people are looking round and it's all going to pot... where does it come from? Is it a little bit chicken

and egg? Sort of that value. And it's up to the councils to lead on it and set examples and it doesn't... unfortunately that doesn't always happen.

N Speaker 4:

Well I think that's true in working class conservation areas there has to be certainly you know because you're not talking, very often, you're not talking about people that read... sort of, very often, magazines about doing up old property or anything like that it's uninformed, the changes. They get people coming round... and also because typically alterations to historic building in a sympathetic style are more expensive as well and all sorts of things but I think in somewhere like Ireland it's partly to do with the rejection of the colonial past.

Interviewer:

My research, I'm afraid, is for Historic England and must focus on England.

Participants:

Aww Ahh Boo!

[laughter]

Interviewer:

Although it's interesting...

N Speaker 7:

We were trying to be diverse!

(1:34:16)

Interviewer:

That's one boundary I have drawn. Could I just quickly ask you about a couple of things before we move one? One is we mentioned ERR act provisions. What about the map provision in that? Do people think that is... what do people think of the map bit?

You know where you can do the blue outline..?

N Speaker 2:

Oh in enhancing the list

Interviewer:

Yeah. So the provision under Enterprise and Regulatory Reform where you can actually show which part of the building is listed.

N Speaker 2:

Oh so it's a polygon rather than...

Interviewer:

Yeah and it's...have you seen these? Has everyone? [looking round all of group; interviewer starts to bring up an example of a listing using this provision on the laptop]

N Speaker 2:

Yeah, no, I've seen them.

N Speaker 3:

Yeah no, I was gonna say, it's news to me.

N Speaker 1:

So it would show just the [inaudible] for example?

N Speaker 2:

Yeah, so would just show you what's listed.

(1:35:00)

Interviewer:

Let me just show you one quickly. While I'm just bringing that up, the other one was selection guides. What do you think; do you use them?

N Speaker 2:

Yeah.

Interviewer:

Yeah.

N Speaker 7:

I don't because I'm not familiar with it.

Interviewer:

OK

N Speaker 2:

Erm I

N Speaker 7:

Don't make [inaudible]

N Speaker 2:

But then, I don't know if that's because I worked for English Heritage at the point where they came back out so I was already very familiar with them and when I worked for the church, I'd often be giving people advice about whether they should go for listing of their church building and that would be based on having a good understanding of the selection guide for places of worship.

(1:35:55)

N Speaker 5:

Yeah, I've certainly used them when I've been thinking about potentially proposing something for listing. You know, you look in the selection guide to see if it's actually even got half a chance.

N Speaker 2:

Yeah, exactly

N Speaker 7:

Yeah, I would never have thought to use it but you have mentioned it to me but I've not applied that yet.

N Speaker 2:

I think they are a really good way of learning English architectural history as well. I really like... what are they called? I can't remember what they're called. What are the... heritage asset guides as well?

N Speaker 4:

Yes

N Speaker 2:

Where it's in more detail. They're really cool as well. Like they've got one of kind of... libraries from the 1840s or something...

Interviewer:

Yeah, so I've got one...

N Speaker 5:

Specific

N Speaker 2:

Yeah, it's really cool

Interviewer:

[shows the educational buildings selection guide] That's not a detailed one, that's a general one, that's just the education buildings one so like there's an education buildings one and it goes through university buildings mainly and school buildings I think there's a more specific one on post-war schools that's one of those asset guides

N Speaker 2:

I think there's still occasionally gaps in them. I think there always is going to be because some heritage asset types are just too niche

Interviewer:

Yeah

N Speaker 2:

Like massive, 1970s tobacco buildings for example

Interviewer:

So this is High Mill. I was hoping to have a screen for this, but I think maybe if we just pass it round. So this is High Mill. There is a polygon and you can see that... I'll just show it to you guys first... this is a 2014 listing. The historic core of the mill in blue. There have been additions to the north-west and you can see how it attaches to factory buildings... you can see those little lines going to... bridges... but what is actually listed is defined under the blue polygon. So that is through one of the ERR Act provisions.

[laptop being passed round with the High Mill list description and map on screen]

N Speaker 4:

One of the... I was at the launch of the ERR act in Nottingham... various regional events... well actually, one of the examples presented to us was a cottage that had been split into two in the nineteenth century and the one half of it had fared slightly better than the other one. The one half lost its interior and so an ERRA listing application was put in, this was already listed, and we delisted the half of the cottage... it wasn't in a conservation area and you know, this was presented as a good thing. And then somebody else in the audience... but what if somebody sticks plastic windows in that other half of the cottage and the answer well you can put an Article 4 direction on it so...

N Speaker 2:

But you're not gonna for an unlisted building outside of a conservation area

N Speaker 4:

So the planning officer said so this thing was meant to have made it safer... simpler, but actually it's just made life harder for us

N Speaker 2:

Mmm

Interviewer:

Ok

N Speaker 4:

And actually, it hasn't really made anything simpler at all. It would have been easier if people had thought this was listed.

N Speaker 2:

It's easier for owners because they get clarity

N Speaker 4:

Well, if your house isn't listed, things are a lot easier.

N Speaker 2:

Yeah yeah yeah absolutely

N Speaker 4:

[laughs] yeah

(1:39:46)

N Speaker 2:

I think in the extreme cases where you've got like, really nasty extensions to historic buildings, that is great

N Speaker 4:

But...

N Speaker 2:

But...

N Speaker 4:

... a change to a really nasty extension to a historic building...

N Speaker 2:

...to enhance it...

N Speaker 4:

...shouldn't really require listed building consent anyway...

N Speaker 2:

No, exactly

N Speaker 4:

...because it won't affect the special interest of the historic building so...

N Speaker 3:

It's adjoined to the building

N Speaker 4:

It doesn't matter. If you make an alteration to a... any part of a listed building, if it doesn't affect its special architectural interest you shouldn't actually have to apply for it. And if it's an alteration to some crap extension then it's definitely not game so..

(1:40:30)

N Speaker 1:

I'm just thinking about that conversation we had at Wentworth and the HTN conference

N Speaker 2:

Mmm, oh yeah no that was good actually

N Speaker 1:

This internal courtyard there's a nineteen-seventies stretch [name] was saying 'well that'll go' and [name] was playing devil's advocate and saying hang on a second, let's question that. It's part of the story of the building and all the rest of it. I think it's an interesting one. I don't think

N Speaker 2:

Yeah because it was the nineteen-fifties, nineteen-sixties school use of the building which I think is actually a really important part of the significance

N Speaker 1:

It's part of the story. I think you certainly need to weigh that in the balance when you decide about it.

N Speaker 3:

It's that facadism debate. Can we use this and get a load of nice Burton's shopfronts listed? Please? Can we not go about doing some of that, you know? It doesn't seem to be happening. It would be great if it was.

N Speaker 2:

Put some in. Spotlisting.

N Speaker 4:

Is it PD? In the town centre? To remove them though?

N Speaker 3:

Well I don't know if it is or not, but if you go you'll see, they've just been absolutely butchered, you know. I mean, look at the one we were talking about in Grantham.

N Speaker 4:

Oh God yeah. Yeah yeah. But you wouldn't be able to do anything like that these days. I don't think. In Grantham at least, anyway. But that's because that's going on but I'm just wondering whether...

N Speaker 3:

Do you think if it came in, and it was like right here we go, lovely shopfront, not listed, there's no Article 4 in place, the conservation area's a mess, signage... unregulated signage everywhere... half time conservation officer who can't cope, no enforcement team, no way of controlling shopfront policy, no supplementary planning documents. So, how about have a listing of a frontage? I don't think it's happened.

N Speaker 4:

That's really interesting. Yeah, through ERRRA. No.

(1:42:21)

N Speaker 2:

There are some that have happened by default where you've had a listed building and then someone's completely trashed the back and so literally it is just the façade that's left

N Speaker 4:

You're more l... yeah.

N Speaker 3:

That happens a lot with the old fire stations, things like that.

Interviewer:

Well you might be able to use that for my next question. Looking forward, if you were going to be able to make one change in the next ten years, what would it be, and why?

N Speaker 2:

Phffff That's hard.

Interviewer:

This is like, almost your last big question.

N Speaker 4:

Ooo this is a great question.

Interviewer:

You get to... you can do anything. So I saw someone at an Historic England conference did a Room 101, if you could bin part of the planning system, which bit would you bin. So you can bin something if you want, or you can create something new.

N Speaker 2:

I would find a very rich benefactor to give money to the heritage and urban design team in... and it would be a restricted fund... [laughter] or actually Nottingham Heritage Trust.

N Speaker 4:

You've got a really rich benefactor that gives lots of money to the planning and heritage team

N Speaker 2:

[laughs] That's true! [laughs] that's true. Do you fancy giving some more?

N Speaker 4:

You only need ask.

[laughter]

(1:43:42)

N Speaker 3:

So I've got one.

Interviewer:

Mm-hmm

N Speaker 3:

When I put a building in for listing, [name] knows all about this, in fact I've talked to you guys about this, in Melton Mowbray I submitted a building for listing, it was delist... it was a workhouse. It was delisted. [name's] told me all about it.

N Speaker 1:

That's where I was born.

N Speaker 3:

In that hospital? St Mary's.

N Speaker 1:

Yeah

N Speaker 3:

Brilliant. A bit of social history there as well... enrich the list. And it was delisted but had people from authority of Historic England telling me it was a political decision that was taken at the time it was an NHS building. It was delisted. There was a strong justification for its delisting on architectural and... well architectural terms. There was no other justification for its delisting other than accretions and changes. When I put in a vagrant's cells, which is a small ancillary building next to it, part of the original workhouse range, it was chosen not to be listed and the reasons given were architectural and historic, you know, there was other better examples elsewhere and so on and so on... now, at the same time as all that was happening I got these mysterious emails from the secretary of state, people phoning me and emailing me strange... asking me for maps and information and things. There was something going on which was political. Now when the Historic England liaise with the secretary of state at the point of listing, decisions are taken... it's obviously... many of them are political because that's how things are. The secretary of state are a representative body, they're an elected by us, it's a democratic process and yet the thinking there is never elaborated upon and it's never available for us to see. The... it's only given to us in architectural or historic reasons for why a building is not listed, and why its not considered of interest. Why can't we

have, instead of this smoke and mirrors campaign of the secretary of state, why can't we have a clear justification, politically, why something shouldn't be listed or why something is listed?

N Speaker 2:

Mmmm

N Speaker 3:

Why is that bit out of reach to us? Because suddenly I was getting these phone calls and all this interest from a political perspective

N Speaker 4:

That's very interesting

N Speaker 3:

And yet none of that is elaborated upon, that's all kept in house

N Speaker 2:

So if you did a freedom of information request, would that become more transparent?

N Speaker 3:

That would be fascinating or rather that it just being an FOI, it's just there. Because if you read the delisting of the workhouse, it's all done on architectural terms. There's no other... and we've had it, you know it's been told that that was a mistake and it's a political decision and the NHS wanted it off their books and they needed it demolished. Why did we have to get this really comprehensive report telling us why the building is no longer significant. Why can't we...

N Speaker 2:

But then... but then I'm...

(1:46:46)

N Speaker 1:

Because it would go to straight to appeal surely otherwise because that's the legitimate ground for delisting whereas politics in the system isn't a ground, is it?

N Speaker 3:

Mmm

N Speaker 2:

Presumably that's what's given to English Heritage to make the justification.

N Speaker 3:

And the same when I submitted the building for listing they gave me this... they you know, went away... didn't hear anything for six months and the building's got no... I put an Article 4 on it, but apart from that, you know, you're not hearing anything... you don't kn... and obviously there's things going on, there's discussions being taken about, 'I don't think we could list that because this is a big site for the NHS and they need to dispose of this asset. And all those conversations that are taking place...

N Speaker 2:

They can still dispose of it if it's a listed building.

N Speaker 3:

Yeah but with much less, you know, development value and potential...

N Speaker 2:

Yeah, yeah

(1:47:35)

N Speaker 4:

I think that the Secretary of State doesn't always list stuff that we recommend for listing

N Speaker 3:

Mmm

N Speaker 2:

Yeah

N Speaker 4:

In the same way that it doesn't always call stuff in that we recommend for call in. And we don't often find out why

N Speaker 3:

And that's the bit, you know, if I could change one thing, why? And at least you guys could be told, you know, if we're not allowed to know then perhaps you could be told about these...

N Speaker 4:

We're at two stages of remove you see, because we submit our recommendations to the department and the department liaise with the minister, so that's the thing but yeah, I think that's a really interesting point.

Interviewer:

Mmm good one. Any, any other..? It can be a tweak if you like, it doesn't have to be...

N Speaker 4:

I would remove permitted development rights from all conservation areas

N Speaker 3:

Yeah

N Speaker 2:

Yeah, that's a good one.

N Speaker 3:

That would be great.

N Speaker 2:

Yeah, that's just easier from the start, isn't it?

N Speaker 4:

Yeah

N Speaker 2:

And then you might be able to make a case for more conservation officers.

N Speaker 3:

You would certainly need them, to police it.

N Speaker 2:

Yeah, maybe with Article 4 directions, make it easier in terms of compensation and everything else because it is pretty difficult to get Article 4 directions through.

N Speaker 4:

Compensation. There's never been a successful compensation claim for a removal of permitted development rights.

N Speaker 2:

Ever?

N Speaker 4:

Ever.

(1:49:00)

N Speaker 3:

There has been with building preservation notices, BPs

N Speaker 4:

Yeah, oh yeah, but that's different. When they're not confirmed. But there's never been a successful claim... so I don't see why it should be an impediment.

N Speaker 3:

They always threaten it but then... it's quite hard.

N Speaker 4:

Yeah. We can give you the evidence if you want.

N Speaker 2:

What, for any kind of Article 4 direction?

N Speaker 3:

No, err...

N Speaker 4:

No, just in a conservation area.

N Speaker 2:

Just in a conservation area.

N Speaker 4:

No, well conservation areas or... anyway, the sorts of permitted development rights, householder permitted development rights, that we're taking about. Rather than agricultural permitted development rights or anything like that.

N Speaker 2:

Yeah coz no I'm thinking about things like the local list outside of conservation areas... where it might be kind of... commercial... it might be, you know, slightly different people, slightly different ownerships so that actually, there's immediately people who will...

N Speaker 4:

I've got a legal opinion on it, I can send it to you.

N Speaker 2:

Yeah, that would be good.

N Speaker 4:

but there never has been

N Speaker 3:

Yeah you said that to me when I was talking... asking about the vagrant cells and you said it's never been successful, I thought alright, fine, I'll do it then, because at the time they were threatening...

(1:50:28)

Interviewer:

So, last big question. How well do you think current legislation, policy and guidance work together?

N Speaker 2:

I think the legislation needs to be updated in a lot of ways.

N Speaker 4:

The legislation is lagging behind...

N Speaker 2:

Yeah

N Speaker 5:

the policy guidance.

N Speaker 4:

...the guidance, well, it's policy isn't it? Because the, well you, this is probably why you asked this question, because the new act never came in, did it? Unified lists and all that. So

the wording of significance diverges from the word in the act. Which has already led one inspector to be found to be wanting at judicial review because of confusion of this. So yeah.

(1:51:25)

N Speaker 3:

95% of applications if they're going to cause harm in terms of policy would be considered as less than substantial, paragraph 134, and yet there's such a range within that. I was at appeal the other day and they spent about five hours arguing about was it the higher end of less than substantial or the lower end of less than substantial harm, you know...the

N Speaker 5:

Yeah that's a terrible term.

N Speaker 3:

lawyers like battling it out between which part of 134 were they

N Speaker 5:

If it's less than substantial, it's less than substantial. What differentiation can you come up with?

N Speaker 3:

Well because if it's close to the top then it's nearly substantial so...

N Speaker 5:

The terminology is rubbish

N Speaker 2:

I mean, a lot of practices, just after it came in, the whole idea of substantial or less than substantial harm, were saying well it's less than substantial harm so it's fine. And I think still there's a bit of that mentality and I think that's really quite problematic because actually there should be great weight given to heritage that's what it says in the legislation which is one of the really good things about the legislation, that it does say 'great weight' and actually, that means that actually any harm is an issue that has to be resolved... balanced against those other public benefits that are coming rather than if it's substantial then that's a problem but less than substantial is fine.

(1:53:05)

N Speaker 4:

It works particularly badly for conservation areas, the guidance, because, I mean, it is very often taken to mean that the demolition of a single building which contributes to the character and appearance of the conservation area, in a small conservation area, might be substantial harm but if that's a bigger conservation area, it won't be so harmful.

N Speaker 5:

It won't lead to the de-designation of the conservation area, which is the threshold, I've heard, of whether it's substantial or not

N Speaker 2:

Mmm

N Speaker 4:

It's not. That's not the threshold.

N Speaker 3:

What if it's demolition within a CA, would that lead to the de-designation...

N Speaker 4:

No. That is not the definition.

N Speaker 5:

What is the threshold?

N Speaker 3:

Yeah coz I don't know... tell me.

N Speaker 4:

Because if you think about it, you can create substantial harm to a listed building by harming its setting, now you can do anything to the setting of the listed building and it won't actually affect the designation at all

N Speaker 2:

Mmm

N Speaker 4:

So, the two are absolutely unrelated.

N Speaker 2:

But then is the problem not that actually harder to define the significance of conservation areas than it is to define the significance of a historic building or a scheduled monument

N Speaker 3:

[laughs] get that in there....

N Speaker 2:

... or a registered park and garden, where it's more apparent. Whereas a conservation area it can be really difficult to define that significance.

(1:54:45)

N Speaker 4:

Well if you... I don't... I'm not so sure

N Speaker 2:

It's kind of more complex

N Speaker 4:

It is more complex. Because if you're looking at change to a historic building through the listed building consent regime, you're quite often looking at quite small arts, so you're looking at, you know, quite how significant is that stair rail or something like that, and that significance hasn't been assessed necessarily, and how does that relate to the significance of the whole and all the rest of it so actually, I don't think it is, because you are talking about elements in a listed building of significance and how they contribute to the whole in the same way you're considering unlisted buildings within a conservation area and how they contribute to the whole. It's a different discipline. A very different discipline. But I don't think it's that different in terms of its difficulty... the thing about listed buildings is that they are very often single build, you know, their significance will be mainly this.... I think

N Speaker 2:

Yeah, and everything that relates to that.

N Speaker 4:

Yeah

(1:55:50)

N Speaker 3:

Can I just ask one quickly about enabling development, ask... well I think it's a question really, enabling development that's a very interesting document. I have to deal with it all the time in [place] loads of enabling development going on to make the old hunting lodges into new apartments and lots of houses around them. Historic England's policy on that, the document is massive, very interesting but huge. It would be lovely to get that somehow defined a bit more clearly and the most interesting thing about it is it says the first rule of enabling development, or well it doesn't say that, but that's how it comes about but the first rule is...

N Speaker 4:

You don't talk about enabling development

[laughter]

N Speaker 6:

Exactly what I was thinking! Don't tell anyone about enabling development

N Speaker 3:

That's basically what it is! [laughter] Because it says if there is harm to... if there's harm, then it's not enabling and you think, of course there's harm

N Speaker 2:

Yeah

N Speaker 4:

Why should there be harm? No no... why should there be harm?

N Speaker 3:

Because I'm looking at this eighteenth century hunting lodge in its own park and gardens with a parterre and a lovely sweeping views and then you think oh well let's put twenty-four houses on there, there's no harm.

N Speaker 4:

Yeah but the housing can go anywhere

N Speaker 3:

Yeah I know, but it very often doesn't and it's still done as an enabling development.

N Speaker 4:

Well in that case it shouldn't be approved

N Speaker 3:

Well that's the, that's my difficulty with enabling development

[laughter]

(1:57:17)

N Speaker 4:

Because the... Well it's not, I mean... that's not, that's not a problem with it I mean...

N Speaker 3:

I don't mean it's a problem but it's just so difficult in your report to say there's no harm and therefore this is enabling

N Speaker 7:

Because it tends to be in the setting in some, yeah, it's in the setting

N Speaker 3:

Yeah

N Speaker 4:

But there is harm

N Speaker 3:

Yeah, so there's harm.

N Speaker 4:

But that's why it's so difficult to have something like enabling development around a eighteenth century lodge

N Speaker 3:

But it seems to be going on, you know, I mean there's enabling development going on within the setting of listing buildings defined by enabling

N Speaker 4:

Well it depends just how crucial that setting is to its significance but that's the key. With a hunting lodge, it's setting is almost everything

N Speaker 2:

Mmm

N Speaker 4:

Because that's the context in which it was built and if you lose the context it just becomes a little building

N Speaker 2:

Yeah, it's a folly isn't it?

N Speaker 4:

Yeah. Whereas if you've got a country house and you've got stables and all the rest of the gubbins sort of thing and maybe a styled cottage or something like that, and you know, maybe a walled garden and all the rest of it, you can perhaps hide stuff in there that doesn't necessarily,

N Speaker 3:

Yeah, in a big landscape

N Speaker 4:

In a big landscape, yeah, because the buildings are the thing whereas with a hunting lodge you've got one building and then masses of open space.

(1:58:37)

N Speaker 3:

But what I mean is that there are so many examples where it's been done under the interpretation as this is enabling development

N Speaker 4:

It's wrong

N Speaker 2:

I think it's one of the most misused phrases in the whole of planning [agreement from some other participants] because it's a very specific thing to generate an amount of money to safeguard heritage and it's just often used to just get rid of planning policy rather than being actively used for what it should be used for.

[mmps]

(1:59:13)

N Speaker 2:

Er, Could I go back to the last question?

[N Speaker 4 and N Speaker 3 having separate conversation; inaudible]

Interviewer:

Er yes, which one's that, the um... one change?

N Speaker 2:

Yeah I would take VAT off historic buildings.

N Speaker 5:

Yes.

N Speaker 7:

Yaaayyy!

N Speaker 1:

Yesss

N Speaker 7:

And repairs to historic buildings

N Speaker 2:

Yes, repairs.

N Speaker 5:

Repairs and alterations.

Interviewer:

OK

N Speaker 2:

I just remembered about that one.

Interviewer:

Cool. Err.. . last question. This is a... this can be a yes or no question if you like. If you were to be king or queen of your own country, would you list heritage assets?

[quiet]

N Speaker 5:

Yes

N Speaker 2:

Yes

N Speaker 6:

Yes

N Speaker 1:

I'm a republican so can I just not answer?

Interviewer:

Alright, you're Prime Minister.

N Speaker 1:

Ok. Yes

N Speaker 2:

Yes, for after I died. Because I could protect everything within my own lifetime but after my own lifetime I couldn't guarantee that people aren't going to be numpties.

N Speaker 7:

I would list through a democratic process.

N Speaker 2:

Yeah, that's that's a good one.

(2:00:21)

Interviewer:

Cool

N Speaker 4:

Yeah, I think so probably

N Speaker 3:

Get the Burton shopfronts in there and the rest is...

[laughter]

N Speaker 2:

Doesn't matter

N Speaker 4:

It's really interesting about the Burton shopfronts [name]. Where did you hear about this? Is this from the twentieth-century society?

N Speaker 3:

Yeah, I mean, lot's in there and I've always liked them and Historic Scotland have got every single one of them listed.

N Speaker 1:

The one that used to be on Carrington Street was amazing, wasn't it? Have you seen it?

N Speaker 3:

No, I've not seen it.

N Speaker 1:

It's lost now but yeah that was a really nice one.

N Speaker 4:

The Gun and More (?) shop on Carrington Street was amazing too.

N Speaker 3:

On the corner?

N Speaker 4:

No it was a Georgian thing, I think,

N Speaker 1:

Really?

N Speaker 4:

or early Victorian, yeah

Interviewer:

So at this point, I was going to try and summarise the whole discussion briefly. However, I think we've probably gone all over the place and so, I don't think I'm going to try and do that and we're also on 5 o'clock which is the time I promised we'd finish. But finally, if you have anything that you feel we should have discussed but haven't, anything you want to mention

or that you think I should add in for future discussion groups, now is the time to mention it.
Or if you want a quick last slice of cake...

N Speaker 7:

Ok

N Speaker 2:

I haven't even finished the first one.

N Speaker 5:

That's not a slice, that's a brick.

[laughter]

N Speaker 2:

You're right, my eyes are too big for my belly.

[laughter]

(2:02:00)

N Speaker 1:

I think the thing for me, that interests me, as someone who's not as knowledgeable about the planning system in depth as a lot of these people is that whole conversation about value and different communities. And I think any conversation about lists has to take in to account the value, like you say, but the value to who? Different values to different communities; I think that's really important.

N Speaker 2:

Yeah, yeah, yeah and kind of changing perspectives of that through time

N Speaker 7:

I suppose... are you doing more of these focus groups?

Interviewer:

I am, yeah

N Speaker 7:

It would be interesting to see how often that comes up in other focus groups

N Speaker 1:

Yeah

N Speaker 2:

Yeah

N Speaker 7:

so rather than asking that question, see if it comes up

N Speaker 1:

yes, see if somehow...

N Speaker 7:

which is what your questions have done really, you haven't lead the conversation, have you, you're your questions, you've opened up a debate

N Speaker 2:

I'd say that's good training.

[laughter]

(2:02:52)

N Speaker 2:

I was going to make a point at some point about the robustness of local lists and assessment and criteria because... a lot of people just take a list that has come from lots and lots of random sources and they just make that their local list and I just don't know how you can do that and not expect your planning officers to not look ridiculous at some point.

N Speaker 4:

That's why we issued the guidance on it, to try and knock it into some sort of shape.

N Speaker 2:

Mmmm. Yeah, absolutely. So having criteria is really important and having an idea of...

N Speaker 5:

Resource intensive, as everything is in heritage

N Speaker 2:

Yeah

(2:03:38)

N Speaker 7:

I looked at similar to what [name] was suggesting really is with local listing is that any volunteer who is trained up can add to the local list but it's validated, so there's a validation process, it's scrutinised...

N Speaker 2:

Yeah. Well I think there always needs to be a validation process about everything. It's like with the Grade II building at Risk survey

N Speaker 7:

Yeah

N Speaker 3:

Have you ever tried to update Wikipedia and see if your update's still there?

N Speaker 2:

I haven't looked back on updates on Wikipedia

N Speaker 3:

I used to do that with football players in the 90s.

N Speaker 2:

yeah, yeah. Yeah you just put something random...

[laughter]

N Speaker 3:

And then you see how long it stays on for. I've only got one left, I think

N Speaker 7:

And the... do they call them Wikimasters? They are like... they are....

N Speaker 3:

They soon get... they soon flush you out

N Speaker 7:

They are like...erm... you can feel the power

N Speaker 3:

If you put something on...

N Speaker 4:

They've got a Wookimaster in Starwars

[laughter; general Wikimaster chat]

N Speaker 3:

If you put something on there and it's not correct or its irreverent or whatever, they'll get rid of it and I'm imagining this system with listing where, you know, it's very quickly... I know it's not ever going to happen... but imagine, you put something on and it's wrong and it's like two days later... gone! Don't do that again. You know, that sort of thing... it'd be great.

(2:05:04)

N Speaker 2:

Yeah because the idea was always I guess with enhancing the list that there would be a community where people challenge and... but it is really difficult because actually, you know, working your way through those narratives and working out what we can actually, you know, have a definitive line in the sand on it

N Speaker 4:

Do we... I mean.... would it be more useful, this sort of thing, for conservation areas? Because there you do

N Speaker 3:

Appraisals... yeah yeah

N Speaker 7:

Mmmm

N Speaker 1:

Yeah

N Speaker 4:

So people can actually sort of, enrich conservation appraisals

N Speaker 3:

I mean we've heard like, just today, especially you two, you've got all these great stories locally, just to have that straight away up there, you know, in a CAA or som... you know, it's brilliant... but we just don't, don't have that capacity

N Speaker 1:

Yeah, we're talking about a separate digital platform, aren't we, as part of the HAZ?

N Speaker 2:

Yeah

N Speaker 1:

and part of that is in the TH as well but, some way of, like you say, rather than creating something separate, in a way, shouldn't a lot of that just go into...

N Speaker 4:

Is that what you're talking about with [name] or is that just the Urban Room bit?

N Speaker 2:

There is an urban room element to it. I think I probably need to talk to [name] about all sorts of different ideas because coz... I think essentially, for Nottingham we should have something like Pride of Place, you know a History Pin type thing where people can say this is my heritage, this is what's of value to me and then, from that point, you can... you can give them a way through so that they can have some sort of recognition of their story and how it adds to the heritage of the whole city

N Speaker 1:

Yeah, the amount of stuff that it just there on Facebook in those old photo groups and it's really valuable

N Speaker 3:

Yeah

N Speaker 7:

Yeah

N Speaker 2:

Yeah

N Speaker 1:

That it's so kind of fleeting, that needs to be captured

N Speaker 3:

And there's oral histories as well, you know, get that on there, audio guides and things.

(2:07:00)

N Speaker 3:

Well mine might be a bit more contentious which is for future groups

Interviewer:

Mmhm

N Speaker 3:

To consider, heritage consultants, like me, but who work for the dark side and they... and yet they are given IHBC accreditation so... how can they have that membership? You know, they come to you and challenge you and challenge your judgements and they...

N Speaker 4:

Mmm... but they're arguing for demolition of things?

N Speaker 3:

Yeah

N Speaker 4:

But you just think, ok, well you're involved in the heritage industry but you can't really be called a conservator

N Speaker 3:

Yeah... how are they... you know, there's no vetting process, it's the IHBC

N Speaker 5:

Well there is, but..

N Speaker 4:

Yes, there is

N Speaker 7:

I suppose miss out those people, can't you?

N Speaker 3:

But it's not working if they can, you know, I've have reports submitted to me and you think, what are you talking about, you know and its just poison and yet they've got this badge to say they're entitled to do so.

N Speaker 4:

It's a real problem

N Speaker 2:

I mean, I suppose... I suppose it depends if what they're talking about is of significance of not and the arbiter should be the local planning authority in the case of development management so... if they're saying something isn't of significance and it is, yes they shouldn't have that accreditation because that's... but if they're saying something yeah isn't significant and the public benefits that are coming from this new school or hospital...

N Speaker 4:

Basically, if they're evil.

N Speaker 2:

Yeah, alright, if somebody's got a black cape, we're not letting them in the IHBC

[laughter]

N Speaker 1:

There should be like white witches and black witches

N Speaker 3:

Coz they're working for the volume house builders, you know, they're employing them to go and get planning and I know it's difficult to say whether we should respect that or not, but they're working for the volume house builders.

(2:08:53)

N Speaker 4:

Yeah

N Speaker 1:

They must have some way of rationalising it in their head, of thinking that they're... they're...

N Speaker 4:

I think the money helps

[laughter]

N Speaker 3:

I'm self employed and it is better to do it that way than working for the local authority but I couldn't imagine ever going to that side and what's the process by which you do it? Has everyone got a price like...

N Speaker 2:

I think yeah... I think it depends because I think there are some people who work for really big organisations that cause harm to the historic environment where they justify it by actually, if you don't have somebody who's good at what they do and understands heritage and understands significance then it would all just go. You know, they've actually got the best that they possibly can through the scheme. So their role is to make sure that the least harm is caused possible.

N Speaker 3:

That's... yeah

N Speaker 1:

So it's like hypocritic oath for heritage

N Speaker 5:

A lot of the time they're writing their heritage statement after the design has been finalised

Participants:

Yeah

N Speaker 3:

Coz I was thinking that it would be great to work for these guys and just say... right ok, slow down, calm down but pay me loads of money. That would be great, but I don't think that's how it works.

N Speaker 4:

No, no they wouldn't, no

N Speaker 3:

They would be like what? No! This is your fee...

N Speaker 4:

yeah exactly. That's your job...

N Speaker 3:

...write your fucking report. And get on with it!

N Speaker 4:

Yeah exactly, yeah, you'd just drive yourself crazy unfortunately. And it wouldn't be... it's not what you get into it for, is it? To try and reign back really...

(2:10:28)

[Transcription stopped for confidentiality]

N Speaker 3:

But that would be an interesting one to raise with other groups, I think and

Interviewer:

I think that's probably one that won't naturally come up out of the questions, so yeah, it would need another question

N Speaker 3:

Well it's just like, what does it mean to be a member of the IHBC?

[Transcription stopped for confidentiality]

(2:14:23)

Interviewer:

Cool, great. Thank you so much everyone. That's been really good. There's so much come out of that that I kind of hoped would come out or, that you know, that I didn't feel I had space for a question but it came out anyway which is really great, so yeah, that's brilliant.

Thank you for taking the time to do it.

[End of transcription]

Focus group: referenced as 'Kent 1'

Kent

Number of participants: 4

START AUDIO

0:01:54

Interviewer: Shall I start with a little bit more information on the PhD and the research?

K Speaker 3: [That would be good].

Interviewer: Basically, it's a collaborative PhD. It's with the University of York and Historic England jointly. The full title is Beyond the List: A Critical Examination of the Development and Impact of Statutory and Non-Statutory Heritage Lists on the National Management of Heritage in England.

Basically, what that tells you, is that it could have been quite backward looking, looking at the development of how we manage through lists, but I've chosen to focus on the impact side of things a bit more. So I'm looking at how we manage heritage through lists now, the issues we have currently, and, much more forward looking, how we're going to do this in the future.

0:03:00 And the challenge that was put to me was we're unlikely to have any legislative change, due to Brexit and parliamentary time. So, in a scenario where we don't have legislative change, how do we work with heritage lists and the mechanisms we've got, or think of ideas outside of those, to move forward? So that was the starting point for the research.

To put the focus groups in context, I've done focus groups with local stakeholders, including The Sevenoaks Society.

Then I've done focus groups with heritage professionals like yourselves, in various places in the country.

Then I've done interviews with senior heritage professionals, again with experience across the whole country.

Then I've also done some documentary data gathering, including heritage strategies.

So this is the last bit of data gathering for me, and that's where I'm up to.

Is that okay? Does that give you context? Have you got questions?

K Speaker 4: Is it coming out of any underlining concern or something? It's an unusual subject [for a thesis 0:04:23].

Interviewer: No, I don't think it's coming out of any underlying concern. I think it's more Historic England taking the opportunity to have a researcher on a relatively cheap basis, because it's partly Research Council funded, to have an independent look at things and get views from the sector.

K Speaker 4: Okay.

0:04:49

Interviewer: And it will be published in about a year, in terms of me doing some outputs in Heritage Alliance Update, IHBC Context, hopefully, and SPAB Cornerstone magazine at least, and then also through Historic England.

K Speaker 2: Which senior heritage professionals have you interviewed?

Interviewer: I've done 12 so far. I've had representation from the National Amenity Societies' Joint Committee, various amenity societies, Historic England, Heritage Alliance, Heritage Lottery Fund. I feel like I've missed someone out there.

K Speaker 4: [ALGAO 0:05:43]?

Interviewer: No, I haven't had any... Well, not specifically from ALGAO. IHBC is a group that I have had.

K Speaker 4: I think I would definitely go to ALGAO, if you've still got time, because-

Interviewer: Yes, for the archaeological perspective.

0:06:00

K Speaker 4: And wider than that. There's such an overlap between the buildings and the archaeology side of things these days. ALGAO get involved in a lot of issues to do with listing and local lists and so on. Just as a lot of conservation officers get involved in bits and pieces of archaeology, [standing recording] and kind of thing. Yes, I think they definitely need to be on the list.

Interviewer: Okay, yes. That's good.

K Speaker 4: If nothing else, they represent all Historic Environment Records, which is, like you said, [relevant to what you're doing 0:06:24].

Interviewer: Just a formal bit to remind you of.

As you've seen in the sheets, you can withdraw from this research up to the deadline, at any point, if you like. But please do just drop me an email and see if we can work out any problems before we get to that point.

And that you can come back to the questions as you like as well. Or, if you feel like you didn't say something that you wanted to or whatever, do just drop me an email afterwards. That's absolutely fine.

Is that okay? Is everyone ready to start?

K Speaker 2: Hmmhmm.

Interviewer: Cool.

0:07:10 Can we just go rapidly round the group and say a sentence on how you got involved with heritage and one thing you like which isn't related to heritage?

For myself, I'm Claire. I got into heritage via a history of art degree. Then I did my master's in archaeology. So I've got those two combined things.

And one thing I like other than historic buildings is tap dancing.

[Can we go round to you 0:07:39]?

K Speaker 1: Yes. My name's [name]. I am on day two of a new position here, so very fresh. I have a background in urban design, not heritage. So this will be really interesting for me as well, to get a really good oversight, because I'm within the conservation and design team here at Sevenoaks.

K Speaker 2: I'm [name]. I am a conservation officer, and I now manage the design and conservation team here at [place]. I've been in the game for just over 10 years. I was a mature student. I've got an architectural conservation undergrad degree. I'm about to start an urban design master's in September.

Interviewer: Cool.

K Speaker 3: I am [name], Conservation and Urban Design Officer at [place]. Sort of similar. History and art and architectural history degree in the States. Then did some work experience on the East Coast. Did an MA in heritage management at Sheffield, which was urban design and conservation policy and practical skills.

0:09:10 Other interests, running.

Interviewer: Cool. Thanks.

K Speaker 4: I'm [name]. I'm the Historic Environment Record manager at Kent County Council. I've been there for just over 20 years now.

I got into archaeology on account of being fascinated by history and not wanting to be a teacher, which was the only thing I could think of that you could do with history apart from archaeology. Because I thought it would be the same thing, which of course it isn't. But it's equally interesting.

I did a PhD in Sites and Monuments Records, which were the precursors to Historic Environment Records, on a research project very like this one actually. An attempt to understand how a system was working, where there might be strengths and weaknesses in it.

And since then I've been at KCC for over 20 years.

Interviewer: Thanks.

Can we each say a little bit more about how we're particularly involved in heritage? Which can either be within a professional role or outside.

For myself, I was a listed building caseworker at the Council for British Archaeology. At one point, in fact, I was the secretary for ALGAO as well, in amongst something at CBA.

0:10:24 Obviously, I'm doing the PhD now, but outside of that I've just been coordinating a church conservation project which was half funded by Heritage Lottery Fund.

K Speaker 1: I don't have much experience in heritage, apart from my two days here.

K Speaker 2: You don't have to answer the questions you know. (Laughter)

Interviewer: [Fairly new to it 0:10:46]?

K Speaker 1: Yes. Not much other than that.

K Speaker 2: Do you mean what do I do on a day to day basis basically? There's a bit of casework, policy. Develop the strategy for what we're going to do and how we're going to do it. And deal with all the complaints, in a nutshell. (Laughter)

K Speaker 3: [Nonsense complaints 0:11:15].

K Speaker 2: Not that we get that many though.

K Speaker 3: I probably mainly deal with listed building consent applications, but I'm also heavily involved in the new Local Plan development. I've been writing policies and been deeply involved in site allocations. And I'm in the process of getting a new conservation area designated. I'm also [place] rep on IHBC [place] Branch.

0:11:47

Interviewer: So you've got more of the LBC casework. So you've got a colleague doing more of the-

K Speaker 2: Well, I've got three other colleagues. They do the bulk of the casework.

Interviewer: What about yourself, [name]?

K Speaker 4: Well, as part of managing the HER, obviously we have to make sure it's kept up-to-date. We have in that system not only information about archaeological sites and so on, but we have all the designation information. Just this morning I was adding a bunch of listed buildings that have come through over the last month. But we also add the scheduled monuments, registered parks and gardens, etc.

So we keep that up-to-date, and we try and make sure it's available for developers and consultants to use in their [space 0:12:32] assessments and heritage assessments and Heritage Statements and so on and so forth. And for our development control team to use when assessing the impact of planning applications.

0:12:42

Another one of my responsibilities which is relevant to this is that I do our strategic consultations on Local Plans. So when there's a new draft Local Plan come through I'm the one who puts in the response mostly. Not on the site by site stuff, which our development control team do, but on all the policy side of things.

Then apart from that I run community archaeology projects and various interpretation projects to try and exploit the information we've got and make it relevant and useful to people.

Interviewer:

This is a two tier system. Is that right? So the Kent HER is for all of the local authorities in Kent?

K Speaker 4:

Yes. There's only one local authority, I think, that's got an archaeologist, which is Canterbury. They have their own archaeologist, because it's obviously such a central part of what they have to do. But the HER is the only HER in Kent.

Interviewer:

And do people have to come to you for information or do they search it from their end?

K Speaker 4:

It is available online, but we have a big caveat on it, 'Don't use this for professional purposes'.

Partly because we have a lot more information. Not so much in terms of the actual numbers of the sites and things, but we have all the information on the archaeological events, the history of designations and things on that site.

Also we charge for the information, so we need people to come to us properly. Then we can supply it in GIS format and various other things that they find useful as well.

0:14:07

Interviewer: At this point I think it would be useful to define the parameters of our discussion, because, as I said, this research deals with statutory and non-statutory heritage lists. And for this research it's come to be National Heritage List for England and any of its components, local lists, conservation areas, and HERs. So anything within those it's all good.

In terms of those four things, thinking about their function to identify assets or record information about them, what do you think of those? Are there any that stand out as more important or the most important to you?

K Speaker 2: Sorry. Can you start that question again?

K Speaker 3: Of the list?

Interviewer: Hmm. Basically, just really broad. Any initial thoughts on the National Heritage List for England, local listing, conservation areas and the HERs, if I was to ask you, "Are they important or do you see one as more important?"

K Speaker 4: They're all critical, I would have thought. They're slightly different things.

Obviously, the HER is a record of the heritage of an area, whereas the designations are a record of essentially how important things are, in as much as some things are taken out and given that status. So they're doing different things, but they're all essential.

0:15:58 One of the points we always make is that people seem to understand the importance of designated assets very easily. You get a Local Plan

or something and it will probably have a policy on listed buildings and another policy on scheduled monuments or something like that.

It's quite hard getting them to understand that actually 99% of their heritage is not legally protected in that way. And I think that it's really only the HER, and to an extent local lists, that accommodate that perspective and support that perspective. But even there if something's on a local list it seems to carry more weight as well.

Whether we like it or not, people like lists. If something's a scheduled monument [or a 0:16:36] listed building [of] Grade I, that's more important than Grade II*, that's more important than...

So I think we do need those lists.

K Speaker 2: I think it depends on what you mean by important as well.

Local authorities have statutory duties. So in some sense then the statutory list is more important than any other list, because that means we have our legal duty to protect or to determine applications, listed building consents. There's a statutory duty on us to do that, and we couldn't do it without that list or there would be no protection, and they are nationally significant rather than locally important.

But if we're talking about importance in terms of looking, understanding and recognising our entire profile of heritage, then they're all important.

Interviewer: Thinking about the form that the lists take, the content and what you get once you're actually searching the list, what do you think of each of them?

0:17:44

K Speaker 3: The statutory list is obviously inconsistent, because it depended on which review period, whether it was a spot listing, how recent it was.

Particularly post the ERR Act, when they were more substantial. So that's frustrating, but that's the way that it is.

K Speaker 2: I don't think the list keeps up with case law either. The recent... Well, it's not recent anymore, but in the last decade the issues that came up with curtilage listing and identifying curtilage listed buildings and how we do that.

Whereas previously it would be, for example, there's a farm, and all the farm buildings of a certain age we'd consider to be curtilage listed if the farmhouse was.

Well, that changed in 2006, Taunton Deane. There was the judgement that said that, 'Actually, no. It has to be...' Again, a very complicated decision, which means no longer it's a kind of carte blanche. Not carte blanche. There were tests that we were applying.

K Speaker 3: [Similar 0:19:01] tests.

K Speaker 2: Yes. (Laughter)

0:19:06 So now we're in a position where we really need all of the curtilage buildings to be assessed in their own right, to see if they are worthy of statutory designation in their own right. Because then we're in a position, if somebody wants to convert a farm building...

All we can do is remove permitted development rights as part of an application. Because once it changes ownership is it still considered to be curtilage?

So I think the newer entries on the list are excellent. They're much clearer in terms of what is and what isn't listed and discussion about significance and what isn't significant. So that's all really useful.

But then that's only a small part of it really. The majority of the lists are the old lists, which were just an architectural description.

K Speaker 3: And it pervades, that assumption that only what's in the list description is what is listed, with agents and owners, unfortunately. Along with that, "Because it's Grade II it's only the outside that's listed."

K Speaker 2: Yes. That's a goody, that one.

Interviewer: Sorry. Was that the newer entries help with that?

K Speaker 2 & 3: Yes.

0:20:26

K Speaker 4: It's quite similar for scheduled monuments as well. We don't obviously get involved in scheduled monuments very much, but there you've got a distinction between the newer descriptions, which are super detailed, and some of the old ones, which may not have any description at all. It's just a blob on a map and a name.

I know Historic England is going through and trying to update them, but it seems to go in bursts. There's still quite a lot of scheduled monuments that haven't been updated.

I suppose another issue, slightly, is that obviously we all deal with different bits of this. There isn't an awful lot of overlap in terms of who deals with different designations so much, because Historic England get all the scheduled monuments and Grade Is and II*s. Is that right?

K Speaker 2: No. The local authority determines all applications for any grading. They are a statutory consultee on Grade I and Grade II*.

K Speaker 4: Okay. But they do take [leads 0:21:14]. Well, certainly on scheduled monuments they get all the [work].

K Speaker 2: Well, they do the determinations of the-

K Speaker 4: Of [Crosstalk] consents, yes.

K Speaker 2: Yes.

K Speaker 4: Registered parks and gardens, I'm not quite clear how it works.

0:21:23

K Speaker 2: Well, there's no protection for registered parks and gardens. There's a list, and they are designated.

K Speaker 4: It's a non-statutory list, but developers do take notice of it and planners I think do take notice of it.

K Speaker 2: Yes, but there's only so much notice they can take if the National Planning Policy Framework doesn't give them any power to their elbow to do anything.

Interviewer: Sorry. I should have asked you. Do you have a local list?

K Speaker 3: No, we have an adopted – what year are we? – seven years old SPD, but resources have made it incredibly difficult to actually start compiling it.

We have an odd one or two. I think there's one officially on what is not quite a list yet, because of an appeal, and we have ones that are on the books to be taken forward through the process identified in the SPD, but we don't have an actual list. But we do use the criteria in the SPD for identifying non-designated heritage assets.

K Speaker 2: Is your thinking that non-designated heritage assets are always going to make a local list?

0:22:56

K Speaker 3: Yes. Anytime we come across one in the planning process it goes down.

K Speaker 2: Because we don't do that. We're like, "Yes, it could still be a non-designated heritage asset, even if it's not good enough to be on the local list." Which causes some...

K Speaker 3: [How they're differentiated... 0:23:11], but I can see how that happens.

K Speaker 4: That is an issue about what constitutes a heritage asset, because it should be identified or can be identified during the process. Our view is that every single one of our 100,000 records, or whatever it is, [80,000 0:23:27] monuments on the HER, is a heritage asset.

K Speaker 2: But it's the definition in the NPPF of what a heritage asset is. It has to make a contribution... I can't remember what it is off the top of my head, but there is a definition.

K Speaker 4: It does, but it's pretty woolly. You can argue anything makes a contribution if it's still there. If it's been lost completely then [I suppose not 0:23:50].

K Speaker 2: Well, you would have to argue. You'd have to be able to back it up.
0:23:55

K Speaker 4: Yes, but you can do that. The point is we certainly take the view, strongly, that anything that is still in existence that was a heritage site is a heritage asset. It might not be an important one, or particularly it might be of greater or lesser importance, but they're heritage assets. For us it would be inconceivable that every heritage asset would appear on the local list, because there's just too many.

Interviewer: Yes, as you were saying.

K Speaker 3: Yes, that's a point. In answer to your question, we put all of them on the potential list, but they still have to go through the panel, who then may decide, having the whole picture of what is being put forward, that they might not be [Crosstalk 0:24:35].

K Speaker 2: One of the things that was difficult for us when we did our local list is one of the selling points for members. Where we were able to say that, "We're helping residents, because they might live in a heritage asset and they don't know it until they come to put in a planning application.

This way we've surveyed," because everywhere was surveyed, "and so now residents have that security of knowing."

The particular area that was surveyed was considered to be quite thorough, but it's our starting point. But if something else appeared and we consider it of heritage merit, and it wasn't on the local list, well, we'd still argue the point.

Interviewer: Yes, okay. I see.

0:25:31 When you actually get the information for local lists or the HERs, how would you find that? As in useful, accessible, the content.

K Speaker 2: How do we find what?

Interviewer: I'm trying to ask it in an open way, so I'm not leading you to say certain things, but do you find them useful or accessible? The content that you get once you actually find that information.

K Speaker 3: That's probably only a question for [name], because we devised our own, so therefore we obviously find it helpful and accessible and all of that. (Laughter)

Interviewer: And it's quite recent, isn't it? So you're not dealing with older stuff that you're...?

K Speaker 2: No, exactly. We approached it in the same way as the statutory list, in terms of we've identified significance. There is an architectural description and there is numbered criteria. It will say what criteria it

makes. As well as describing what its significance is. So there's quite a lot of information and justification on there.

Interviewer: Do you have photographs in it as well?

K Speaker 2: Yes.

0:26:41

K Speaker 4: I think our main problem at HER is finding out when new assets have been designated. I think you gave us a snapshot a little while ago.

K Speaker 2: Do you know? I saw your response to our Reg 19. In it, it said, 'We still haven't received your local list'. I thought you'd had that about 18 months ago. I didn't know [that [name] hadn't got it 0:27:02].

K Speaker 4: I remember asking for it. I can't honestly remember whether it came through or not off the top of my head.

K Speaker 2: Ah. Well, I assumed from your response that you hadn't received it, so I-

K Speaker 4: Yes. Well, [Crosstalk] [that day and just] [Crosstalk].

K Speaker 2: So I was going to get [name] to chase it.

K Speaker 4: Either way, even if we did, and sorry about that, the problem is that we tend not to get notified.

It's a bit like conservation areas. Work on conservation areas happens, and they're created, modified, deleted, whatever it may be, and we're never told.

0:27:29 The only way we can find out about conservation areas is once a year a volunteer goes around all the websites and tries to compare with what we've got. Even that is easier than contacting the GIS departments at the districts and saying, "Can you send me your latest conservation areas?"

K Speaker 2: Can I use your pen? I'm sorry. We're redoing five or six at the moment. It wouldn't have even been on my radar to let you know, but we will let you know.

K Speaker 4: No, that's understandable. But that is one of the problems. If there's one thing that could come out of this listings project it would be a wholehearted recommendation there should be a central repository of all conservation areas, like the National Heritage List for England, where people can get them up-to-date, immediate. I don't know why there isn't.

K Speaker 2: No, I agree. There's no reason why Historic England couldn't. As they are a statutorily designated thing, they should...

K Speaker 4: And it's easy to do.

K Speaker 2: It's a legal designation, so why wouldn't you have it all in one place? That would be a really good idea.

0:28:24

K Speaker 4: Well, it originally wasn't the case because of the IT issues 15 years ago, the last time they thought about it. But these days you could just go onto the Historic England website and go click, click, click, double click, type in a name, and it's there. It's very easy to do online.

K Speaker 2: Oh, and it would be really good to name and shame local authorities who haven't done any reviews for like 15 years or things like that.

K Speaker 4: Yes. Date of last CAA or...

K Speaker 2: It's kind of...

K Speaker 3: That, conversely, is a role I've always appreciated having HER for, is being that depository for everything. I hadn't thought about the fact that you might not be being provided with the up-to-date information you need to [Crosstalk 0:29:13].

K Speaker 4: For the conservation areas, yes. Certainly don't have any great faith in our conservation area data on our website _____. Check your own, because you've got your own GIS and so on.

But we always put a caveat on the search results that we send to people, developers who ask for heritage information, that on conservation areas they need to go to the local authority direct, because we just can't guarantee the accuracy of that.

0:29:36 It does also happen with local listed buildings as well. I think technically Maidstone have some local listed buildings, but I think they're a bit unclear about what their legal status... Well, they have no legal status. Whether it's a formally adopted local list or not. And I'm

not sure whether they still update it. They certainly never tell us about it.

Canterbury, likewise, have a local list, but again I don't know if they ever add anything to it.

So there's always been a bit of a weakness in the link between conservation officers and the HER in terms of information exchange anyway, historically, I think. The local list is just a bit of a casualty of that.

K Speaker 2: Certainly these days most of this stuff is done by policy and GIS and that kind of thing. That's maybe why things can get a bit lost.

K Speaker 4: I think some people as well think, "We're archaeology and you're buildings," and they forget... A bit like [conservation 0:30:35]. They forget that we might need [you if it's got nothing] to do with us.

K Speaker 2: I think that's right, because I think different counties where I've worked how the county operate their historic heritage team and what they cover is completely different.

In Nottingham, a chap whose name escapes me...

K Speaker 3: Hmm. (Laughter)

0:31:02

K Speaker 2: Yes. (Laughter) He used to run whatever their version of the conservations officers group was. He'd refer to himself as the chief conservation officer for the county. He would talk [like that 0:31:19]. And obviously this was my first job, so I was a bit like, "Ooh." I didn't know anything else.

It's only subsequently, so now in Kent, they had a vacancy in the built environment, in the historic built environment, which I think... I've never had anything to do with anybody there, to do with the built environment, certainly archaeology.

K Speaker 4: At KCC?

K Speaker 2: Yes.

K Speaker 4: Yes, we've had a vacancy for about five years. It's just been filled, but it's [name] 0:31:49].

K Speaker 2: I've never seen it advertised actually.

K Speaker 3: Oh, right.

K Speaker 2: It's never been advertised.

Interviewer: I just met him this morning.

K Speaker 4: Beg pardon?

Interviewer: I just met him this morning.

0:31:55

K Speaker 4: [name]?

Interviewer: Yes.

K Speaker 4: Oh, right, okay.

K Speaker 3: Oh, was he at [KCOG]?

Interviewer: He was at KCOG, yes.

K Speaker 3: Okay. [I will get an update on it then].

K Speaker 4: I assume it must have been advertised, because we didn't have anybody inhouse. He wasn't inhouse. So it must have been advertised.

K Speaker 2: Did you see it advertised? Because I knew there's been a...

K Speaker 3: No, but I haven't been paying attention.

K Speaker 2: ...[vacancy over the years 0:32:06], because I knew it was vacant [for a while]

0:32:11

K Speaker 3: Yes, because it's since [name] left. Good.

K Speaker 4: Anyhow, we now have him. But he's a windmill specialist, which is the main attraction for us [as well].

K Speaker 3: Yes, that's a big deal.

Interviewer: Cool. And we've mentioned-

K Speaker 2: Did we answer that question? I feel like we didn't. (Laughter)

K Speaker 4: [I can't say what the 0:32:30] question was at the beginning [of it]. Oh, is the information the right information?

Interviewer: Don't worry. What I'm doing is I'm just giving you questions and normally what happens is general information around it comes out and that's useful. That's alright. Don't worry about it.

What I was going to pick up on was that variation across the country that you mentioned in the national list. We know it varies in the coverage and the detail, and the content varies too.

0:32:57

K Speaker 2: But that's not geographical. You said, "Across the country." They're not worse national listings in the North than there are in the South. It's just to do with their age.

Interviewer: Okay. I was going to ask you how do you feel about coverage and content of heritage lists?

K Speaker 3: Coverage wise, obviously it's a concern, because there hasn't been an overall review for a long time. I know they're doing the thematic reviews, and that's made a big difference and that's been helpful, but

that does mean it's limited to that particular theme. So it does rely on spot listing a lot.

In our authority, as [name] was saying, the number of non-designated, given that it's in... Well, our borough is 70% Area of Outstanding Natural Beauty, and so it's basically an unchanged mediaeval landscape. Which means that there are farm buildings in particular but other vernacular buildings that aren't listed that will be 17th century or something scary like that.

So the lack of reviews, understanding obviously that that's to do with resources, but that's an ongoing concern [Crosstalk 0:34:22].

K Speaker 2: Particularly in local authorities that don't have a conservation provision, so you are relying on non-specialist staff making assessments of significance. Then they are relying on a listing description which is purely an architectural description, a location.

K Speaker 3: To identify the building.

0:34:50

K Speaker 2: Yes. So they don't know what to do with that. Or they'll have a crack and won't always be successful. And with local lists as well. Again, depending on resources.

Tunbridge Wells now has an SPD but not an actual list yet. We only have a list because we had force of nature local residents who made it happen. And Tonbridge and Malling don't have anything. They only have a one day a week conservation provision as well.

K Speaker 3: Eight hours, yes.

K Speaker 2: Yes. In terms of how we're looking after heritage, I think there is a role that lists can play in supporting areas which don't have their own specialist provision.

K Speaker 3: And the HER, to an extent, as well. But unfortunately I think that's still not well known enough outside of conservation professionals.

K Speaker 4: In terms of what? Are you talking about the HER? In terms of helping support areas that don't have conservation officers.

K Speaker 3: Yes. Even though it's clearly in the NPPF, I think people see it and just... Non-conservation professionals.

0:36:16

K Speaker 4: Yes.

K Speaker 2: Yes. What we use it for a lot are farm buildings. These will be non-listed farms, where there's permission coming in for change of use, conversion to residential. So it's all done through the planners. We're being asked about, "Do you consider this a heritage asset?" blah blah blah.

Then we'll look up and try and find, "What kind of farmstead is this?" Then we look at the guidance and use that to inform new development, new design on that farmstead. So that's what I find it most useful for.

K Speaker 4: That's good.

Just following on from something [name] said, obviously big chunks of Kent are AONB, but there's a bit of a gap in terms of protection of heritage.

In as much as you've got buildings covered by listed buildings. You've got urban landscapes to some extent covered by conservation areas. You've got archaeological sites covered by scheduled monuments. And you've got huge swathes covered by AONBs. But there's nothing really for landscape heritage protection, beyond I suppose registered parks and gardens.

And there are some areas where you might want to almost designate a pocket of landscape as being meaningful in some way, and we can't really do that. We tend to rely on...

I don't know how it is at the districts. We have a landscape officer, but they tend to look at landscape characterisation assessments rather historic landscape character particularly.

0:37:48

So there's a bit of a gap, I think, in the provision there. It would be nice if we had some means of potentially drawing a blob around a really valued bit of landscape and getting that protected that didn't involve turning it into an AONB.

I don't know if [even] legally conservation areas can be extended to rural contexts like that or whether [they're formally 0:38:07] limited to...

K Speaker 3: Yes, they can.

K Speaker 4: I know some [conservation areas] have quite big rural areas, don't they? But whether you can do one purely on the basis of landscape I don't know.

K Speaker 3: Yes. I'm sure I've seen an example of that.

We're really lucky with our landscape officer. And sometimes we overlap and something falls through the gap, because he's doing [what we're doing].

We've got a historic landscape characterisation, a recent one, for the evidence base for the Local Plan, and the borough landscape character assessment, and so there's a clear thread through from the detailed one up through.

So we've got [our 0:38:57] fields mapped on our GIS and then field boundaries. Also on our GIS system we have colour coded age of field systems, boundaries, etc. Then another layer down percentage of survival of all that data from the historic landscape characterisation. That's hugely down to just having one officer who's a jack of all trades from a landscape point of view.

0:39:32

K Speaker 4: How do you decide what to protect from a landscape point of view then?

K Speaker 3: It's a case by case basis. It depends on percentage of survival of something, and often it is the landscape officer who makes those judgements, not us.

If there's, say, a housing development on the site where there is a good survival of mediaeval field or post-mediaeval field boundaries, then at [pre-app 0:40:00] stage we tell the developer they have to take that into consideration. Then we deal with how they take it into consideration and make a judgement as to the significance of [them].

K Speaker 4: It will be interesting for us to know more about that, because we get involved in responding to planning applications on a historic landscape basis as well. But I have to confess we don't really know how to turn

our characterisation into a decision point about whether something is worth protecting or not. So if you've got more experience of doing it...

Is this [name] you're talking about?

K Speaker 3: Yes.

K Speaker 4: If he's got more experience of doing that it would be quite interesting to know what thought process he goes through when he's trying to do that.

0:40:41

K Speaker 3: It's difficult in policy terms, other than... The historic landscape characterisation has a bit of weight, because it's an evidence based document. The borough landscape character assessment is SPD now, so that helps. It ties it back to core policy. Yes, it's still a little bit woolly, but yes, we should have that conversation.

K Speaker 4: Yes, that's interesting.

Interviewer: Can you think of anything that has changed in recent years about the way we manage heritage with lists? I'll just jot some ideas down first.

K Speaker 2: I would say that there's now a definition for non-designated heritage assets. That means once we have a definition, and a name even, we're now able to create some kind of structural framework for them.

I think in giving them... Not a designation, because they're non-designated, but in giving them a name we can then look at a framework.

Locally listed buildings fits into that, but then we're also able to define that a heritage asset might not be locally listed buildings, it might not be whatever.

What was the question again?

K Speaker 4: Is it rare or is it by exception then that a non-designated asset is part of your work?

0:42:23

K Speaker 2: Yes. So mainly my team looks at listed building consents, primarily, and then large-scale development within conservation areas. But there will be development within the setting of listed buildings, of buildings that are formerly curtilage, no longer curtilage, by legal definition listed buildings. We would definitely consider those to be non-designated heritage assets. So we get involved in some larger landscape [Crosstalk 0:42:56].

K Speaker 4: So relatively infrequently compared with a listed building?

K Speaker 2: Oh, yes.

K Speaker 4: I think that's one big difference. Obviously, in the archaeological world almost everything we do is to do with undesignated heritage assets, because it was designated Historic England lead on the scheduled monument consents. So 99% of our work is involving undesignated archaeological heritage assets.

And from our conversation just now I think there is a difference in how probably the built heritage world and the archaeological heritage world is interpreting what we mean by undesignated heritage assets. I don't know if there's a risk there, but there's a potential risk there.

K Speaker 2: There is a potential risk there, yes.

0:43:39

K Speaker 4: Because we make advice which hopefully the local authorities take [onboard]. If you disagree on our interpretation of what constitutes a heritage asset, there's obviously a danger there. So that's something that probably could be clarified.

K Speaker 2: But it is quite clear. I just found the definition earlier. There is a clear definition at the back of the NPPF.

And I think sometimes that planners find with consultees who respond, saying for example, "This is outrageous. You can't do this. This is outrageous." "Looking at it from our point of view, policy says that this is okay because of..." Blah blah blah.

If the objection isn't framed in a way that gives the planner an opportunity or some hooks in order to refuse it then it's almost not worth writing it, in terms of the impact it will have on a decision.

I suppose if you are responding and you think you've got a different definition to the planner then I don't know how... I'm not a planner. I don't know how [Crosstalk 0:44:46].

K Speaker 4: It's never come up so far. It's never been a case, I don't think, that a planner has turned around and said, "Hang on. We don't think that is a heritage asset."

I think, to some extent, the fact that archaeology is so different to where most planners spend most of their lives they're happy to take our word for it. And I think there's a lot of that probably in the way that the archaeological heritage is curated.

But there could one day be a danger there. Certainly if there is a distinction in how you're interpreting heritage assets and how we might be there's an issue there that needs to be discussed further [Crosstalk 0:45:16].

0:45:18

K Speaker 2: I suppose it would come from a Heritage Statement, from an applicant saying, "There's no harm," and then from KCC saying, "No, this is outrageous. There's loads of harm." Then the local authority refusing it on the back of KCC. Then us coming to appeal, on the basis of what had been said by KCC archaeology. Then the local authority would be looking at KCC to defend that position, assuming that it was policy compliant and that the assessment that had been made was...

K Speaker 4: Yes.

K Speaker 2: I imagine that would bring it to a head. (Laughter)

K Speaker 4: It would. The fact that it's never happened makes me think that probably there's more wiggle room than we maybe think there is. Anyhow, it's an issue [Crosstalk 0:46:05].

K Speaker 3: I'm trying to remember. I should know this by heart now. But in the NPPF, but more particularly in the NPPG, it goes into much more detail about distinguishing below ground archaeology as non-designated heritage assets, and defines it in a much more detailed way than it does any other type of non-designated heritage asset.

K Speaker 4: Yes. That's true.

0:46:35

Interviewer: Other than the non-designated aspect, what other things have changed, say, since...? Let's go for the last 10 years or since 2010.

K Speaker 2: What do you mean? Sorry.

Interviewer: Well, things that have changed with the way we manage heritage.

K Speaker 3: I would say that local lists themselves have been given greater weight. I don't think that we've said that before. Just simply by being mentioned in the Planning Practice Guidance.

K Speaker 2: Were you specifically talking about lists or just generally?

Interviewer: Yes. When I'm talking about lists though I'm not talking about just the point of designation, but any way we use those lists as a way of defining what is an asset, or the description, or how we're using them in planning.

K Speaker 2: The major policy change. So when did we lose PPG 15 and 16?

0:47:38

K Speaker 2: 15. And 16 was the archaeology one, wasn't it?

Interviewer: Yes.

K Speaker 3: Oh, PPGs?

K Speaker 4: Yes.

K Speaker 2: They were great tomes, basically, going into great detail about what you can and you can't do. When they went and we went down to PPS5, which took the majority of telling you what to do out of it, and then it went again down into the NPPF, there was a greater need for a framework and a greater need for things like lists. Because we need to understand the context, the heritage professionals. We need to understand what it is we're looking at. In taking away that hand-holding of, "You can do this."

There was never any argument about UPVC windows, because PPG 15 said 'Under no circumstances plastic windows'. I'm paraphrasing.

Whereas now we've had to move in. And actually I'm afraid I don't think it's a bad thing that we have to be able to articulate what the harm is.

I'm quite happy with the NPPF. I think you will be too. In terms of it's no longer a case where you just go, "No, I don't like that," old-school style. We now have to say why.

0:49:01 It also means that we need to start designating things. I hate using this word, because there's designated and non-designated, but having a HER and having local lists and areas of...

My previous local authority used to have areas of special character. So not designated as a conservation area but were areas that were considered to have an element of historic interest.

So all these designations help us understand and help us when we have less hand-holding.

Interviewer: There were a few things that I've described for some of the stakeholder groups that I'm thinking of that have changed. Enriching the List is obviously a new thing that's emerged. We've mentioned briefly ERR

Act provisions. Also the full set of selection guides appeared. I think it was finished in 2012 maybe. What do you think of any of those three? Are they things that you're familiar with first?

K Speaker 3: Yes. I think Enriching the List is good, [the first point 0:50:26], because it's taken a bit of workload off of us. Because instead of people badgering us to put things on the list or amend things then we can tell other people to do that.

K Speaker 2: I did that anyway. (Laughter)

K Speaker 3: That's true. (Laughter)

0:50:45

K Speaker 3: It depends on how important it was.

K Speaker 4: Remind me. Is Enriching the List just the ability of people to put their own sites forward for designation?

K Speaker 3: And to add to existing...

K Speaker 4: To change the listings or expand or whatever, yes.

Interviewer: It's not the application for designation, and it's not an official amendment, but it is the bit where, when you go onto the...

Actually, this might be a bit small [laptop screen] I've got a hard copy. Do you know what we're talking about? Would you like one of these?

K Speaker 1: I'm working through it. Yes, if I could. That would be great.

Interviewer: This is what it looks like when you scroll down the screen. If you imagine you're on a website and you're just scrolling down. You might as well have a copy between you as well. Sorry. I've not got two more, I've got one.

K Speaker 3: I can see that one anyway.

0:51:40

Interviewer: You get the official list entry on Historic England's website. Then as you go down you get the map. Then you get this purple box that says, 'Your contributions', which is the bit that defines. It says, 'End of official listing'. Then it's the, 'Your contributions'. Then there's a part to sign in. Then you get where people can add text and photos underneath the official list entry.

K Speaker 4: Right, okay. Yes, I saw one of those this morning. I didn't know it was called Enriching the List.

K Speaker 2: But it's not checked, is it? Basically, anybody could say, 'And the timbers were from the shipbuilders in...' Which everybody thinks their house is...

Interviewer: Yes. I think certain things are moderated, but there's no research fact checking like you're referring to there.

K Speaker 1: It's like a Wiki comments?

Interviewer: Yes. There's certain rules around it. One of the rules, for example, is that the photographs can't be a selfie with a building behind it. It is a photograph of the building. (Laughter)

K Speaker 1: And it has to have an image?

0:53:02

Interviewer: No, it doesn't have to have an image. People add different things. You can link to journal articles or other websites. You can put in text or you can put in photographs. You can just have a photograph, if you want, or you can just have text.

K Speaker 2: One of the things that I think is really good about amendments to the list is now that people can pay to have their building relooked at.

I've just told an applicant to do this actually. Having Historic England define what's significant and what's not, essentially. Because there's been so many alterations and huge massive extensions that dwarf the main listed building, and it's going to be really useful.

I've had a couple of buildings I recommended the applicant should try and delist. Because we're supposed to be looking at a timber framed building. We've gone in. It's got fletton bricks on the outside. I thought, "Oh, well, maybe on the inside." And the inside the plasterboards hanging off, and you can see just standard four by two joists. So God knows.

So I said, "It doesn't look like there's a lot left but see what Historic England say." And they paid to have that done and then two buildings have gone, which-

K Speaker 3: You have to pay?

K Speaker 2: Yes. If you want it done in a certain timeframe.

K Speaker 3: Oh, the expedited?

0:54:31

K Speaker 2: Yes.

Interviewer: I've forgotten the acronym for it. I was just trying to think what they call it. Enhanced Advisory Services.

K Speaker 2: That's it. So that's been a really good thing. Though obviously it then takes away the resource from the free stuff. But then I suppose it funds the free stuff as well. The free stuff as in anything other than thematic listing.

K Speaker 4: Well, if it was free and it's not under threat they probably won't do it for a long, long time.

K Speaker 2: Yes, exactly.

K Speaker 4: Just in terms of that, the time it takes to get things designated can be a problem. We've had one application for a gunpowder works, [and I think it's been 0:55:08] scheduled for about 12 years. Not been decided.

K Speaker 2: What?

0:55:14

K Speaker 4: I think it's just stuck on somebody's desk, frankly. It will be one of the biggest schedulings in the last 10 years, and I think they don't like the size of it and they're nervous about it. But it's right where Boris wants to put his airport, you see, so we want it to go in, if we can, before he does it.

But that can be an issue, that it does take a long time. And you don't always get an awful lot of feedback from Historic England about what's going on. In fact, you hardly ever get any.

K Speaker 3: I've had a really, really good service from the minor amendments team.

K Speaker 4: Yes, they're fantastic. [name], is it?

K Speaker 3: Thorough and quick.

K Speaker 4: Yes.

K Speaker 2: Yay, [name]. I don't know who he is but thorough and quick sounds like a rock star. (Laughter)

K Speaker 4: Yes. They'll do it the same day [often 0:55:54].

K Speaker 2: Do you just email them?

K Speaker 3: Hmm.

0:56:02

K Speaker 2: How minor are minor [amendments]?

K Speaker 3: Oh, gosh. I've had some just the address, up to, "This list description doesn't match this one. I think it's a different building," kind of thing.

K Speaker 4: The dot's in the wrong place. The dot's on the building next door. That kind of thing.

K Speaker 3: We had that tombstone recently that was about three miles [away from it 0:56:23].

K Speaker 2: [Name] is going to love this. This is her pet thing. I'm kind of like, "Oh, well, I know what it means. It doesn't matter." She's like, "Oh, we need to get this sorted. It's just unacceptable." So he's called [name].

Interviewer: There is a list of what's a minor amendment.

K Speaker 3: It's a minor amendment email address.

K Speaker: Just the standard one?

K Speaker 3: Yes.

K Speaker 4: [I think it's 0:56:44] minoramendments@historicengland.

0:56:46

K Speaker 3: Yes

K Speaker 4: It will be on their website anyway, I think.

K Speaker 2: Right. I'll have to tell her about this.

K Speaker 4: I think as long as it doesn't affect the legal description it can be a minor amendment. Even if it's just changing a word in the legal description I don't think that counts as a minor amendment. I think that has to go for a formal review.

Interviewer: I'm sure there's a list of what constitutes a minor amendment when you get into the...

K Speaker 2: Yes, there will be.

Interviewer: As if you were going to get something designated. You use the same portal thing. You know with your Heritage Passport? Then once you get into that it gives you a list.

K Speaker 2: I don't have a Heritage Passport. Do you have a Heritage Passport?

0:57:29

K Speaker 4: It's just a login, yes. You can just email him and he'll do it as well.

Interviewer: What about...

K Speaker 2: Is it blue? (Laughter)

Interviewer: ... selection guides?

K Speaker 3: Oh, yes, fantastic.

K Speaker 2: Yes, I agree.

K Speaker 3: Really useful. Apart from when they're used against you by developers, who use them to say a non-designated heritage asset isn't important because it doesn't ___[0:57:57]. Then you have to point out that these are guides for national selection.

Again, Historic England inspectors, their skills are obviously being able to compare nationally different typologies. When you're not able to do that, having been in one authority for some time, they're incredibly useful.

0:58:24

K Speaker 2: I would add to that. I haven't looked at a selection guide for a couple of years now, but because they were an internal thing changed to become open to everybody – quite right – I didn't think that they were clear about what they're used for, what their application was.

When you're just saying this now, having a paragraph at the beginning saying, 'These are how we assess nationally significant heritage assets and shouldn't be used to...' Not shouldn't be used, because it's quite interesting to do that with local assets, but there should be something on it like that. They may do that now, but I...

K Speaker 3: Sorry, mid-flow, but also incredibly useful for Building Preservation Notices.

K Speaker 2: Do you do lots of those?

K Speaker 3: No, but we have had a handful [Crosstalk 0:59:33].

K Speaker 2: Oh, really?

K Speaker 4: We find them quite handy for arranging survey projects, for example. We want to do a project at the moment along the pillboxes down the Medway.

K Speaker 2: [Gasps] Do you?!

0:59:46

K Speaker 4: Working with the Medway Valley conservation people and North West Kent, I think. And as part of that we've got to do a heritage assessment, and so we use the selection guide to help write that brief. So even if you're not using them for selecting for listing or something they can be very good for establishing the significance criteria for particular [a monument type 1:00:07]. So we tend to use them for those purposes more than anything else. [That's for a] lottery fund bid but [Crosstalk].

K Speaker 2: I love civil defence. I was going to start a PhD in 20th century military architecture in September, but now I have to do my urban design MA, so I'm not. That's really cool.

K Speaker 4: Oh, right. Okay.

K Speaker 2: Really cool.

K Speaker 4: We'll let you know if we get anywhere. It will be a lottery fund bid, so we don't know whether it will work or not, but...

K Speaker 2: It's just to survey and record? Is that...?

K Speaker 3: There are so many [Crosstalk].

1:00:36

K Speaker 4: Well, originally the Medway Valley people wanted to turn 22 pillboxes into bat roosts and [came to us and] said, "Do you think it's a good idea?" And Historic England said, "Well, you've never done a heritage assessment of how significant some of these are or whether that would help them or hinder them."

So we've changed the project now to doing a kind of assessment, using volunteers to gather the raw material, a consultant to write the assessment, and then we can identify [biodiversity actions for a 1:01:01] follow-on project possibly. So there might be a bid going in later this year for a two-year project for us to do that.

K Speaker 2: Because there is a Kent survey.

K Speaker 4: [Defence of Kent] Survey?

K Speaker 2: Yes.

K Speaker 4: Yes, that was mine. We ran that out of KCC. We haven't done Sevenoaks or Tunbridge Wells.

K Speaker 2: No, you haven't.

K Speaker 4: It was all funded by the EU, so that's not going to happen [anymore 1:01:25]. But we do them on a periodic basis. Tonbridge is being done at the moment by a volunteer.

K Speaker 2: Is it?

1:01:32

K Speaker 4: A chap called [name]. Just on the town of Tonbridge, not the whole borough. So we can do it in bits and pieces, but it would be great if we could do the GHQ line down the Medway. That's our next goal.

K Speaker 2: Let's talk about this afterwards. I live in Tonbridge, and there's one really interesting building that's in somebody's garden, and it's not a shelter and it's not... And me and one of my geeky friends give each other [coggies 1:02:01] over the fence to see if we can work out what it is, because it has a really unusual entrance in. It's really, really odd.

K Speaker 3: Have you looked on the 1948 aerial on the [HER]? (Laughter)

K Speaker 2: No. It's definitely a-

K Speaker 4: There was an HQ with some tunnels in Tonbridge, so it might be [that 1:02:17].

K Speaker 2: Ah, see. This. We'll definitely talk afterwards. Sorry. Keep going everybody.

Interviewer: No, it's fine. I like it when people find [Crosstalk].

K Speaker 4: Anyhow, to inform that project we had to use the selection guide. These things have wider benefits than just being used for designation. That's the advantage.

1:02:33

Interviewer: Yes. One of the things I'm finding is that I don't think Historic England have a full recognition of how useful their selection guides are. Because sometimes it feels like a bit of an odd question to ask people, but the responses you get back Historic England just don't recognise that these [are valued].

K Speaker 2: That's not just selection guides I find there's loads of stuff they don't-

K Speaker 4: All their guidance, yes.

K Speaker 2: Because lately... Well, I say lately. Within the last five years suddenly there's loads of guidance on their website. And that used to be a real problem, I thought. The lack of generic guidance that would be available that would really help us.

K Speaker 3: Sitting on the fence guidance was more the norm.

K Speaker 2: Yes, exactly. Whereas now there's a plethora of stuff.

I fed back into KCOG a few years ago, "Can you let us know the guidance you're going to do?" Because we weren't used to having any guidance, we were looking at developing our own.

1:03:26 I think it was the windows guidance they did. Just as we were about to do a particular guidance, and we'd started planning it, plotting it, what was going in it, then we got a consultation that Historic England was doing a guidance on it. And it's like...

For example, the Heritage Statement stuff. Have you seen this come up in public consultation?

Interviewer: Yes.

K Speaker 2: [name] chanced upon it. Anyway, this is something that I've put on our work programme for this year, because we need one, and now here Historic... And we didn't know they were going to do it.

Interviewer: So notification of what guidance they're actually-?

K Speaker 2: Is planned.

K Speaker 4: They could always do with a little professionals only library database or something online, where you could put in a couple of tags and it will tell you what the most up-to-date guidance is or what year that was. Without having to fight your way through 58 different web pages.

K Speaker 3: They tell you, or Richard Morris tells us, just to sign up to the monthly policy newsletter that they send out.

1:04:25

K Speaker 4: Yes. But that will tell you stuff coming out, presumably. Whereas it would be quite handy to go onto this list I'm talking about, type in 'Georgian buildings' or something, and it will pop out and say what the most recent guidance was that might affect that. Or pillboxes or something like that. Tagged in some way.

Interviewer: Yes, I've got that one down.

Just a final one on that, have the Enterprise and Regulatory Reform Act provisions had any impact for you or not? [Crosstalk 1:05:00].

K Speaker 2: Can you even remember...?

Interviewer: Local Listed Building Consent Orders, National Listed Building Consent Orders.

K Speaker 2: Oh, right, yes.

Interviewer: But the one I'm particularly thinking of is, in terms of list descriptions, the blue polygon maps. The ability to exclude parts of building from being designated as a listed building. I didn't phrase that very well, but...

K Speaker 2: No, but I think we've mentioned that earlier when we were talking about listing descriptions being more... That's what we meant, included in those comments.

Interviewer: So it's the description that comes with that as well as the...?

1:05:42

K Speaker 2: Yes, it's everything. How I would look at it is the description includes that map. So any reference I've made to description means the map and everything as well.

Interviewer: Yes, okay.

K Speaker 3: For the other provisions we've tried to encourage [heritage 1:06:01] partnership agreements with some landowners and just haven't really got anywhere.

K Speaker 2: [Ditto].

K Speaker 3: And there's not really been any opportunities for the Local Listed Building Consent Order. Was the Certificate of Lawfulness in the...?

Interviewer: It was, yes.

K Speaker 3: That's picking up a little bit of speed. I'm finding that quite useful.

Interviewer: Okay.

1:06:34

K Speaker 3: Because it's a free alternative to having to pay £100 in our case, and much more in other authority's cases, for preapplication advice.

But yes, I suppose it's more relevant to your study. The provisions for the list descriptions [are 1:06:57] very, very, very [welcome].

Interviewer: So you haven't found any of those problematic?

K Speaker 3: No. They're just not used.

K Speaker 2: I tried to encourage, like you did, some...

The National Trust. We've got a few of those properties in the area. But we don't particularly have... I don't know. We could use them for almshouses, local list.

I've had discussions when it first came out, when I'd done the training, and I was all, "Yeah, this is going to be great. Let's do it." Then it hasn't really...

I think one of the things that I remember was this idea of whose responsibility was it to drive it? Is it the landowner or is it us? Because then there's going to be a legal document involved. Who's driving it? So I thought that was a bit vague.

The Lawful Development Certificates, we use them a lot, because we no longer tell people if their work requires listed building consent. If they're coming for pre-app and want to know, which they will be charged for, "We want to do this," we can give them an informal determination. Or if they want a formal determination from the local authority then we would do a Lawful Development Certificate.

1:08:39 So that's super handy, and I can see why that would work for homeowners a lot as well.

Interviewer: Cool.

Anything that you feel has changed for the worse over the past 10 years?

K Speaker 2: With regards to the listings?

Interviewer: Yes.

K Speaker 4: From our point of view, I think it's all been good process in the right direction, I think.

K Speaker 3: Yes, I think that's true. It might be ___[1:09:19] resources. Resources wise, obviously that's an issue, because it could have been even better improving the lists and resurveying etc. But there's not been any backward steps, I don't think.

K Speaker 2: Well, not deliberate ones. I think the curtilage issue is an issue.

K Speaker 3: Dealing with case law?

1:09:48

K Speaker 2: Yes. So now we are in the position where what previously we would have considered curtilage is no longer to be considered curtilage and so therefore not listed.

When previously, when they were designated, the intention would have been that [that 1:10:06] farm and its buildings would have been treated with the same protections as the farmhouse, and they just

weren't listed. Whereas now they would have to identify them individually.

I think that's left some of our more vulnerable buildings...

I think of a particular case where we have the most amazing oast houses and stowage. There's about eight of them, with a central building, all done in ragstone. They're pretty something.

It's part of a farm complex which is about to be redeveloped, and on the farm complex are workers cottages, and then some huge modern refrigeration units, and then some... I can't remember the name. Second World War throw up corrugated buildings. Two of those.

Had this all been subdivided, we wouldn't be able to protect those, but because this site wasn't subdivided we've been able to retain the smaller one, which will convert into an office, and it's been done really nicely and is going to look great.

Whereas we wouldn't have been able to do that. They'd have gone. They wouldn't even have had to ask us to demolish them. They'd have just been gone. So I think the curtilage is something that has quite a big impact on what we do.

K Speaker 3: Yes, we've just had a submission for prior notification for demolition of an oast. It's not listed.

K Speaker 2: And it would have been curtilage?

1:11:49

K Speaker 3: Probably.

Interviewer: Thank you for those.

Looking forward, if you were going to be able to make one change over the next 10 years, what would you pick and why?

You can have a bit of time to think about this.

[Break in conversation 1:12:09 - 1:12:32]

K Speaker 4: I can't think of anything dramatic. It's some of the things we've said. Personally, I'd love to see conservation areas organised as a dataset [more basically].

Interviewer: I think that's a really great idea. I like that one.

K Speaker 4: Something along the landscape _____. I would say you need some sort of landscape designation below AONB. Conservation areas I gather can be used that way but tend not to be, and I think there should be maybe something along those lines, but I don't know how you would do that. Nobody's going to introduce a whole new category of designation.

One thing which won't be relevant anymore unless we stay in the EU is that heritage designations don't have the same weight as natural environment designations under European law, because ours are all designated under national law not European, I think.

1:13:24 That would have been nice to have equalised, because sometimes we do lose heritage sites because of a conflicting natural designation, a Ramsar site or something which has EU backing behind it. But if we do leave then that won't be relevant anyway.

K Speaker 3: I guess mine would be sort of related to that. Just further work on non-designated heritage assets. Recognising, obviously, that it's not statutory. But Historic England do have a role in that. Well, whatever the government's advisory body will be.

It seems to me important that if it's going to be centralised then it really needs to be through Historic England. Whether that's guidance on how they're identified. Included in national depositories alongside the statutory designations, including conservation areas.

Interviewer: Cool.

K Speaker 2: I'm all about the legislation, I'm afraid, so like [name] it would be about non-designated heritage assets. Now we have a definition, which is great. That's a start. I think we need a wider framework that helps us identify and classify things. Not in terms of grading. Not that we end up with Grade I non-designated. Not like that. But so that we can help. It's all about understanding and helping people and ourselves and everybody who's involved in this. And the majority of people involved in non-designated heritage assets are not conservation professionals. So tools to help people understand that, so some form of framework, but then also some...

1:16:01 At the moment, the NPPF, we have things relating to demolition of non-designated heritage assets and the General Permitted Development Order and the legislation. Buildings within a conservation area need planning permission to be demolished. So there's a huge load of vulnerable heritage assets, non-designated heritage assets, outside of that.

It could be something like a prior notification for a heritage asset. Again, I can see that that's riddled with difficulties of how you would define it and what do you do once it's already been demolished and they haven't told you? But then that comes down to as well the hit and miss nature of local lists.

Although we're going great guns within our main town here, the rest of the district doesn't have anywhere. Tunbridge Wells has an SPD but no actual list. Where I live there's no list.

Essentially, one part of our district has better protection. Because our list, as you've met them you'll know, came about because they represented at an appeal and the inspector said, "Oh, no, it's not a heritage asset, because it's not on a local list or anything." And they went, "What? Well then we need a local list, because it was a heritage asset."

With that kind of attitude in mind, areas that don't have them are quite vulnerable, because a local list gives a definition and an expectation and a behaviour pattern.

I don't know. I don't know how you'd force people to do it, but I would like to see local list a local list as some kind of framework for classification of non-designated heritage assets.

1:18:07

Interviewer: Just a thought that occurred to me. I know that in Fylde they had not quite the same situation but similar, in that the civic society there funded the local list for Lytham St Annes and did one bit of the district. I think they're a district, aren't they? Then their conservation manager managed to get funding for the rest of the borough externally. I don't know where he got that from.

K Speaker 2: Well, that is actually quite a key question, where he got that from.
(Laughter)

Interviewer: Yes. But I was thinking...

K Speaker 2: That's the crucial bit of info. (Laughter)

Interviewer: ...that is the bit that we could email and say, 'Hang on a minute.

Where did you actually get the money to extend that?'

Basically, I think what he did was he said, "We've got the framework for this. We're ready to go and do the rest of the borough, because we've done it once. We've been through all the processes. We just need funding to..."

They actually got a neighbouring conservation officer to do it as a consultancy piece of work to do the rest.

K Speaker 2: It's probably going to go on our work programme for this year, depending on everything else that has to be done, but I'd had an idea, and we spoke about this when we met last time, about doing some kind of local list toolkit, and running almost...

1:19:37 Because when we went out to public consultation some of the parish councils and other local amenity groups were interested in getting involved. Other members from other parts of the district were all very, "How can we do this?"

I'd had a seed of an idea that we'd do a one-year programme. Once a month, for four or five months, we'd run a training session for two or three hours, where we would look at how you find historic maps. Then the next one being how you do historic research of your area. Then how you do a survey and how you do a...

So they could come along for each of these. Then after that they'd set out on their merry surveying way. Then we'd meet again monthly, but they would bring in the results that people had done from their surveys. And we would go through them and check them and say, "You need..."

Then at the end each area could put forward 15 buildings or something. We would then pick that up and do the work and take it forward.

It would be a lot of work though. [It's always 1:20:54] these things.
And in terms of the amount of resource we have available it's...

K Speaker 4: Isn't that usually the problem though? You can find the volunteers.
They will happily go out and do their work and gather the information.
But when it comes to the panel that's got to agree, "This is worthy of
putting on the local list," they can't carve out the time to do their bit.

K Speaker 2: But you know it worked quite well when we did the Sevenoaks
Society. It did work quite well. It's more the...

1:21:29 I think the problems I foresee with my grand master plan idea is that
we wouldn't get people's continued commitment. It's no good if
somebody from Oxford only makes the first thing about maps and
doesn't make the next one about the history, because the skills they're
going to have at the end of this to then go out and do the research...
They're going to come back with a load of poor-quality stuff, that then
is going to require more of our time and more of our effort to...
What we had with Sevenoaks were incredibly intelligent, skilled, and
committed people, who just... It was unbelievable.

K Speaker 3: IT skills in particular.

K Speaker 2: Yes, but they researched every house on every street. It's unbelievable
what they've done. They're almost the dream wonder team, and I think
the chances of us getting that level of commitment and understanding
elsewhere...

Therefore, the less of that we have the more it's going to take from us.

Interviewer: Would you see a national framework for local lists as a useful thing?

K Speaker 2: What would the framework contain?

1:22:55

Interviewer: Well, some local groups have fed back to me in focus groups that while a local list is local there's no starting point for them. So some kind of guidance that says how you go about creating a local list or what the criteria for a local list might be-

K Speaker 2: But isn't that what Historic England's guidance does?

Interviewer: I think there's some of it, but I suppose there's no... I suppose a template for a local list, to give groups a starting point.

K Speaker 2: I don't know how useful that is, because I think if you've got the nous to want to...

The guidance that's available from Historic England I think is good. You could obviously enhance it and make it more in-depth.

But then from a local authority point of view, to get something adopted to an SPD, which would be an adopted entry on the local list, it's not a great use of resources for Uncle Derek and Auntie Joan in Edenbridge. Personally have decided that three buildings make the criteria in their street. Send it in to us. We have to write a big report. Then we have to take that forward. That's quite a lot of our resource. It needs to be more coordinated.

Then I'd say if you've got a bigger group than what we have from Historic England at the moment is more than enough.

Would you say? What do you think?

K Speaker 3: Yes. If we used our SPD it would be fine. That was based on the Historic England-

1:24:58

K Speaker 2: Because I don't think the issue is people not knowing how to do it. I don't think that's the problem. I think the problem is understanding what the point is.

K Speaker 3: And the resources.

K Speaker 2: And the resources, yes.

K Speaker 3: I don't know if this is related to that at all, but it's just getting me thinking about frameworks and specific guidance. I do think that if we had – because it's still so woolly in the NPPF, and there might be Historic England guidance coming out [later 1:25:31] – a template for heritage strategies.

I know it would have to differ per authority, because of unitary, two-tier particular types of work programmes, but that's been a big issue.

Interviewer: Yes. Actually that came up in that KCOG this morning.

K Speaker 3: Yes, and the heritage conservation team, [I'm speaking for you now 1:26:03], has made quite a few attempts to coordinate Kent and it just hasn't really happened. Probably because we get back to our desks and [have our own] work.

K Speaker 4: In heritage strategies?

K Speaker 3: Yes.

1:26:17

K Speaker 4: Well, we've never tried to coordinate as such. We've tried to encourage people to do them, which actually most have now committed to doing them. And they do them in very different ways. Some do a light touch one. We did one in Dover that was just humongously over the top and you could never replicate really. But a lot of people are taking them forward. That element is going fairly well, I would think. But there is a lot of variation, it's true.

K Speaker 2: What are the benefits of a heritage strategy really? Because when we had the historic environment review one of the recommendations was a heritage strategy and then-

K Speaker 3: [Over 1:26:53]?

K Speaker: Yes.

[Transcription stopped for confidentiality]

K Speaker 4: I think the tangible benefits are that obviously you have to execute the NPPF, which has the basic policies for heritage. What a heritage strategy can do is help you figure out the best ways to do that in a way that is really going to enhance life in your particular borough, rather than a by-the-numbers execution of the NPPF.

1:27:27 I think it was Tonbridge or something who their Local Plan was to say, “We’re going to do the NPPF.” That was it. That was all they had. And that will lead to-

K Speaker 2: I know. I’m on the committee of the civic society and we wholeheartedly objected to it.

K Speaker 4: So did we. Glad to hear it.

But that, in a sense, is the other side of the coin. If, like Dover have done, you have a good heritage strategy, they’ve been able to use that to bring in money to sustain heritage assets, to enhance certain heritage areas, to help them bid for money from lottery fund, EU, government, to support certain key heritage landscapes. It’s reinvigorated quite a lot of their local community groups and so on.

So you can use all of your government legislation, whether it’s the NPPF or other bits and pieces, it can be health legislation, anything, to enhance the life of the borough as reflected through the heritage.

But you’ve got to bring all that together in one place, and that’s what your heritage strategy does. Otherwise it just gets dissipated amongst all the different competing needs.

K Speaker 3: And it increases the presence of it within each authority. I think that’s where we’re struggling, in my view. That’s why I want something quite punchy and succinct, instead of the opus that my colleague is writing. (Laughter)

K Speaker 2: Who’s writing it? [name]?

1:28:51

K Speaker 3: Yes. Which has a good basis to it, but to me it's... And that's related to leveraging funding as well, increasing the awareness of the Heritage Coutns points that [Crosstalk].

K Speaker 4: I think in the future as well your Local Plan might be deemed to be unsound if you haven't got one. So many local authorities now are developing them. Those who haven't are going to stand out like a sore thumb.

K Speaker 2: Well, one of the things that I'm encouraging to do is about this horrible management speak of silo working, so that the design and conservation team aren't just solely limited to working in development management.

We have an economic development team. We build our own council houses. Or we're just starting to build our own. We have our own company that's set up to do that.

So there are opportunities for us to give design input and heritage input into other areas. In that respect it kind of reflects that, because it's about how you can trickle down heritage into every part of the council, not just within DM and in development policy.

K Speaker 4: It brings in things like health and wellbeing, landscape, all these kinds of kinds of issues too, that otherwise just go in parallel with what you're trying to do on heritage and don't actually interact with them.

1:30:29

K Speaker 2: Yes, but I'm just thinking of the other statutory responsibilities that a local authority has and how we could impact that with a heritage strategy that is...

Interviewer: I said to the KCOG this morning I'm doing a chapter of my PhD on heritage strategies. So if you ever want a quick source of a particular type of example of heritage strategy I have so many stacked up on my laptop. From three pages, Hastings, to seven hundred pages or something. And from very asset focused to very people focused, which is the other spectrum that I'm pulling out of the heritage strategies.

K Speaker 2: Have you measured or is there any measure of success of these different types of...?

Interviewer: No. I'm really looking at the variety and content of them, and how they link to the NPPF, and how they link to other influences and sources [of heritage 1:31:48].

K Speaker 2: Do you know what? I would add to what [name] has said, which is quite a good point, about the heritage strategy, a template. It would be useful to have a joint guidance document. So not Historic England on its own but with something like Department for... What's it called? The DLG. Department for Communities and Local Government.

1:32:10 Again, if it just comes from Historic England, that's not really the purpose of it, is it? The purpose of a heritage strategy is to get a local authority to think about how heritage can permeate throughout. So to have buy in from the local government... No, they've got a department for-

K Speaker 4: DCMS?

K Speaker 2: No.

Interviewer: DCLG.

K Speaker 2: I thought they'd changed their name to something else.

Interviewer: Oh, they might have done, but [Crosstalk 1:32:36].

K Speaker 2: That's why I'm stumbling over it. So to have another government department buying into that.

I'm just suggesting, [name], that guidance on heritage strategies should be a joint guidance with Historic England and the department for local government and communities or whatever it is.

Because if the purpose is to permeate this throughout the different functions of local authorities, to have a wider – oh, what do you call it? – champion/patronage of it would be more useful.

1:33:10

K Speaker 4: In a similar way, we could do with template policies, heritage policies, for Local Plans. It's a bit late now, because everybody's more or less finished their first tranche, but they're coming round again fairly soon.

The quality of Local Plans is massively variable, and because they do relate to designated assets most of them will say something about listed buildings or conservation areas.

K Speaker 2: Unless you're Tonbridge.

K Speaker 4: Except Tonbridge. It would be great to have some model clauses, some model policies, next time around that we can push on local authorities to say, "Look, this is what a good policy on listed buildings or conservation areas looks like."

K Speaker 2: There's a problem with that, though, because it has to be pertinent to the local area and there has to be some kind of evidence base. And I think if we just give local authorities the wording of a policy there's no buy-in on that.

K Speaker 4: No, I agree.

K Speaker 2: Something that we've done at Sevenoaks and Tunbridge Wells have done is we did this historic environment review, so part of the evidence base. It was a decent document. It got there in the end. It's much better than nothing. But it informed specific policy specifically for us.

1:34:29 If Local Plan writing is so pressured, if you then offer your planning policy manager a tick-box exercise in terms of what to have for the heritage policies, then they'll just go, "Great. Yes, we'll do this."

K Speaker 4: Yes. What I'm more talking about is if Historic England could issue guidance saying that, "A good Local Plan, in terms of its heritage provision, should provide for these areas, and you need to specifically mention them all and discuss them all, and this is what you-"

K Speaker 2: Definitely. I totally agree with that.

K Speaker 4: Not so much cut and paste a policy, but so you don't get somebody like Tonbridge come along with nothing and then somebody else come along with 58 different heritage policies. What do you need to do to deliver an effective Local Plan?

K Speaker 2: I am not clear about how far we could have gone with our heritage policies, how aspirational in terms of the extent and...

I'm kind of attached to the side of the Local Plan. The planning policy team rumble this on. They're under all this pressure. Then every so often they'll say, "Can you write this?" And I'll say, "Okay. How long have I got?" "Tomorrow evening." So having some kind of guidance that showed...

So that I wasn't reactive to what they were saying. Because they know all about this, and I don't.

1:35:51

K Speaker 3: Exactly the same situation as me.

K Speaker 2: I'd much rather have some guidance that says, 'You're allowed to do this. You can do that. You can say this. It needs to be this. Cover these topics'. So I was less reactive. I think that would give everybody a good steer because...

K Speaker 4: If nothing else, hardly any Local Plans change once the first draft is written. They get tweaked. But we see massive things wrong with Local Plans, made recommendations, and they come back exactly the same, just with a couple of words added. The minute there's a publication or a consultation version it's too late. So if you got the guidance upfront...

And it would be talking about the designations and also the non-designated assets. That would be one of the things it would say. 'You need to provide for your non-designated assets as well'.

K Speaker 3: And themes. That's been hugely important with Dover and taking through the historic environment review, which has been diluted in our...

K Speaker 2: ___[1:36:47]. (Laughter)

K Speaker 4: Talk to [name] at Dover about the use of a heritage strategy, what use it's been, because they're quite fans of it, so she should be able to say what they've actually done with it.

1:36:58

K Speaker 3: And [name].

K Speaker 4: [name] at our place. But he wrote it, so he's probably not entirely neutral. I think I probably talked about this, about how they've used it.

K Speaker 2: The new conservation area appraisals that we're doing are all short and snappy. Short and snappy is the way forward. So definitely, in order to secure the funding, I'd have to be quite clear about what the benefit is and quite clear that it's going to be a readable document that will have benefit.

But the stage we're on our Local Plan now it's not really going to be much of an evidence-based document if we're just at Reg 19.

K Speaker 4: No, that's true.

K Speaker 2: We're kind of past it.

K Speaker 4: It's next time around, isn't it, really?

K Speaker 2: Well, no.

K Speaker 4: I'm afraid I probably need to head off, because I'm going to get a ticket otherwise, if that's alright.

1:37:45

Interviewer: [Crosstalk]. Yes, I was going to say. We've got five minutes. Yes, that's fine.

I don't think I've particularly got any time for a last question, so I was just going to say is there anything that we should have discussed but haven't or you want to draw my attention to?

K Speaker 4: What was the last question?

K Speaker 2: [name] can answer the last question first, because he's got a few minutes. Have you got a few minutes?

K Speaker 4: Yes.

Interviewer: It was just how well do you think current legislation policy and guidance are working together? So it's quite a big question. (Laughter)

K Speaker 3: Yes, still haven't quite got there between-

K Speaker 2: [name] first. (Laughter)

K Speaker 3: Oh, sorry.

K Speaker 2: He's running out of time.

1:38:17

K Speaker 4: Well, all the different legislations come in at wildly different points in time. It's all cobbled together, really, rather than joined up and unified. They were of course going to have a heritage...

What was the Act that was abolished or abandoned about 10 years ago? Whatever it was called.

Interviewer: Draft Heritage Protection Bill.

K Speaker 4: Which was going to obviously review all this stuff. They still do need to do that at some point. I know it fell by the wayside then but...

K Speaker 2: That became, I'm going to say, the ERG. No, it's not that.

K Speaker 4: PPS, is it, or something?

K Speaker 2: No.

Interviewer: A little bit of it went into ERR.

K Speaker 4: Whatever it was. But the things which called that idea into being, about the legislation being largely out of date and slightly antiquated, is even more true now, so they do need to not let that die a death.

1:39:08

K Speaker 3: There's the all parliamentary group, isn't there, that Richard Morris sits on? That's still taking-

K Speaker 4: Yes.

K Speaker 2: Does he sit on?

K Speaker 3: Yes.

K Speaker 2: Brilliant.

K Speaker 3: And linked to that the Heritage Alliance.

K Speaker 4: Yes. Well, there's loads of good sources of information out there and advice.

K Speaker 3: Just not anything leading towards... Well, I don't know. I keep losing track of what the all parliamentary group does. But every once in a while you see something in the Heritage Alliance newsletter about work being done about VAT and all that sort of thing.

1:39:46

K Speaker 4: Yes. We were on one of the ____, I'm not sure if it still works, on industrial archaeology. They can make reports, but they have no

power. They're quite influential in that somebody's got to respond if they make a report.

I think the one you're referring to made its report, Historic England responded, because I think it wasn't entirely happy with some of the conclusions. Yes, I don't know what happened after that, but that was about three years ago now.

K Speaker 3: Oh, was it? Okay.

K Speaker 4: Yes, but it just needs a comprehensive review really. Not because there's anything fundamentally wrong. I don't deal with the legislation you deal with. Nothing fundamentally wrong with it. It wouldn't be a disaster if nothing happened for the next few years. But it does need reviewing at some point.

Interviewer: Thank you very much.

K Speaker 4: Sorry. I'll have to dash, I'm afraid.

Interviewer: That's great. Thank you very much for coming.

K Speaker 4: Not at all. [It was very interesting 1:40:37].

1:40:38

K Speaker 2: I would say, in response to case law, it needs to be updated. Legislation needs to be updated to respond to established case law. I'm going to say it again. Particularly the whole curtilage thing. An actual workable definition of curtilage now, rather than this bonkers interpretation of, "Well, [which 1:41:02] ownership was it when it was listed?" and, "Is it this?" and, "Is it...?" It's all...

K Speaker 4: Can I find my own way out or are there swipes or anything?

K Speaker 2: No. [Crosstalk].

K Speaker 3: [Then] correlating the terminologies in the NPPF with the primary legislation.

Also because I'm getting Heritage Collective consistently saying that you can't apply less than substantial or substantial harm to non-designated heritage assets, because of one particular legal decision...

And I think that they're wrong, but obviously it means that every time I have to say, "Well, here are other examples of appeal decisions," and things like that, "that apply those tests to non-designated heritage assets." That's quite a big problem. They're being really pushy about that.

K Speaker 2: Yes. It's all about clearer definitions then, isn't it?

K Speaker 3: Yes.

1:42:05

K Speaker 2: You go along to an Historic England course on assessing substantial harm, and you spend six hours making what seems like very sensible decisions, until you leave and you think, "Actually, you don't know either, do you?"

You actually need to say what is substantial harm. Certainly more than is said now. What is less than substantial harm? Rather than saying, "Apply the test," and the test is does it substantially impact on the significance?

K Speaker 3: And that scale that's occurring on the lower or the higher end of less than substantial harm. And then there's no...

Apart from a few things like that matrix in the British Standard in terms of major or minor impact. Sometimes that's used. But understandably there's no way of identifying where on that arbitrary point on an arbitrary scale that it is.

K Speaker 2: Exactly.

Interviewer: If you were king or queen of your own country, or prime minister, would you list heritage assets?

K Speaker 3: Yes, definitely.

Interviewer: You would? Okay.

K Speaker 2: What do you mean?

Interviewer: Well, if you had a country, would you be like, "I'm not doing this. It's not worth it"? Or would you be like-?

1:43:40

K Speaker 2: Oh, you're asking the wrong people there. (Laughter)

Interviewer: See, some people go for a different approach of not designating anything and would make assessments...

I think the Netherlands have a broad character system of areas. They don't have individual designations. It's more like a characterisation approach. Then you deal with things in terms of the area that they're within.

K Speaker 3: They obviously don't have evil developers. (Laughter)

K Speaker 2: Yes. Or put much value on interiors.

K Speaker 3: Any type of developers. Yes.

Interviewer: So you both have...

Would you have local and national?

K Speaker 3: Yes.

K Speaker 2: Definitely national but perhaps a more coordinated approach to non-designated.

1:44:30

K Speaker 3: Yes, making clear that on both levels you're keeping the best examples.

K Speaker 2: Yes, absolutely, but also what we mean and the different types, so walls and...

We had some lovely kerbs and stone-lined gutters and retained stone walls with the rails and all of this, which we just chucked on the local list. You wouldn't need planning permission to remove any of it.

I suppose that's when I was talking about classifications. There's all this stuff that can be affected by planning legislation and stuff that isn't, but it still doesn't...

When you're dealing with a statutory listed building it is all about a planning designation and a planning activity, which with locally listed buildings or locally listed structures it's not always affected by that.

[Transcription paused]

1:45:34

Interviewer: Oh, good. Thank you. Thank you very much for coming.

That was all my questions anyway. If you think there's anything else I need to know you can always drop me an email. Some people have moments on the Tube where they email me with random thoughts. I think it's much healthier to just leave it alone, to be honest. (Laughter)

K Speaker 3: Because we often are working in isolation, apart from the county meetings, and if you are able to afford going to them the national annual school, then any sort of forum like this, particularly where your research ___ Historic England ___.

Interviewer: Cool.

[End of transcription]

Supplementary interview: referenced as 'Kent 2'

Kent

Number of participants: 1

START AUDIO

[0:01:40]

Interviewer: Obviously I already spoke at the KCOG last year, but that was quite a while ago. Did you have any questions about the research?

Participant: No, not particularly from what I remember, not much of it. But yes, it seemed quite an interesting project at the time. Yes, it would be good to be involved in.

Interviewer: Yes. Basically it's a collaborative with Historic England and the University of York. It's titled 'A critical examination of the development and impacts of statutory and non-statutory heritage list'. Yes, you should have it on your first sheet.

Participant: Yes.

Interviewer: Basically the key thing for today to take from that is that obviously I am looking at the NHLE, but I'm also looking at local lists, and HERs, and actually conservation areas.

0:02:36

Although we might not consider them a list necessarily, conservations areas have come into it as well. It's locally managed and statutory, and so we can talk about any of those links today.

Participant: That's cool.

Interviewer: Important business to remind you of. If you want to withdraw, just let me know. There is a date on there. It's quite soon now because obviously I'm quite near the end of the PhD.

Participant: Yes, that's fine. I can't see why I would need to.

Interviewer: Yes. I've already told you about the anonymisation, so that's fine. The very important business of biscuits. If you would like a biscuit, please do help yourself.

Participant: Thank you very much.

Interviewer: Yes, okay, so I think that's everything I need to tell you. Do you mind me starting to fire some questions at you?

Participant: Yes, go ahead.

0:03:30

Interviewer: Okay. First thing, obviously I've said about statutory and non-statutory. It would be really useful if you could just tell me where things are at local list wise, HER wise in your local area?

Participant: HER. We use the Kent Historic Environment Record, so that's held by KCC. We are a unitary authority. They do our heritage and environment record, and also our archaeology as well.

Interviewer: Right. Okay.

Participant: We use their archaeologist.

With regards to a local list, we don't have one. We have started, so we have got a database of about 600 buildings that is completely unofficial and completely top secret. But we do it on a case-by-case basis. When we get pre-applications in, when we get planning applications in, we determine whether we think they are non-designated heritage assets.

But it is an ambition. We have put it in our heritage strategy that I've just recently drafted as an ambition going forward for the next couple of years really, where we have got a heritage action zone for Chatham [intra 0:04:30], we are hoping that might provide some kind of trigger to help us actually start establishing a local list. We can actually start looking at a framework for how we identify them using the resources that are going to be made available as part of that project.

Interviewer: Right. Okay. Cool. Are you thinking of that in terms of very much council led?

0:04:50

Participant: Very much so. Yes, council led, but we have got quite a few heritage groups around here as well, so getting them involved would be really good. We have got a really good one up in Cliffe Woods at the moment. They are producing a neighbourhood plan. They are absolute boffins up there on their local agricultural heritage and industrial heritage for cement manufacture and brick manufacture. Yes, so that will be an invaluable resource I think.

I've got a meeting with them tomorrow to actually start discussing points like that as well really, just to make them aware that it would be nice to work with them some time in the future.

Interviewer: Yes. I've actually done, so some of my focus groups have been with local stakeholder groups, civil societies, historic societies, whatever, community groups that are really active, and obviously have come across some ones that are heavily involved in local lists.

Participant: Yes. I think they are an invaluable resource. I mean at the end of the day we kind of look after these buildings for the community. These community groups are the ideal people to recommend buildings to us. The more involvement we get, I think the better it's going to be for everyone really.

Interviewer: Cool. Okay. Yes. You've kind of, local is bubbling away in the background.

0:06:05

Participant: Yes, very much so. It's very much on our horizon, because we are starting to understand a lot more about our non-designated heritage assets that we didn't previously, and we are starting to realise it's becoming a bit of an issue doing it on a case-by-case, planning application-by-planning application basis. It just doesn't provide us with the clarity for validation, validating planning applications.

Or planning officers not understanding what a non-designated heritage asset is. Also developers and owners of these buildings, you know, they don't realise that they are important to the community, important to Medway, that kind of thing. I think it would just be helpful to everyone really.

Interviewer: Yes. Okay. Cool. That's good. I think I've got a picture of, yes, where you are at.

Participant: Cool.

Interviewer: Right. Thinking about any of the lists really, what do you think about their content and coverage? Obviously we know there are variations across the country. How do you feel yours are, and how do you feel about the national picture?

Participant: I can only really comment on Medway, because that's the only ones that I get involved in, other than when we go to our own conservation officer group meetings for Kent, and we actually go out and visit other listed buildings and such like, and you see people's understanding and knowledge of those locally as

0:07:27

well.

Yes, we have got a lot of listed buildings that do have very short listed descriptions for them. We do try and get that across to people that that is really a descriptor of the building, of actually identifying it in the street for example, you know, rather than actually understanding its significance, that we do try and tease out through heritage statements and such like. Yes, I think it needs a lot more work, but it's a massive task. I don't know if Historic England are ever going to have the resources to do it.

Interviewer: Yes. Okay. You have got some quite short descriptions?

Participant: Yes, very much so.

Interviewer: In terms of the coverage in the area, do you feel there are any gaps for you that are noticeable?

Participant: What, as in listed buildings, or as in content within them?

Interviewer: Oh, well either.

Participant: Either/or. I don't know. We have got a few non-designated heritage assets that we have identified that we think could potentially be listed. We have started putting buildings forward for listing recently as well.

0:08:36

Yes, there are some gaps, but it's just as and when you identify them. I think the local list is going to help us with that as well. Yes, quite greatly really. We've found some absolute fantastic buildings that we didn't know about before. We do wonder how good a quality they are compared to a lot of other ones that maybe we should put forward.

Content wise, yes, there are quite a few gaps. I think for us it's not so bad an issue, because we kind of understand that they are just a descriptor, and so, you know, we want to dig a little bit deeper into understanding them. But I think it does give owners and developers a little bit of maybe a false indication of what is actually listed as part of the building.

We still do come across people saying, "Is it just the outside of it that's listed?" Which, you know, is quite worrying. Things like curtilage buildings as well, descriptions of what's actually covered in the curtilage and stuff like that. Just understanding the history of the building I think is really important. I think it really benefits people.

Interviewer: What about in terms of the form that the lists take, where you kind of access them, how do you feel about the information you have got there?

Participant: I think it's really good. The Historic England one I find really, really helpful. I struggle with it when it's point data, when we have a 100m long wall that's listed, but there will just be a point in the middle of the wall.

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But I can understand why you can't draw polygons instead on the GIS, you know, because you are kind of identifying the extent of what is listed then.

But yes, I think, I don't know how you could really change that to be honest. But you know, it's just where we've got quite a few walls and large buildings that are listed, it can be quite problematic to find them. You know, the public might not be as competent with GIS maybe as planners are, maybe.

Interviewer: Yes. Have you got any ambitions in terms of your local lists?

Participant: Yes. We have previously created polygons for listed buildings, which is slightly dangerous I feel. But I think it does then start to articulate the scale of listed buildings, the actual size of them. We have got some that are terraces where it will say, "Door numbers 35 to 55 are listed." But you'll just have one point in the middle of the building. Actually just drawing a block over them I think really helps.

Then just having the kind of get out clause of, "That doesn't show what's listed, but it does show the buildings that are listed." Yes, so I

think we'd need to look at something like that for our local list, so we can actually be a little bit more definitive about it.

Interviewer: Are you aiming for your local list to be something that's internal access, public access?

0:11:34

Participant: Public access hopefully, yes. I've worked quite closely with the GIS team anyway. We have got quite a good online mapping system that, yes, hopefully we can keep live. As and when we get a new addition to the list, we can publish it straightaway, as we do with listed buildings currently, and conservation area alterations.

Interviewer: Yes. I know that the Sevenoaks group also managed to make their Sevenoaks town centre local list compatible with the Kent HER.

Participant: Ah yes. That's a good point as well, because you would have the crossover there too. Yes, we work quite closely with KCC, with the archaeology. I've met [name], who deals with the HER over at KCC a few times recently, which is quite handy, because we didn't really have much contact with them previously. Actually establishing that link where we can actually feed information back and understand how important it is to keep that HER updated, so yes, as soon as we can get official information to them the better, I think.

Interviewer: Okay. Cool.

Participant: We do actually find that with heritage statements and suchlike, a lot of developers do actually refer to the HER as a first point of contact, first

port of call really for understanding non-designated heritage, and actually do refer to that for non-designated heritage rather than actually coming to us as a

0:12:59

council first.

Interviewer: Right. Okay.

Participant: It is a bit confusing. Maybe other ones on there, when they submit the heritage statement where we have to say there are actually other buildings on there that we would consider non-designated heritage that could be impacted by your development, which is interesting.

Interviewer: Of course, yes, because you are a separate bit.

Participant: Yes, we are separate.

Interviewer: Okay. Yes. How do you feel about the information and the access for the HER?

Participant: Not as good as Historic England's. The KCC mapping just is a little bit clunky and out of date, so it's very difficult to access. Yes. I do tend to struggle with it a little bit. The search system that they use is very clunky as well. Yes, I do struggle with it quite a bit, I must admit. But the information is there. It's just the amount of researching and being patient with it.

0:13:56

Interviewer: Yes. Does it encompass listed building stuff as well as archaeology?

Participant: Yes, I believe so. Yes, I think it has got listed buildings on there, conservation areas, archaeology finds spots, all that kind of stuff.

Interviewer: Yes. Okay.

Participant: Yes, wrecks, battlefields, everything. Yes.

Interviewer: Okay, the whole lot.

Participant: Yes. It's pretty comprehensive.

Interviewer: My research really leads on from something that was done in 2010. Sorry, I keep going to say 2020 now. 2010. I was wondering if there is anything that you can think of that's changed in recent years since then about the way we manage heritage with lists?

Participant: It's difficult for me to say, because I've only worked in conservation for about a year or so now.

0:14:50

Interviewer: Oh right, okay.

Participant: I worked in planning and policy before that. It's difficult for me to say. But I think it seems to be grappling with non-designated heritage assets is something that's emerging to be a bit more on the horizon I think, as something that we want to control. Yes. I think understanding the significance of heritage assets as well. Maybe that's just my junior view of the heritage world.

Interviewer: No, definitely not. Conservation principles, which for some people is now so embedded in their thinking, the original one of those was 2008. That's when significance came into it, so yes.

Participant: Yes. I mean I don't know, unless you know, if you were outside of a heritage role whether you understand heritage in that way, or whether you just see it as old buildings, and so it's just always associated to the age rather than use, or the importance of it to people, to communities, or what it actually represents. I think it's getting that message across that is important as well.

We try and do that here with lunchtime learning sessions and things like that for our planners where we just teach them about heritage a little bit.

Interviewer: Yes. Nice. Have you encountered some of the longer list descriptions, the new ones?

0:16:19

Participant: We have, yes. This building is one of them actually.

Interviewer: Oh yes, of course.

Participant: Yes, this was listed about two or three years' ago. Yes, fantastic. Got such a good, long description, so much more information than I could ever find for it, which is really, really interesting. I think it just gives a lot more benefit to actually understanding the building.

But I do have a slight concern. Because it goes into so much detail, if there are elements missed out there is an assumption that they are not covered within it, which kind of counteracts.

For example, the green carpets in here, which was the corporate colours of the company that actually built the building, but nobody really understands that. Yes, so there are always questions about, "Why don't we get rid of the green carpets?" We just have to express that they are actually quite an important part of the building. It sounds silly, but yes, to [name] and I it's quite an important feature.

Interviewer: Yes. I was actually musing on these seat coverings.

Participant: Yes. The pleather sofas. Again that's all original. It's all original in the canteen as well. It's kind of a bit of discussion whether they are covered as part of the listing. Yes, that's a debate that we have with our property team who want to recover them.

0:17:40

Interviewer: That can happen. We are in King's Manor at the University of York. Some parts of that building are 15th Century. It's got a scheduled monument underneath it. We still have conversations with the university and properties. It doesn't really matter how old it is. That still happens.

Participant: Yes, exactly.

Interviewer: Right. What was I? Oh yes.

Participant: Sorry.

Interviewer: Yes. I was thinking a few things that I know have changed quite recently. I just wanted to ask you about those initiatives specifically. The three that I'm thinking of are enriching a list, of the Enterprise and Regulatory Reform Act provisions, the only one I'm thinking of really is the one, and this might be interesting in light of what you said about your local list polygons, the one that ends up looking like this where you get the blue polygon. Have you seen these?

Participant: No I've not, no.

Interviewer: Ah okay. That's fine. I often talk through them anyway.

0:18:47

Participant: Yes, sure.

Interviewer: The other one is the selection guides, which have kind of been about for a while. Actually, they were only fully published as a set in 2012. They are pretty recent.

Participant: For deciding on what's appropriate to come forward for listing applications?

Interviewer: Yes. Those are the ones.

Participant: Yes.

Interviewer: Shall we have a look at them now? Do that first?

Participant: Yes, go for it.

Interviewer: Yes, so obviously this came in. It would be 2015.

Participant: Oh right, okay.

Interviewer: This is just, I mean I could go through it on my laptop, but maybe it's just...

0:19:30

Yes. Okay.

Basically, if you imagine you are on the NHLE. You take that one.

That's easier. You go to the list entry, and here we are in a mill.

What's it called? High Mill. Yes. Basically, you imagine that you've already had your list description further up this page, and it's been updated so it's got quite a lot of detail to it.

It includes a section on what is included and what isn't included because this provision is to exclude parts of the listed building so that only what is coloured blue on the polygon is listed.

What you are seeing here is actually an 18th Century mill core in blue. Then you've got a wheelhouse attached to it that is within the blue polygon, which is the bit that is shorter.

Participant: The pokey bit, yes.

Interviewer: Then attached to that where it's not blue on this end, on the sort of north end of it are some 19th and 20th Century additions. Then the thin bits are bridges that are attached to it.

Participant: Oh right, yes. They are actually attached to the factories. Yes.

Interviewer: The ERRa provision allows Historic England to list the building and exclude parts of the building from the listing, and then describe it above and then use the blue polygon. It doesn't sound like this is something that has happened a lot in Kent so far.

0:21:19

Participant: No. I've not seen this before.

Interviewer: Okay. It's not usually retrospective, unless someone is paying to have it fully enhanced.

Participant: Yes.

Interviewer: It would only happen if you have got a new one where they decide to use the provision.

Participant: Oh right. It's not a consistent approach for all new listings?

Interviewer: No. It's a choice whether they feel it's an appropriate tool to use. You get this paragraph, the one that says the list of buildings coloured blue, 'Pursuant to blah de blah.'

Participant: Oh right. That's interesting.

Interviewer: They put that onto the list entry.

Participant: Yes.

0:22:14

Interviewer: It's quite interesting that you haven't come across it, because it suggests there might be some variance across the country, either in the amount of stuff that is getting listed, or in how often they are using the provision.

Participant: Yes. If it came in, in 2015, maybe we've had five or ten listed buildings since then. I can't remember seeing any of them.

Interviewer: Yes. Maybe they just didn't feel it was necessary on anything. It might just be an absolute fluke.

Participant: Yes. I think maybe the buildings that we have had off the top of my head have been singular buildings, so no extensions or anything like that, so maybe it's not just appropriate to use them in that instance.

Interviewer: But given you said about the polygons for the local list, and when you were saying about the descriptions, the longer descriptions that are not included, how do you feel about this?

Participant: Yes. I think that kind of works quite well really, because the other buildings you can still consider to be in the setting of it anyway. Even though they are not listed, they do still have some protection against them. I'm just trying to read the paragraph where it mentions about the curtilage.

0:23:40

Interviewer: Yes of course, because it's quite wordy.

Participant: Yes.

[Break in Conversation 0:23:45 – 0:23:55]

Oh right, so the blue actually covers the curtilage buildings as well. Is that right how I've read it?

Interviewer: Yes. I find the curtilage quite confusing, to be honest, because it's not, yes, you have still got a setting, but you've not got... These buildings are therefore not curtilage of the listing building, I think.

Participant: Yes. That's how I understood it.

Interviewer: But is there still a planning curtilage element that might remain?

Participant: I don't know, because it is still one building.

Interviewer: 'Structures attached to or within the curtilage of a listed building are not to be treated as part of the listed building.'

Participant: Yes.

0:24:45

Interviewer: Yes.

Participant: I think in terms of assessing the significance, it will just be the main blue polygon, which seems right, which would probably work quite well for local list, because then you can actually tie it to, yes, what is actually important about that structure or building that you are actually locally listing.

Interviewer: Yes. I suppose it might be something to be aware of, in terms of if you had more of these on your statutory list, and that was the definitive line, and then you had your local list, but the polygon was not such a definitive line that might be a slight point of confusion. Although I don't know how many of the public would get into that in-depth, so you might feel it's not a problem.

Participant: No. I guess depending on the importance of these you could always have these as locally listed extensions to the listed building.

Interviewer: Yes, that's true. You could. Yes.

Participant: They might not be nationally important, but they still might be locally.

Interviewer: Yes. Absolutely. There we go.

0:26:06

Participant: Interesting. I will hopefully see some of these in the future then.

Interviewer: Yes. That is one of the provisions. Alongside the Heritage Partnership Agreements and those bigger ones, that's the one that is the more direct one. I found when I am talking to local stakeholders that for some people that makes it really clear. There is a kind of, "Ah yes that's really clear."

Participant: Yes. I think you get that reassurance from the public generally as well. When you see a scheduled monument you know what the boundaries are to it. You know what extent it covers, whereas yes, with listed buildings it just becomes a little bit fuzzy around the edges.

Interviewer: Yes. It has also thrown up some concerns about the setting, or nibbling away at the edges of a site of a listed building really.

Participant: Yes. But I think with the extra tools that local authorities have, like local lists, you can always protect these extra elements to buildings anyway. Yes, I think it's definitely helpful.

Interviewer: Cool. Thank you.

The next one is Enriching the list.

0:27:28

Participant: I've seen a few of these. It seems like we have got a local photographer that has been submitting loads of photographs.

Interviewer: This is just a printout of what it looks like if you scroll down the entire thing. You might already be familiar with it.

Participant: Yes.

Interviewer: This is just a common mill. It has just got a photograph on it. But in other groups I have shown ones where they linked to a journal article.

Participant: Yes. I have heard this as well.

Interviewer: Yes, where they write something a little bit more about the building. Also, I don't know, the Palace of Westminster one is getting quite interesting now, because the photographs chart the scaffolding going up, so you can see the conservation work starting to take place on the building.

Participant: Could this actually be used for files associated to the building as well, so say somebody finds the original building plans, or the owners have got the original building plans, can they upload them and attach them there or something like that? I'm just thinking, just as a bit of a repository for just interesting information.

0:28:44

Interviewer: I think they may have to store them elsewhere online, and then link to it. I'm not sure. Oh, well, it does have an upgrade facility for the

photographs. I suppose it would then depend on the size of the document upload. I've not actually seen a case where someone has done that.

Participant: No, it's just a thought. It does become quite a good little central place where people are compiling a heritage statement to actually have a lot of background history that they can then look into further. You know, even just as prompts for things to investigate.

Interviewer: Yes.

Participant: Yes. That's interesting. Yes, unfortunately it doesn't work on our computers here, because we don't have Google Chrome. We have got Internet Explorer 11, so we can't actually view the photographs for some reason.

Interviewer: Really?

Participant: It says our browser is out of date.

Interviewer: Oh no. Okay.

0:29:45

Participant: Which is quite weird, but that's just our backwards IT unfortunately.

Interviewer: In terms of accessibility, photos fail.

Participant: Yes. Only for us. Maybe for other local authorities that are in the same situation.

Interviewer: Okay.

Participant: But yes, I don't know if it works on Microsoft Edge, because we are being migrated over to that slowly. But it still defaults to Explorer 11, which doesn't work.

Interviewer: Right. Okay. I've not come across that before, but fair enough.

Participant: That's local authority IT for you.

Interviewer: Yes. How do you feel about anybody being able to just add something to that?

Participant: Yes, I think it's a really good tool.

0:30:30

I assume somebody administers it at Historic England's end to make sure that people aren't just uploading photographs of another building, or yes, you know, something unauthorised that has happened to the building for example, and using it for those types of purposes.

But yes, I think it's a really good idea. It kind of gets people engaged with it. That's, I think, what we need to do across the board really, is just more engagement with our heritage.

Interviewer: Okay. Cool. Then the final one that I picked out was the selection guides. I haven't got one with me. Obviously we could look one up. But basically I think the key thing that I've realised is that the local stakeholder groups haven't necessarily cottoned on to the fact that the selection guides are the indicators for what can be nationally listed, or not. They are the guidelines.

Participant: Yes. I think the home page for, I think it's called 'What We List' or something like that is quite informative anyway. That gives you a very quick breakdown of what is worthwhile putting forwards basically. Yes, we have only recently started looking at listed buildings. We have only put one forward for years now I think it is, and that was a couple of months' ago. We've not really had to engage with the guide so much yet. But hopefully we will do in the future, particularly with the Heritage Action Zone and all the things that fall out of that.

Interviewer: Yes. Okay. Cool.

0:32:12

Looking forward, if you were going to be able to make one change over the next 10 years, what would you choose?

Participant: I'd make a local list, definitely. That is the one big thing that is really bugging me at the moment. Yes, to get that done.

I think we are losing so much of our heritage that I think we have got an abundance of in [place], for example, Victorian buildings, Edwardian buildings, but it's just losing them one by one, or alterations to them that just really take away from their character.

It's just providing that extra level of education to people about these are our historic high streets for example, or this is an old factory that did this. Just trying to help people understand how important it is.

You see on Facebook and suchlike and in community meetings and everything like that, the frustration that people have with buildings being demolished. But we just can't control it a lot of the time. It's just having those extra controls in place, and you know, the extra understanding of our town and how it was made really I think.

Interviewer: How do you see the relationship between the national list and the local list?

Participant: It's a strange one really, because it's almost like a hierarchy, not of importance, but I think of...

0:33:45

Well I suppose it is importance, of what's nationally important as a building, and then it's also saying, "But locally we think this is also important." There might be another five of them in Maidstone next door for example, but this is our one that is really important to us, and it has got people's attachment to it as well. People become quite fond of things.

Yes, I think it just adds another layer that I think maybe is missing with listings, you know, because it's not always about the nationally important stuff that we need to protect. It is about the locally important stuff as well, you know. Yes.

It's hard to describe, but being born and bred in [place], I kind of have an appreciation of what I think is important to retain in the area's character, and where it is changing and things like that.

Interviewer: Yes. You know you said about people getting attached to things, would the local list stick to the special historic and architectural interest?

Participant: From the outset that's what we were kind of thinking, yes, because that seems to be a good basis for it. But it depends, because I guess it's kind of two-ish anyway, the Historic England one and the NPPF ones, so it's trying to marry those up really.

Interviewer: Okay.

0:35:06

Participant: Yes, maybe coming up with something hybrid that is between the two.

Interviewer: Right. Okay. The NPPF ones, architecture, archaeology, artistic, historic?

Participant: Yes, that's it.

Interviewer: That's it, isn't it?

Participant: Yes.

Interviewer: Okay. No communal or [Crosstalk 0:35:28]?

Participant: Yes. That's where I struggle. That's where I think the Historic England one does kind of trump it really. But yes, I think you need the combination of the two to make sure you can attach it to policy as well.

Interviewer: Yes. Okay. Have you any thoughts about Article 4 directions?

Participant: Yes. We've struggled with this on a daily basis as well.

0:35:55

Half of our conservation areas have Article 4s, half of them don't. It's a real struggle as to why we haven't got Article 4s across the board. It's something that again we need to really investigate, really think hard about whether it's something that we want to bring in. Are our conservation areas too far gone to bring in Article 4 directions now? Yes, it's something that we really do struggle with but we really do want to take forwards as well.

Yes, I have done an assessment last year of the condition of our conservation areas and the vulnerability of them. There it just highlights the need so much for Article 4, particularly our smaller conservation areas where you have got a lot of residential property that is just not protected, lots of inappropriate windows and satellite dishes and things like that.

You know, it just completely erodes what it is all about, where the smaller alterations make a big difference, you know make a bigger impact on them, yes, so I think it's important. But then at the same time, you have got to appreciate you've got to keep them liveable for people as well, so it's the flexibility in those Article 4 directions.

It's just a shame that you have to pay for the planning applications for Article 4s now. That came in two or three years I think it was. They are no longer free applications, which is a bit of a problem I think, you know, because we can kind of articulate that it is for the protection of the character of the area, but then they are having to pay the same fee as somebody who wants to build a conservatory or build an extension or something like that where an Article 4 isn't covered. It feels like they are penalised slightly having to pay £100-odd to get permission to change their front door or the windows.

0:37:50

Interviewer: Right. Okay. Yes.

Participant: Even if it's going to be an enhancement.

Interviewer: Yes. I hadn't appreciated that actually. Would that be the same if you applied an Article 4 to a local list?

Participant: Yes, that's an interesting one. I don't know. I hadn't thought about that actually.

Interviewer: I guess it does?

Participant: Yes. I assume it probably would be. I don't know.

Interviewer: Yes. I'd have to think that through a little bit more.

Participant: Yes.

Interviewer: Yes. The only way you could take that away would be to then put in place an extra layer where permission would be granted for general... If you could specify things where permission would be granted anyway, to sort of take that into account.

0:38:45

Participant: To counter it, yes.

Interviewer: But that might be difficult with a whole variety of buildings.

Participant: Yes. If it's a terrace of all the same buildings it probably could work quite well. But yes, as you say, if they vary, yes, I don't know. It is a good point though, and something maybe we need to investigate as well when we do start looking at local list.

Interviewer: It gets quite complex, doesn't it?

Participant: It does, yes. It's a bit of a can of worms really. But quite a fun one.

Interviewer: Okay. Yes, so local lists are your top priority.

Participant: Yes, definitely.

Interviewer: Would you see that as for the country as well?

Participant: Yes, I think so. I think government are trying to make it mandatory as far as I know, or are thinking about. Kind of pushing in that direction.

0:39:39

Yes, I think it goes in line with national policy really, you know, or national guidance effectively at the moment. Yes, so I think it's probably one of the most important things, yes.

Again, I think the housing need at the moment has a big impact on this, the amount of development that is basically required, either being in rural areas or urban areas, it's just the impact that that is having, and the relaxation of a lot of planning rules as well. I don't know, but I just

have a feeling that the design quality is being deteriorated because of it.

Interviewer: Yes.

Participant: Yes, and I think, you know, if we can kind of reinforce or protect maybe what we have currently, and what's good, and identify what is good, and demonstrate that, I think that's really important.

Interviewer: Yes. You kind of mentioned something about this a moment ago, but how well do you think current legislation, policy and guidance are working together?

Participant: Oh.

Interviewer: That's my big question.

0:40:46

Participant: Yes. That is a big question. Yes, I don't know really. I mean we kind of are quite comfortable with how the NPPF works now, I guess. You know, in it's application to planning applications daily, so I don't think we really have too much of an issue with it. I can't think of any instances where I think that it would have been better to have this or that, or a different way of wording something.

Interviewer: The thing I was thinking of that you mentioned, just when the special architectural and historic interests, and then you mentioned the NPPF, and obviously there we have got... Hang on. No, I have said that the

right way round. You have got the values of conservation principles. You've got different descriptions of significance in NPPF, and then obviously in the legislation you have just got special architecture or historic. But when you are working with it, does that have an impact? Does it impact you?

Participant: Not particularly I don't think, because I think, I guess we can kind of refer to either. I think the NPPF have a bit of flexibility in them anyway, so you know, where it does say historic can you attach a social aspect of history to that anyway?

Interviewer: Absolutely.

Participant: It's the flexibility in there a little bit. I think they are not concrete set definitions, which works and doesn't work, but yes, I don't know if it would be worth changing.

0:42:30

I think it would be nice to have continuity between the two, but which one is going to change?

Interviewer: Yes. To be honest, from my research what I've found is that people working at a very high level in terms of national policy, they don't like that inconsistency.

Participant: Oh really?

Interviewer: They get in a little bit of a tangle about what kind of special interest we are talking about. But actually, everyone who works with it doesn't

really seem to have any... Anybody who is actually in a local authority or even in a national amenity society in Heritage Lottery Fund or whatever, nobody really seems to have an issue when it comes to actually working with it. It's just one of those interesting kind of terminology issues. It still seems workable.

Participant: Yes. I think so.

Interviewer: Overall, if you were ruling your own country, would you list heritage assists? You don't have to think about any of the other elements of your rule. Just in terms of listing things.

Participant: Would I list everything?

0:43:39

Interviewer: Yes. Would you set up the system of national?

Participant: Oh yes, definitely.

Interviewer: Yes?

Participant: Yes.

Interviewer: You'd have a local? Would you have a local?

Participant: Yes. I don't know whether I'd have a complete just one standard designation for everything, you know, but different descriptors within it. Yes, I don't know whether you would value one above another, because that does cause confusion. I don't know. That's a good question. But yes, there would be. There would definitely be a list of some kind, but the form of it I don't know yet.

Interviewer: Okay. Fair enough.

Participant: I'll have to see when it happens. (Laughter)

Interviewer: Okay. I like that. "When it happens."

0:44:22

Participant: Yes.

Interviewer: Okay. That is all my questions for you. I did manage to keep it within an hour. But I've left a few minutes in case there is anything that you feel we should have discussed but has got missed out along the way?

Participant: No, I don't think so really. How are other people coming along with a local list, do you think, from what you have done so far?

Interviewer: I would say, so Historic England's heritage count says that like 51% of local authorities are working with a local list.

Participant: Really? Already.

Interviewer: However, there is a caveat on that, and it says something like, “There is no cut off point for date on this.” You could have a really historic list and they are still counting it.

Participant: Right. I see.

Interviewer: They are also counting it where people maybe have local lists for conservation areas.

0:45:23

Participant: Yes. That’s what we are doing as part of our current conservation area appraisal we are writing at the moment, is actually identifying enhancing buildings, basically non-designated heritage assets within the conservation area, which we didn’t do previously. Yes.

I think that’s what I was kind of referring to with the Heritage Action Zone, is by actually going through that process with Historic England as part of writing the conservation area appraisal for it, we can then start to establish these principles that we can apply to areas outside of conservation areas, because the database of buildings that we’ve got don’t cover conservation areas yet.

Interviewer: Right. Okay.

Participant: Yes, so we kind of went round it the other way first.

Interviewer: Yes.

Participant: Yes. Just so we can start understanding a framework that we think is going to be robust and easily understandable for people as well.

Interviewer: Yes. I've looked at quite a lot of local lists, and making it robust does seem to be absolutely the key.

0:46:26

Participant: Yes, definitely.

Interviewer: Making sure it is on the planning constraints layer is also absolutely key.

Participant: Yes, definitely.

Interviewer: It seems obvious, but I have come across one where they were able to make a really nice sort of publicly accessible, interactive map, but then there was some problem about getting that data into the planning constraints layer. Of course, planners just need to be able to see this. That's something. Concerns about protection are quite high with local lists, and so that sometimes triggers the use of Article 4 directions.

Participant: Yes. But it does seem a little bit weak I think, the policy for non-designated heritage assets, you know, basically add them to the planning balance, basically. Which is all well and good, but yes, if you have got high housing demand, a conversion of a pub for example is going to be outweighed by the demand for converting it to six or seven flats, for example.

Interviewer: Yes. Even from what I've seen coming here on the train, the amount of new build housing seems, I mean I know that it's everywhere and everywhere has numbers, but actually it seems like a bigger pressure here visually, just from going through the place.

0:47:54

Participant: Yes. I mean right next to Rochester Station there are 1,500 houses being built.

Interviewer: Yes. It's ____ [0:48:01].

Participant: Yes. We are getting hit pretty hard in the southeast at the moment, I think.

Interviewer: Yes. What was I going to say about local lists? Oh yes, that actually I've found a general sort of pattern that some local authorities have started doing them because they've been spurred on by an active local society.

Participant: Oh really? That's interesting.

Interviewer: Yes.

Participant: Yes, because we haven't. We haven't been prompted that much from outside. It's more just off our own backs thinking it's really important just because of the sheer amount of planning applications that we are getting in on buildings that we think are really important locally but just don't have any protection, and generally fall outside of

conservation areas as well. That's why we started doing the buildings outside of conservation areas, because we feel at least in the conservation areas you may have control, or an element of control anyway.

0:48:56

Interviewer: Yes. Yours sounds comparable actually to Nottingham City Council.

Participant: Oh really?

Interviewer: Do you know of Alice Ullathorne?

Participant: No.

Interviewer: She is actually the heritage strategy officer at Nottingham City Council.

Participant: Oh really? Yes, because I read their heritage strategy when I was writing our one.

Interviewer: Yes. I've actually just finished writing a heritage strategy as well.

Participant: Oh really?

Interviewer: But the one I wrote was quite an interesting one. It's for Sheffield, but it's not for the council. It was a group who employed me through my heritage consultancy to do a grassroots collaborative heritage strategy, which is quite...

0:49:40

Participant: Oh right. Yes, that is quite interesting. Were the council a stakeholder on that then?

Interviewer: Originally, I'm not sure [Crosstalk 0:49:48]. Originally the council were not interested, and that's part of the reason the group wanted to take it forward for someone else. But since I've published a draft of the document and it has gone out for consultation, because we are doing a proper, doing it as if I'm working with the local authority. It has gone out for consultation, and they are now interested.

Participant: That's quite interesting then.

Interviewer: I think they've realised that actually it's a more professional kind of thing, and maybe they were expecting a more... I don't know. There might be something completely political going on.

Participant: Yes. Where were they with their local plan then? Have they got a recently adopted one?

Interviewer: No.

Participant: Ah right, so that could be part of it then as well.

0:50:30

Interviewer: Absolute chaos in Sheffield in terms of their council and the election coming in. Yes, it's absolute madness there.

Participant: Blimey.

Interviewer: Yes. But yes, Nottingham, they had a really old list, like basically a civic society one written in the '80s or something.

Participant: Yes, I've seen previously, yes.

Interviewer: The council were keen to take it forward, but they also worked with the civic society just for research purposes basically.

Participant: Oh right, okay.

Interviewer: Then, a couple of years' ago now, I actually went and did a work placement there as part of my PhD working on their HAZ, and took a look at how the old list was mapped, because they'd identified that basically, roughly speaking, the civic society of old, all the places that they lived and they worked were very nicely covered, and they tended to be these kind of middle-class heritage interests of a particular group in society, and so there were areas of Nottingham that just had nothing. Basically what happened was I got assigned a... I don't know how you want to call it, but you know, an area that the civic society had not covered.

0:52:01

Participant: Yes.

Interviewer: Went traipsing round street to street to plug some of the gaps. Then I did some workshops to work with local people so that they could do a similar thing basically. Check up on the existing list, because some of the buildings that were on the list had been demolished. You go to it and think, “What?” And fill the gaps.

But Alice was really keen, so basically they wrote their heritage strategy, as you have seen. Local list was part of that, really keen to get a really robust system, and then they went for Article 4 direction I believe, because I did a bit of research for them on Article 4s.

Participant: Yes.

Interviewer: I think probably just for demolition, because obviously demolition being with that bit of legislation that allowed demolition to be development, you can now do it on Article 4, just for demolition on the local list.

Participant: Oh that’s a good way of doing it, isn’t it?

Interviewer: It gives you an overall quite simple... It’s quite a simple message as well.

0:53:16

Participant: It is, yes.

Interviewer: On the local list. Need permission to demolish. It kind of seems fair enough as well.

Participant: Yes, exactly. It just adds that level of protection that you need to actually take the conversation further forwards about what to actually do with the building.

Interviewer: Yes, and it doesn't really effect many locals, people who are just living in a terrace, because people aren't trying to demolish their own house.

Participant: Yes, exactly. That's the difficulty I think. By adding too strong Article 4 directions you do prevent people from changing their windows. Timber windows are so expensive compared to UPVC for your regular householder. You think that's just a little bit too unfair in some instances.

Interviewer: Yes. When I was researching the local list for Nottingham, I looked up other places that have got local lists and Article 4s. Some of them were, I would say, quite heavy-handed, including exterior painting. It's like that.

0:54:15

Participant: Yes. On our Article 4s I think it covers quite strict things like that as well. You know, it's pretty much most exterior alterations to buildings.

Interviewer: Whether you would want to go with that for your local list I suppose is different.

Participant: Exactly, yes. I don't think we would. I think as you say, demolition would probably be the point we are trying to get across I think. It's just retention of that building and managing it in its current form really.
Yes.

Interviewer: Yes. The other thing was that the compensation element scares some local authorities from doing it. But obviously you can put out a notification that you are going to put the Article 4 on, and then if you leave a year before you actually start the Article 4 then you are not at risk from compensation, as far as I understand.

Participant: Ah, that's interesting.

Interviewer: I think our listed used that in Nottingham. If you get to that stage where finance and legal team are saying, "Hang on a minute. This is a massive compensation risk." Actually, it can be negated. Now, obviously for some local authorities...

0:55:29

Participant: I guess it's giving people that time to actually...

Interviewer: Yes. When I went to, I think it was Blackpool, and they said, "We would never do that, because they'd all just go. It would just be a red flag." But it depends what kind of risk you would see that as.

Participant: Yes, exactly. That's an interesting thought.

Interviewer: Yes.

Participant: We work quite well with Historic England anyway. Our local inspector, Alice, she is really helpful. She used to work here previously.

Interviewer: Oh right.

Participant: Yes, we have a good working relationship with her. You know, we catch up probably once every couple of weeks to go through bits and pieces because we have got so many Grade 1 listed buildings, Grade 2 starring scheduled monuments that we need to discuss. There is so much major development going on round here as well, so she is always quite involved in the work that we are doing. It kind of works quite well with her.

0:56:26

Interviewer: Cool. That's good.

Participant: Yes. I think a majorly important thing is having a good working relationship with Historic England. I think that's so beneficial to us. I don't know if other authorities have. It just seems really helpful for us.

Interviewer: Yes. That's interesting. My research has started to go a little bit in that direction.

Participant: Really?

Interviewer: Yes. While I was tasked to look at the specifics of policies and provision and lists, part of what has come out of it is the network that is the heritage sector.

Participant: Yes. I mean Alice chairs our conservation office group meetings as well for Kent.

Interviewer: That's how I ended up going there, through Historic England email, yes.

Participant: Yes, and Peter as well, Peter Kendall, who used to be Alice's boss, but I think he is moving to a different department.

0:57:28

Yes, I've known him for years as well, just through his liaison with the council. The relationships I think like that are just really invaluable. You know, just being able to be on the same page, and making sure that what we say then ties in with what Historic England's view on heritage is.

Interviewer: Yes.

Participant: It's so important.

Interviewer: Cool. Great. Well thank you so much for your time.

Participant: No problem. My pleasure. That was really interesting. I think it's really good for us, because it gives us a good feedback that what we are

doing is the right thing, because you know, especially as a unitary authority I think we do feel like we are out on our own a little bit, even though we have got this good relationship with Historic England.

We only meet the other Kent authorities once a quarter. You have a couple of hours to have discussion about what you are doing and everything like that, and it's just reassuring when you get the same messages back from other people that they are approaching things in the same way as us.

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Interviewer: Yes. I've found that with the focus groups when I have got bigger groups with lots of different local authorities. At the end of one of them someone said, "Can we do this again in a few months?" Just because of that probing nature of the questions. You are not going to necessarily address that.

Participant: Yes. I think you know, our KOG meetings as well, sometimes I think people don't want to ask questions, you know, not to look silly in front of their peers and things like that. Yes, it's nice when you can actually just have quite easy conversations with other people that are in the same situation as you.

Interviewer: Yes. If there is anything I can be useful on in terms of that local list, research I've done, or yes, particularly if you are starting a local list, you know, I've probably got quite a bit of research.

Participant: Yes. I'll drop you an email once we actually get cracking on it. We've got to try and figure it out to tie it in with the Heritage Action Zone programme.

Interviewer: Oh right, okay.

Participant: Yes. They are doing the research this year I think it is, basically understanding the area. Then next year we are going to be writing the conservation area appraisal based on hopefully hundreds of listings down there.

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Yes, and then I was thinking maybe the year after that is when I'll probably start working on the local list, so it all kind of flows one after the other. Then it kind of sets us in good stead for writing the following conservation area appraisals from thereon.

Interviewer: Do you know what? That is exactly, I think, the local list in Nottingham came out, was one of the HAZ projects.

Participant: Really?

Interviewer: Yes. It was. They had a list of like 17 different projects.

Participant: I didn't put it in the actual HAZ programme, but I put it in our heritage strategy to kind of just, yes, put a marker down that we want to do it and we want to do it soon, you know, that kind of thing. Especially depending on when national guidance starts to dictate that we do need

one as well, at least we will be in the good situation, a good position to actually start cracking on with it as well.

Interviewer: Yes, definitely.

Participant: Yes.

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Interviewer: Yes, so like I say, if I can be useful at all.

Participant: Yes, I will do. I'll drop you an email. I mean we might even get started on it sooner. You know, it depends how quickly and easily the conservation area appraisal forms really. We could even run it alongside it. That's the thing as well.

Interviewer: Yes. The local groups for a bit of people power behind it.

Participant: Yes. This is it. I mean at HAZ we've got such a strong group that's been put together for that as well. It's kind of reassuring that you have got so much support for it, you know, so many stakeholders that are really hoping to push it along. I mean it's such a nice area, but it's so run down. It's so frustrating. I walk through it on my way home every day, and every day I think, "This could be such a nice area." All these little independent shops, my little utopian view of it. Yes. We have to kind of wait and see really.

Interviewer: Okay. Yes. Cool. Well, yes, good luck with it.

Participant: Thank you.

Interviewer: Yes. I'll turn this off.

[End of transcription]

Appendix C: Historic England interview transcripts

Interview 019

File: 181213_0019

Interview date: 13th December 2018

START AUDIO

Interviewer: Yes, it's picking up. Brilliant, thank you for that. I'll put all those bits away. Collaborative PhD and the title is, 'A Critical Examination of the Development and Impacts of Statutory and Non-Statutory Heritage Lists on the National Management of Heritage in England.' It's a lot easier to explain that to you, I'm sure. The important bit is the statutory and non-statutory bit. When we're talking today, obviously thinking about the NHLE, but also about local lists.

The context of this interview is that I've been doing focus groups with heritage sector professionals, mostly at local authority level, conservation officers, planners, consultants and THI officers, those sorts of people. Also, local stakeholder groups, civic societies. I've gathered those perspectives and now I've evolved the questions to come to senior level heritage professionals, basically, with more of an oversight on things.

Participant: It sounds fascinating.

Interviewer: That's the context. That's also why conservation areas have become part of the topic.

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Participant: Yes, I can see why.

Interviewer: The local lists, conservation areas, HERs and then the statutory list. That's all in the scope today. I think that's about it. Do you have any questions from all of the info I've thrown at you?

Participant: No, I'm very keen to hear what you've been learning. I feel like I should apologise because I was hoping to have a nice calm half an hour before you came to gather thoughts. It may be that I'll need to drop you a line afterwards with further thoughts and any materials that come up.

Interviewer: Absolutely fine, not a problem. It's also fine if I ask you a question somewhere near the beginning and towards the end you think of the answer you want to say. Just chop and change, it's not a very structured thing.

Participant: Good to hear because that is the way my mind works.

Interviewer: I think it's the way everyone's seems to work with these questions. Could we just start by briefly summarising the roles you've had in heritage or the ones you think particularly influence your perspective?

Participant: Of course. I'm first and foremost a planner, which I think is quite

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a helpful perspective to bring to it all because so much of the work of conservation is done through the planning system. Because I started

just as a planner, always with an interest in heritage, but no qualification and no practical experience early on, it means I think about heritage and conservation very much from that perspective, which hopefully enables me to explain it better to those in a similar position.

Planner in local government and a spell in national government. All still planning until I retrained and became a conservation officer, so I've done that as well. I went off and did a PhD, so disappeared altogether, but it was a very planning and heritage related piece of research. Then I ended up here. At Historic England my role is, I'm the [job role]. Which means I engage with government on changes to planning legislation from a heritage perspective. Planning policy, so the recent review of the NPPF. Then I have to try and translate all those changes in the planning system as they relate to heritage for everybody else to use.

We're going back to the planners and the conservation officers in the real world, developers, consultants, all of that. It's [anonymized] that produces most of our planning advice, published planning advice, as opposed to case work advice, which as you'll be aware is a completely separate part of the organisation. Our good practice advice notes and our Historic England advice notes, that's where the bulk of our published planning advice is and that's kind of what we do.

Lately, as you'll be aware, an awful lot of change in the world of planning, planning reforms going on. Some of that we're reacting to and trying to influence. Some of that we're trying to promote good things, particularly on the more heritage reform

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side of it. That's my perspective, it's always using planning to try and help conservation activity.

Interviewer: I should probably say that I'm asking everybody the same questions. There might be some questions that you feel are more relevant to you, but there are certainly no questions that are personally targeted at your role, if you know what I mean. I feel like some of them you're going to think, "Oh, that's quite..." Not at all. Just in terms of the function of heritage lists, what do you think of those areas that I've mentioned. The NHLE, local listing, are you familiar with HERs, are you using them?

Participant: Only as an occasional user and then the theory because of working here and advocating their retention and use.

Interviewer: Maybe NHLE, local listing, conservation areas. What do you think of the roles of those tools?

Participant: Generally, in terms of achieving conservation, raising the profile or in any way?

Interviewer: Yes, this is just a wide open one to start with. For example, how important do you think their roles are?

Participant: Very important. Partly because of the old thing about you've got

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to identify what it is you want to protect before you can protect it. For me, especially with the planning mindset, having a list of whatever formal status is imperative. Find what you want based on hopefully standardised and consistent criteria and then designate it in some way. There's a whole discussion about who's got that authority and what

kind of views you need to take into account, which we may or may not be coming onto.

The statutory ones obviously have the most weight in the process, the most controls and consent regimes, all very, very important and useful but the fact those are supplemented by the more local designations I think is fantastically helpful in terms of preserving the core heritage for the future, but also enabling communities to have a say.

Again, with my planning hat on, a very, very big difference in terms of firstly the legislative protections, but then also in planning policy terms that distinction between local lists and the nationally designated stuff and conservation areas, which fall helpfully in the middle there. The variety in protection that you get as a result. It's quite challenging at times, but it's also quite appropriate there's a lower degree of protection for a locally recognised thing. Not to say that it doesn't have value, but the yardstick is different. Local controls for locally designated things seem the right sort of balance overall.

Interviewer: You mentioned the distinction between the national list and the local list. Supplementing is the word you used. Are they equally important to you?

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Participant: Equally important in that they exist and they do very different things. If we only had national or we only had local listing, I think we'd be the poorer for it and the heritage would be a bit homogenous and it would definitely be a poorer environment. In that respect they're both equally important. Because I'm a planner, I think of the strength of protection, which of course means nationally designated stuff is more important because it gets the stronger protection. Philosophically, absolutely all

important across the board. I wouldn't want to see a world without one of them.

Interviewer: Do you feel that Article 4 directions are particularly important talking about the weight behind?

Participant: Again, it's good those exist. We support their use here. One of the problems, as with so much in the world of planning and the heritage part of planning, is that they're not really well understood, they're quite a forbidding tool. A little digression, you'll be aware that permitted development is increasing in scope quite rapidly. The fact that with an Article 4 you can regain some local control, control your destiny and manage which bits of the environment you want to protect, including the heritage, is fantastically important. With the risks of compensation and the legal complexities, we've got a tool that we need, but it's not one that's...

I think a lot of authorities aren't even aware they can invoke that. It's frustrating. An important tool, but not maybe optimally used yet. It's the kind of thing we try and address with our advice, "Did

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you know this exists? You can use it and it's really not that off-putting if you just give it a moment to get your head around it."

The other worry is with the way permitted development is being extended, if that's the only way local authorities can regain that measure of control that's extra effort to go to. It also looks like quite a negative thing that you're undoing a freedom that has been granted. One of the common messages you'll hear from everybody at Historic England and elsewhere in the sector is heritage isn't a constraint, it's not a bad thing. We have protection tools because in the planning system it's a little bit binary. It's either pro development or anti-

development, you're protecting or you're promoting. Every time we fall into the having to do something a bit negative to save heritage and do a positive thing, it's not quite the message that we like. That's how it has to work within the parameters of this system, so we live with it.

Interviewer: We've got those expanding permitted development rights. I was going to ask you how you feel about changes to managing heritage through lists that you've seen since maybe about 2010, so post-Heritage Protection Bill, that sort of era.

Participant: Post-2010 gives us the reaction to the draft Heritage Protection Bill not really happening. PPS5 came out in 2010. I think that's an incredibly exciting moment in the world of conservation activity and particularly in relation to heritage assets on whichever sort of list. For the first time we were seeing, as you well know, but just to round off the narrative. That's the first time, things like

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registered parks and gardens got given the same profile, in policy terms at least, with other forms of heritage assets. Now battlefields and parks and gardens having the same policy as scheduled monuments is fantastic.

We've got that parity of protection, in policy, anyway. We've got detailed policy for their protection, never mind what level it's at. In PPG15, parks and gardens as an example, two maybe three paragraphs in the whole document mentioned parks and gardens at all. There was no real advice on what to do with them. Whereas now it's very consistent across the board and a very constructive detailed approach that local authorities and others can take and are required to take. In terms of reflecting what's on a list and doing something about it, we've

got clear instructions and a much more positive and proactive approach. That's all good.

Obviously, that all got retained, edited but retained, broadly speaking, in the 2012 NPPF. For the most part in the new 2018 NPPF we have some thoughts corporately about the overall balance of policy now and its effectiveness for conservation given that the weighting has changed, which we can maybe come back to. Broadly speaking, policy is really, really good.

There have been other tools as well, I don't know how far you want to discuss them. The tools that came from the Enterprise and Regulatory Reform Act, again homing in on what we can do for particular assets, listed buildings and being able to be more specific about what's protected and what isn't. That's a positive step.

Have we fixed all the issues with all these changes over the past few years? No. Curtilage is conspicuously still really, really

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complicated. We've produced advice on that though, which is us trying to make things work in practice within the parameters of the big legislation. It's a bit like an oil tanker, isn't it, you can't change that too rapidly.

A lot of positive changes. Again, with the planning perspective, quite a lot going on behind the scenes in the planning system rather than heritage protection that maybe offsets some of those benefits, to a degree. Overall, positive, I think.

Interviewer: If you were going to try and pick out a single thing, what do you think is the biggest change?

Participant: I think I'd stick with the PPS5 and all the assets getting a mention. That was the paradigm shift. If you go back to what was there before and what was going on at the time, it's really quite surprising that happened at all. In the climate in the planning world you would not have expected more protection to have been extended to more types of heritage at the time and it happened. It was before my time here, so I get no credit and I wasn't privy to all the inner workings. It really stands out, it was a bit of a triumph. It's going to have a lasting impact, because it's very unlikely now that anyone would go back and unpick the protections for battlefields, parks and gardens and all the rest of it.

Interviewer: Did that come out of the idea of the unified designation, having one list?

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Participant: I suspect it must have done because the timing is so closely related. It's heading towards delivering the same objectives, obviously not with the same strength. To be honest and speaking now very personally rather than as a [organisation] person. The draft Heritage Protection Bill was going to perpetuate the split between built things like listed buildings and monuments and not so built things, so battlefields and parks and gardens.

Have you ever had a read through the whole bill? It's not something you do casually. Everybody thinks of it as a really unifying thing, but it was everything built and everything not built. There was going to be... It's a while since I've looked at it myself, but there was going to be consent regime that merged listed buildings consent and scheduled monument consent for the built stuff, but not so much for the other stuff. That being followed so quickly by policy that treated them all the same, still surprising, even with that context. As you can see, I am

quite excited about that having happened. It was a very, very good thing.

Interviewer: With the focus groups, I actually asked them about... I had to show them the Enterprise and Regulatory Reform Act stuff, mostly focusing on the provision for exclusion and the polygon rather than the triangle, so I did kind of visual. The other things I asked them about where Enriching the List. Does that fall under your...?

Participant: No. Professionally, not at all. I don't know if you've been told

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we're on a three line whip here to Enrich the List in our personal capacities as much as we can because it's such an exciting and worthwhile thing to do. To be honest, I think we all do because it is fun and I'm sure you've done it yourself.

Interviewer: I've got a badge and everything.

Participant: That's really helpful in translating this slightly abstract concept of designations for the public at large and getting them engaged in it. We touched very briefly earlier on the debate around who defines what's important enough to protect and then conserve. That's not changing those decisions, the processes behind all the statutory stuff. I think people feel a little more ownership of something that's otherwise a bit abstract and national and not something they can influence.

For me, one of the things that works slightly counter to that is the fact we're now referring to everything as the list. We talk about policy being equal, but the provisions in law are so different still for all the

designations and then consent regimes where they exist. I think sometimes the masking of the fact that scheduling is very different to listing, which is very different to something being registered. I don't know that always works to our advantage. But, having everything under one name in one place was another of those fantastic innovations that you can't believe we survived as long as we did without an online resource that covered it all.

Interviewer: The other ones I asked them about were selection guides.

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Thinking about them as a completed set in that period.

Participant: Was there much awareness of them?

Interviewer: Mixed. I found that people involved with research tended to have looked at them. In other places, no, it was the first time they'd seen them.

Participant: There are such a number of them anyway, such a wealth of information that they're an interesting read whether or not you're interested in actually doing the designation later. When you are aware of them, I think it does make it so much more accessible. That we don't just wander around spotting things that look old and listing them. There's a whole thought process and it helps with the fact there is weighing of relative importance. There's been a real acceleration of us being more transparent as an organisation about how the thought processes happen and what you can do about parts of the process.

All the stuff about planning advice is, “This is how this works and this is what you can do to use it more effectively.” A slight aside, we did some research in the last couple of years about the NPPF and was it being applied properly in decision making on applications, planning applications, listed building consent applications. The gist of it, you will not be surprised to hear, was no, not really.

Our view is the policy is really good, it’s very strong, in terms of how it’s written, but also, it’s relative weight to other bits of policy

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and the NPPF. Heritage policy is front and centre, even in the new one, but it’s a bit more subjective than other bits of planning policy. Retail planning policy is very much quantified. “If you’re this distance from something, then this is what you do.” Very clear instructions to follow. Our policy is a bit more subjective and nuanced, “If you make this judgement then you have some other choices,” which themselves are offset by other things.

It’s a bit more discursive and it leaves a little more freedom of interpretation. The research found the policy wasn’t being used to its full effect, which of course has implications itself. All the designation, we got the information about how things get designated. We’ve got advice on parts of the system, but still not quite there with practice doing everything it can to use the tools available.

Interviewer: Yes, I was actually going to ask you a question about that. Let’s go to that one now. What was I going to say? I was just going to ask you, how do you feel policy change relates to sector practice? It’s actually put pretty much...

Participant: Yes, that’s an interesting one. Generally speaking, you can see a lag in policy development and how it reflects what’s going on in the real

world. I think it's rare that policy will reflect good practice, it's more policy will develop to fix something that's not working. Planning policy has remained quite static, apart from it being an exciting change in 2010, broadly the objectives are the same. Nothing big has shifted. Is it reflecting practice? Not really.

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Most of the changes you see in planning lately have been to relax controls, which is kind of the opposite of what the sector, those doing the practice, are hoping for and actually doing. There's been a few instances where you'll see in the various newsletters in the sector, 'This change has happened, but we're going to carry on interpreting something in this particular way because it works for it's what we want.' Rather than it's now what the interpretation is. I don't think policy itself or legislation will be reflecting practice but what we try to do with our advice is be that little bit more detailed and proactive.

One of the examples for that would be in our conservation areas advice. It's a little point, but hopefully illustrative. There's been some really innovative work on how you present a conservation area appraisal. How you pull it together and present it, so a bit more digital stuff, interactive maps, which are much more engaging than a 40-page document with small font. Also, how you're preparing them and what they're for in the first place.

There's one we quote as good practice in our advice to try and spread the word in Craven. Where they did a very targeted exercise, so it wasn't every conservation area in their district. They looked at areas to see what was the most important in the conservation areas and where could housing allocations go? Given there's a big pressure for housing and they specifically focused on that in the appraisal.

It wasn't everything, but they just used the minimal resource to get the most important thing done, which made the most difference on the ground. These areas need to be entirely protected. These could

accommodate some housing, so we're fulfilling our other objectives.
We're going to be managing our

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area rather than reacting to planning by appeal and stuff. That's where I think advice makes the difference. Legislation, policy and the government's own guidance, not so much on the good practice because that's not really their role. We can maybe fill in some of the gaps.

Interviewer: What do you think about the relationship between the policy development on a national level and local implementation?

Participant: In terms of local implementation influencing the development of policy?

Interviewer: Yes, I suppose I'm interested in maybe which way you think that goes. Do you think local influences policy development or do you think the policy development comes and then people implement that policy?

Participant: I think the latter. Policy tends to happen in various ways and then people react to it locally and start implementing it. Partly because the planning system is quite formal and quasilegal and you don't have much choice. You'll see that increasingly reflected in the number of sanctions there are now. All the measures, the indicators and then sanctions for failure, all relate to performance, speed, doing and compliance. It's not a very positive message.

Also, because local authorities are so challenged with resourcing, shall we say, there isn't really the time to be all

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proactive all the time. Just responding to what comes out and implementing it as straightforwardly as possible. There are notable exceptions. Some local authorities have performed really, really well and government will seek them out for their views and test things with them. That's good to see. Some authorities just really care about the national picture, really try and weigh into the argument and discuss it. There'll be some influence going from local to national but I think the vast, vast majority is national stuff happens and it goes down to the local level.

The NPPF review has been really instructive in that regard seeing how the sector has mobilised itself to come to a view. Then the channels that its pursued to try and influence things. The NPPF review has been going on since 2015 to this year, so it's quite protracted, it's unusually protracted. We had two planning acts during that period as well. There's an awful lot of agitation in the heritage sector about the planning system and its impact. I could talk about that for hours because it's basically been my day job now for three years.

It's pulled the sector together because everyone has realised that it's complicated and talking to others helps you understand it. Also, that gives you a much stronger voice. The sector en masse has gone to see MHCLG to talk about the NPPF, has written letters, has tried to get that discussion going. The sector is a sort of technical interest operating at the national level. In the context of your question, it's more local in terms of impact on the ground and this affects us directly in practice, so we want to change the national context. That's been really interesting to watch and something we try and support.

Again, looking both ways supporting government and being the

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statutory advisor on historic environment. Also, explaining the reform proposals to the sector and they've bounced ideas off us and we've shared thoughts with them. They're very helpful to us in terms of what

would the practical implications be. We have a good idea, but they're the ones actually implementing it. They can see what's going to be happening and the impact on designations of various sorts. Yes, it goes both ways. Increasingly lately, I think the national agenda has driven everything else.

Interviewer: For the next bit I'm just going to do something slightly different. I'd like to think about the role of different lists in heritage management going forward, so in the future. Going again for statutory lists, local lists and conservation areas. Let's start first with maybe the statutory list, where do you see its direction for the future?

Participant: It's not something I give a huge amount of thought to. Partly because my role is so much whatever form it takes, I need to ensure it's protected through planning mechanisms. Partly because I sit very near the people who are responsible for doing that work here. It's not my area of work. Is this where I actually see it going or where I'd like it go in an ideal scenario?

Interviewer: I suppose where you'd like it to go really.

Participant: For me, I fully appreciate the way designations emerged is very,

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very specific and has an enormously long history. For me, you start with monuments a very, very long time ago. The first thing that got any protection still has the strongest protection. I see that everything that's emerged since, the protection has been slightly weakened.

There's a comment in one of the debates, I think around the Civic Amenities Act. One of the pieces of legislation where somebody said, "The whole country is designated already, you can't carry on like this." I think that fear has informed a weakening. Conservation areas oddly similar to the listed building provisions in their strength. Then by the time you get to parks, gardens and battlefields, there's barely any notice being taken at all.

That drift of inconsistency. In an ideal scenario, if that could be addressed, recognising you can't have everything protected to the degree of scheduled monuments. You've got to decide what's important and have something that's proportionate in terms of the protection provided thereafter. But, do we need consent regimes for other types of designated heritage asset? We're never going to get that, I'm not actually sure I'd really argue for it that strongly.

If I was just given the whole system to play with then consent regimes for things like parks and gardens, like listed building consent, might be easier for people to understand. You're doing something to a heritage asset, of course you need consent for all of them. You've probably come across all the discussions about consent for parks and gardens as an idea.

Interviewer:

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I haven't really to be honest. I suppose I've been more focused

on listed buildings. It seems to be where it's gone, possibly because I was doing focus groups and that's the thing people bring up. There was a bit of a joke in one of them that someone said, "We haven't mentioned scheduled monuments yet. There are four archaeologists in here and no one has mentioned it yet." The conversation seems to be so much around listed buildings I guess just because that's what people are dealing with on the day-to-day basis the most from the people I was speaking to.

Participant:

I think you're absolutely right. It's the bit that everybody knows about. Your average member of the public wandering about won't have heard of scheduled monuments or anything else. Also, what we're seeing in terms of local authority resourcing. If you've got a conservation officer at all, that conservation officer is going to be probably overworked and expected to do an awful lot of things. We find they'll be concentrating on listed building casework and within that the grade I and II* casework, so everything else is a secondary thought. The fact that it's coming up in your discussions is interesting, but not that surprising.

In case you hadn't guessed, I should flag that my own research was very parks and gardens focused. If you want me to send you any links to the discussions on the merits of another consent regime, I'll be happy to, but I don't want to force it on you. I'm very conscious this is my area of interest. Maybe not everybody else's, it's fascinating.

In an ideal world where I didn't have to have much regard for reality then I think consistency is something you could argue for

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in protection and designation. Standard of protection that you get, the criteria you use for designation. If they're all consistent the world will be more straightforward. Practically that's not appropriate. In the real world, what would I change? I think not much.

I think the discussions that are important to have before, in my view, you conclude that not much needs to change are about who defines significance and special interest and things. Where the role of the landowner is. How much right of appeal should there be against designations? These are the discussions that are important.

As I say, for me, the current approach works and has the right balance between consultation and local input, i.e. not really any, and national

expertise. The highest levels of protection, it does rather transcend popular opinion and expert views that are well informed and guided by consistent criteria, selection guides and things. That works for me.

Interviewer: Thinking about who decides what gets to be protected, where do you see the role for local lists?

Participant: As I said at the outset, I think the fact that local communities can designate things themselves, set the criteria or that we have some advice on exactly how you should approach that. Then choose what's worthy of local designation, I think is fantastic and a really important part of localism, which because of wider changes like the increase in permitted development, localism is

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a bit under threat in terms of how much control you have over your own area. Local lists are fantastic.

How many people actually get involved locally in the product of local lists? It's less clear. You can expect it to be the usual suspects, amenity societies. Civic Voice is doing an awful lot on conservation areas and local lists, which is really, really helping us whipping up that interest and making things more accessible. There's a wider issue about local lists and neighbourhood plans and how far down the hierarchy you go with defining these things and how much community response it can be. At the moment, as you'll know, local lists are signed off at the very, very least by the local planning authority and they have to be. Even though, increasingly a lot of community and amenity groups are doing the work or proposing something.

Our current advice says that neighbourhood plans can also start investigating what's locally important and having a list. Maybe call it something like Locally Valued Heritage Assets, so it's not confused with the official local list the NPPF and the planning practice guidance made clear of the local planning authority at the district level to determine. It may be that changes as neighbourhood planning gets more of a profile.

Interviewer: That's interesting. That almost adds another layer in a way. Although I have found that in other places, actually. I was doing some research in Lancashire and they showed me how they'd started off doing their local list and then they had continued by making... I can't remember what they termed them. They'd basically done historic characterisation. Characterisation of the

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whole place by identifying their local listed buildings, but because they had so many, they had criteria for that.

Then when they had a block of maybe three, five or something along a street that they felt weren't quite going to be locally listed, but they had some merit. They made these small areas that were effectively like mini conservation areas within the local list. By the time they'd done that and started to spread it, effectively, they'd characterised the whole local authority area.

Participant: It's great they value it. In planning terms, it presents a bit of challenge. One of the interesting things we've been debating recently, the definition of a heritage asset in the NPPF is quite broad. The definition of the types of heritage asset that are subject to particular parts of the policy are really much more specific, although could arguably be

benefiting from some clarification. Areas, sites, places of interest and it allows exactly that.

We've got a little area we think of is local importance, what's the name for that? There isn't a name. It's just something we value and we've marked on a map. How do you then protect it? Which policy are you invoking? Have you got a neighbourhood level policy that specifically does something? That's great, you can do that. National planning policy is a little harder to invoke, unless and until there are any changes. Off the record for a moment, if I may.

Interviewer: Yes, do you want it officially off the...?

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[Transcript paused for confidentiality]

Interviewer: Are you alright for time still?

Participant: Yes.

Interviewer: Just to round that off then. I don't know if this is true or not, this is might lead the question a bit. We've already talked a little bit about the role of conservation areas. I had a sense at one point when I was in practice that conservation areas seemed to me like they were going to drop off the radar, they seem to have less importance at one point. It was probably around the time that conservation area consent was abolished, obviously for the duplication reasons. When I came to do the focus groups, I found like conservation areas seemed like really important designations locally. I was wondering about your sense of conservation areas in that regard.

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Participant:

Absolutely. I know what you mean about a sense that maybe they weren't so important. In reality, they have never really declined in perceived importance. Never mind the real importance, the technical importance. I think it's all increasing again. I think there are so many factors there. One of the local authorities I worked in, it was a massive authority and it had 105 parishes. Every single one of those parishes wanted a conservation area because the next-door parish had one. They were things to be really, really proud of. You had to have one and that meant you were special.

The fact that transcended all the planning controls and the formal, there's heritage here worthy of protection. That wasn't really the motivation. It meant you were special, they were important, everybody wanted one. You've got that whole issue about devaluing designation because everybody wanted one and not all of them were justified. I think that's probably where that perception came from that it's slowed down and we really have run out of things worth designating. It's stopped being a proactive there's a new one every year.

That's coinciding, I think, in terms of the resources available in local authorities to do the appraisals and the management plan, so the proactive management is reduced. You lose the best value performance indicator about reviewing a conservation

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area every five years being monitored as a measure of success for a local planning authority. As you say, the changing conservation area consent follows that.

That all came together and it doesn't give you some good formal messages. Equally, the popularity with council members and the public never went away. I think designation levels stabilised, but in terms of valuing them as something to have, maybe not something to do something about protecting, it's still there.

The conservation area consent one is interesting. Technically, yes, it doesn't exist. All those provisions just get translated into planning. We now have a form of planning permission that does exactly that job, but it's called planning permission. It's not really gone away, it's a perception thing. We're left with a buried provision that's protecting them exactly the same. I find that quite an odd one. It's a bit anomalous.

If you're going to merge something, I think you merge it. The fact that those applications are still free, there's still risk of criminal prosecution if you have any kind of transgression in a way that you don't with planning permissions. It's exactly the same thing and now it's just harder to find because we call it planning permission. A personal bugbear, sorry.

Interviewer: That's alright, it's quite interesting. I think we might move on. There was one thing I wanted to ask you about. We haven't talked that much about values, NPPF values and local listing, what sorts of values or interests people attach to those. The kind of criteria they decide on for the local list and how broad both the statutory and the local listing, those values are. Then

0:41:47 obviously with the conservation principles consultation, those changes in potential interest, values and which ones they are.

Participant: It's a very interesting area and a complicated one. I've been involved here with the review of conservation principles. As you know, bringing a planning perspective to that, all the things we've talked about in terms of using planning policy optimally. To me, it's very important and a kind of obvious thing that we need to be doing to make the language we use in conservation activity as consistent and accessible as possible.

Conservation principles and the values it articulates, as you know, conservation principles predates significance becoming a thing in planning practice and the wider context. We've got English Heritage, as was, leading the charge, really introducing significance as a concept, articulating it in a particular very specific way, which lives on within Historic England really strongly. Any time you see one of our casework advice letters you see that vocabulary coming out, but we've been overtaken by national planning policy.

National planning policy actually uses the same terminology, albeit in a slightly different context sometimes as all the designation related legislation. As a palette of words to be using in discussions around conservation practice, significance and what it really means, moving towards one set of terms seems a very, very sensible thing to do. That's broadly, as you've seen, what the review of conservation principles tries to do.

A big debate behind the scenes about are values and interests the same thing. For our purposes, yes, we think there are. I think there are some semantic differences, which are incredibly

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detailed and dancing on the head of a pin kind of territory. For practical purposes, values and interests are the same thing.

The values that are articulated in conservation principles 2008, we think can be mapped across to the interests that you see most clearly articulated in the NPPF. The consultation draft of conservation principles that you'll have seen says it doesn't really matter how you define something. As long as you're articulating what's important in a heritage context and why, that's the most important thing. If we can maybe agree some common terminologies.

The compromise we've suggested so far and as you know it's not finished yet, we're hoping to work on it some more next year. We suggest use the interests that are set out in the NPPF. Where you really want to get into the nuances, it's perfectly okay to draw on that palette

of terms from the old conservation principles. If values and interests are the same and the words are broadly interchangeable, there's no real harm done.

What gets complicated though is in planning terms you're looking at four types of interest that are very carefully defined. All these things are being designated on the basis of one or more of those interests, which are defined slightly differently, if they're defined at all. The fact you're designating a listed building on its historic and architectural interest and then if you're looking at planning policy, you're articulating four different interests and how those affect its significance. I think is unhelpfully complicated, perhaps.

Broadening out the scope of a planning discussion on the basis of something that's designated on two of four potential interests. It's all reconcilable and we do it all the time. To the outsider, it's

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not one of those things that makes planning and the heritage side of planning particularly obvious and accessible to people. Who's defining those values and what scope is there for people to define them? We've talked about the role of communities in designation being limited on the national side, but much enhanced on the local side. For me, significance being embedded in planning policy now means there's really exciting opportunities for communities to articulate significance when there's a planning proposal. Ideally, they'd be involved in more. Not just local designations and planning decisions, but just more discussions around it. Although the process for determining planning applications, just one example, allows and indeed requires consultation and public engagement. It doesn't do anything proactive about, "Let's have a discussion about significance." But it doesn't stop that. It's not precluded in any way.

If in this ideal scenario, going back to what would I like to see if I had free rein. If local planning authorities had the resources and the inclination to get out there and say, "There's a proposal, it affects one or more heritage assets. Let's talk about the significance of those

assets. What do you think the impact of the proposal is going to be on that significance?" You could really get communities to buy in, and own their local areas and really understand the influence they can have on heritage and their wider environment. That would be amazing.

It doesn't matter what terminology they're using as long as the planning authority is receptive to the words they're using and what those really mean. "We like this. We come here all the time. I walk my dog. My children play here." We're looking at

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quite a bit of communal interests. "We've always come to this park, this is where the village fair happens." That kind of territory is fantastically exciting. "We like the fact that Queen Elizabeth came here back in the day."

It's bridging that gap between what matters to people and the official values that we use to manage heritage protection. We have limited opportunities for that. We're not in Burra charter territory here. I do think the planning system, it's a secret opportunity to maximise that, which we're not utilising as we could.

Interviewer:

To utilise it, do you think that would be at council level, like you've described, or can it be encouraged by Historic England nationally?

Participant:

We could encourage it. I think we've probably been quite timid about it because there are bigger challenges that are more urgent to deal with. So many pressures on the system. I think even if we were to do more advice... We accept the conservation principles is mostly for a heritage audience. We tried to write the next one more clearly and accessibly, so that a layman could enjoy it, but we accept what the probable audience is going to be. Sort of encouraging that, but in practice it's going to be at the local level. It would be for councils to really

encourage those discussions to happen and facilitate them. But that's a resource intensive thing.

Given all the wider challenges about the usual suspects responding to planning consultations whether on policy or

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applications, very narrow sectors of the community getting involved. Even within those sectors of the community, it's very few individuals. It's a bit of an uphill struggle to get anybody interested at all. Also, with this amazing plan, not only are you having a better discussion about heritage, the nuances and what matters to the community, but you'd be getting more people involved in the planning process and having the civic rights really writ large. I think it would be really exciting, but it's a dream.

Interviewer: There are a lot of people also dreaming that. I've read a lot of articles that are very much heading that way from both planning literature and heritage literature.

Participant: Anything heritage related is all about shared values and articulation of values. The planning system, those who are critical of it and those who are working quite happily within it, everybody knows that engagement is the big problem, the apparently insurmountable one. The fact it's possible cheers me. We have time to actually get there in practice. If the critical mass is there, then maybe it will happen.

Interviewer: We've got time for one more big gun because I think we've ended up on my last question anyway. How well do you think current legislation, policy and guidance work together? We've sort of touched on it a little bit I suppose because we've talked about conservation

principles and the values in that and the NPPF. Other than that, how do you feel about those three?

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Participant: Flagging the terminology point we've already covered. Branching off from that, there is an issue that gets raised to us occasionally about the duties you have in the legislation aren't phrased in the same way as the policy requirements. Is that setting up two completely separate and unhelpful tests that can't be reconciled? Our view is, no. Planning policy whilst the phrasing is slightly different and the tests are slightly different, the planning policy articulates a way of satisfying the legal duty, so you can reconcile them in practice.

Would it better if they said the same thing in the first place? Yes, it probably would. Is it a big enough problem that it needs fixing? Especially in the current climate of you don't mess with legislation because there's no parliamentary time because we've got other things on our minds. No, it's not a super problem. We have a list of ideas. [Sentence removed for anonymity] reform. We have a working list of ideas of how things could be improved, new things introduced or clunky things maybe removed from the system.

Some of it is a wish list, like one day if there's a fairy godmother and some of it's a really practical next time a legislative opportunity presents itself, we could propose this. Every now and then, we do. It's that kind of list that led to the Enterprise and Regulatory Reform changes and opportunities there. We've got an idea, it gets implemented. It could go on those kinds of long lists. Broadly speaking, I think everything works quite well together. With that inherited clunkiness aside, I think it does work or we're just so immersed in it that we make it work and we forget it's harder to make it work than it should be.

No, I can't think at the moment of any other massive problems operationally because all the ones that exist we're so familiar

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with and we work around. Curtilage, fixtures and fittings, the fact that parks and gardens and other types of asset without their own consent regime, so much can happen that doesn't have any control. These are all challenges we work around. The wish lists of things we could do if we had completely free rein would be longer. Nothing that's desperately in need of fixing that's an active problem that really inhibits proper conservation practice, I would say.

Interviewer: Okay, cool. My last question, I'm wondering if I've even nicked this off you. I went to a [organisation], it would have been maybe the conference last year. Maybe it was [name] who did it. They did a room 101, if you could bin any part of the heritage system or the planning system, what would it be? I was making it much broader and say if you were going to make any one change over the next 10 years. I think some of those you've already articulated anyway. Is there anything you would bin or put something new into place?

Participant: The last few years have been so full on in terms of planning reforms and changes that I'm feeling less about, "I've got this positive idea I'd like to implement," and more, "I'll take you up on your offer of getting rid of something that's happened." Can I have two?

Interviewer: Yes.

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Participant:

Excellent, this is a good game. First and foremost, it's not got a direct relation to what you're researching, but I find it irritating enough I'm going to mention it anyway. Permission in principle. A whole new consent regime introduced that completely overlaps with existing ones. It's not necessary, it's complicating the system.

More to the point for your research, it's getting you to a point where you get planning consent without the checks and balances that you normally have to get to planning consent. The risks to designated and non-designated heritage assets are much greater through that particular new and exciting route to planning permission. I think that's something that could usefully be fixed in this fairy godmother type scenario.

The other one is the massive extensions to permitted development. We have a planning system that works so closely and has since the very, very beginning with conservation. You don't exclude massive chunks of development from it when you've designed a system that encompasses everything. I'm not saying that everything should be regulated, by any means. If you accept that regulation is necessary, then you don't exclude increasingly broad categories and major types of development.

The consultation that's out at the moment, I forget the name, but it's planning and high streets and stuff. Massive, massive increases in permitted development on uses, knocking down buildings, replacing them automatically with others, which hasn't really been done before. There's been separate permitted development consultations to do with fracking related infrastructure.

The scale of it and the implications for local control of destiny

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And heritage assets inadvertently affected, even if sometimes they're excluded, but only when it's a direct implication. I don't like it, I don't

like it at all. Obviously, not my official stance here, but personally very much so. I think I'm going to spend the rest of my day thinking of other things just for my own entertainment as much as anything. Thank you, that's a good question.

Interviewer: It's also my last question, the last one from me. Is there anything else you wanted to mention that may be a concern for you or you think I should be aware of or we should have covered?

Participant: You're familiar with all our advice and where to find it, so that's excellent. No, I think that's all covered. You've enabled me to talk about the things that interest me the most and worry me the most, so that's very cathartic, thank you. It's really interesting. Maybe just a sneak preview of where you think your research is taking you would be interesting.

Interviewer: I think there's some stuff that's going to be quite practical. There will be some things about the different perspectives that I'm getting and where they're in align. Different ideas that might come from different levels. I'll put those forward. I think there's also something interesting coming through about where Historic England can be most useful in taking action in the process.

A lot of the stuff in the focus groups, obviously there's a lot about heritage and there's a lot about places. There's also a lot about different groups talking about other groups. The

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interaction between civic societies and local authority staff. The interaction between both of those groups and their councillors, the

elected members. Then the interaction of any of those people with Historic England.

I think what might come out of it is potentially less about what people want to see happening or where people think things should be going for the national list or for local listing. It might be about the areas where we can create that change in practice because it's highlighting the way the system actually works.

It will give an insight into where Historic England could best put their energy because then you capture all of those interest groups or you particularly target this route because it gets out to civic societies. That's the way in which those groups interact together.

It's using assemblage theory, is the backing behind it. I've only really found that theory after realising this sort of thing was happening. Stuff about where energy might be usefully spent and how that actually works. How things actually work in practice. When you do write a piece of guidance or something, how could you actually target that, so it gets really effective?

Participant:

Which we'd always be very interested to learn more about. That sounds like it's touching on a lot of things that instinctively we're looking at, maybe not in that quite joined up way. We're always looking to work more in partnership. As our own resources decline and everybody else's decline, there's less and less we can do.

You'll be aware we have a casework review going on perhaps

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about how we are more efficient in what casework we deal with and do better in responding. Part of that is likely, it's probably a bit more on the off the record side of things. Is likely to include changing the way we write our letters, so they're clearer to the reader. They're clear to us now, but that's not really the point, we're not the end users. The advice

we produce, we're trying to write it more clearly. We're also very conscious we need to be disseminating it. We shout a lot louder when we issue some because everybody uses it. The planning inspectorate use it, local authorities use it. If they don't know it's there, then that's not really helping anyone.

Flagging the changes we've made from the previous version of advice when it's been updated. Offering an online training presentation, so instead of having to read 40 pages of technical advice, you get, "Here's how it works. Here's what you can use it for and here's how you add the values." Cutting through the procedural technical stuff, which we're always very mindful of because of our status as a government agency to get those messages out. Working with different people and more people better. Doing our work in a way that cuts straight to the heart of the matter and is more useful. It sounds like something we'd be very, very interested to hear more about. Do stay in touch.

Interviewer:

Yes, I will do, definitely. I'm just trying to figure out the best way to collate the information before the thesis and feedback to the different focus groups and interviewees. Especially with focus groups, people have been really keen to know what comes of it. I suppose the other area that's coming out of it is the different way people value the local list compared to the national list and conservation areas.

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I said about the conservation areas and how those different types of lists get used and the way local people see them and want to use them. That's actually so varied across the country, the take up of local lists, and who's produced them, what criteria they're using and how involved the local authority are and that kind of thing. That's got sub-issues to it as well.

Participant: Do you find with the local lists, the structures, sites, whatever, on the local lists, do they loom larger in local perceptions than the nationally listed stuff?

Interviewer: Yes.

Participant: Because it's their building on the corner. There's some abstract grade II* over there.

Interviewer: Yes, definitely. I think if you took national listing away, then it might be those local lists would encompass the national stuff as their big flagship local list. But because it's sort of accepted those are there, they're protected and they're listed, yes, the local stuff is hugely valued and definitely looms large in people's perceptions of their places.

Participant: Do they also understand or have they spotted that the much reduced protection that's given to locally listed sites and structures? Is there that awareness it's a two-tier system and the

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protection is not as strong for the things that are looming larger for them?

Interviewer: Yes. Some people ___[1:03:17] is about the local list. Then people talk about, "Well, we had this case where..." A lot of people draw on those cases where either the local authority are quite surprised that on appeal

the local list meant something and then were encouraged. The flip side is, sometimes a civic society, “We made this local list, but actually it doesn’t have much impact, it doesn’t have any teeth.” That phrase comes out a lot.

I’ve also worked with some local authorities where they’ve implemented Article 4 directions. One local authority where the cause of the local list was a planning inspector saying, “This isn’t even a non-designated heritage asset, it’s not on the local list.” So, they created a local list, quite forcefully, from that point.

Participant: So, they could trigger the use of the policy. It may be a weaker policy than for designated heritage assets, but it’s still a policy that exists and gives quite a lot of protection. There are some really encouraging appeal decisions out there about local structures being protected by virtue of the NPPF and local policy. Are you aware of our heritage planning case database?

Interviewer: Is that the same as the development management people use or is that something different?

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Participant: It’s something our legal team do. Whenever there’s an appeal decision that affects heritage, they review the decision and if it’s got interesting implications it gets tabulated and put on this database. You can search on our website. You can look at the database and say... I can send you the link if you like. As with everything on our website, it is buried deep.

Interviewer: That would be great, thank you.

Participant: But really fantastic, there are over 500 cases on there now. It's not every heritage case, by any means. If you're interested in has there been a non-designated heritage asset case where substantial harm...? I wouldn't get that, but you know what I mean. Key words to enable you to track down cases that were directly relevant. Of course, then you get lost in the discussion of the planning and such. It's really, really helpful how policy is being interpreted, what weight there is, will a non-designated heritage asset ever be protected? Yes, it does, occasionally. I'll send you that.

Interviewer: That would be great, thanks. There's just one quick question I thought I should ask you. With Article 4 directions, is it correct if the local authority announce they can start the Article 4 process a year in advance to negate the compensation claims, a year before they trigger it?

Participant: I think so, it's been a very long time since I've looked at the

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detail. That's ringing very faint bells for me. You give the warning and anything that predates the whole process. Outside that process you're vulnerable, but if you're giving due warning that's the point of it. You've got plenty of time, it's not a shock. You're not suddenly disadvantaging people who had a plan they were going to implement next week. Yes, that rings bells. I couldn't swear to it I'm afraid.

Interviewer: It's alright. That's a big one when I've been with the local authorities, they've been really interested in that. I think that's how Sevenoaks did

it. It's been actually about connecting. Rather than me trying to pass on the information, I'm just trying to connect people with, "I think this local authority have already done that, so why don't you get in contact and see how they did it? Then you can take it to your legal team and it won't just be bounced back."

Participant: Yes. Actually, the many things we look at, so reviewing what's going on and translating it into advice. We're quite concerned about permitted development extension and we're looking at that quite a lot. Then we're also looking at what gaps there are in the market for advice. You'll be aware of our building preservation notice pilot scheme, which is similar territory in terms of there's a financial risk and a complicated legal tool, don't worry about it.

Article 4s seem to be a good candidate for further advice from us. Particularly because the demand for their use is going to be increasing if the current round of proposals out for

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consultation come into being. It may be that we can do a bit more to help with that, it can't do any harm.

Interviewer: Thank you so much for that, thank you.

Participant: I hope it's of some use. Do get in touch if you think of anything afterwards or something hasn't made any sense at all.

Interviewer: That sounded very sensible, so I'm sure it will be fine.

Participant: That's the important thing. It sounds like a really, really interesting piece of research.

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END AUDIO

Interview 021

File: 181219_0021

Interview date: 19th December 2018

START AUDIO

[00:00:40]

Interviewer: So that's the admin bit done. I thought I'd explain what my PhD is first, if that's... Assuming that you might not know fully... You may have not been involved with it at all.

Participant: I've read what you've provided, but a bit of context would be great, yes.

Interviewer: Okay, perfect. It's one of the collaborative ones with Historic England, I'm based at York. It's called 'Beyond The List'. The longer title is, 'A Critical Examination of the Development and Impacts of Statutory and Non-Statutory Heritage Lists on the National Management of Heritage in England'. That all becomes a bit of a mouthful. The key points to highlight, I suppose, are that, although it's development or impact, I've taken it to be quite forward-facing. It's not a historic assessment, it's very much about what we can do going forward.

Participant: Okay.

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Interviewer: Statutory and non-statutory, so obviously National Heritage List for England and all its component parts. Non-statutory, it's come to be classed as local lists, conservation areas, and HERs as I've gone through the course of the research.

Participant: Okay, but not registers? The registers count as statutory for your purposes?

Interviewer: Yes. Obviously, I'm looking from that national perspective for Historic England rather than, necessarily, the local implementation. To put these interviews in context for you, I've already run five focus groups over three case study areas. I've got one more to do. They've been with either local stakeholder groups, civic societies, or heritage professionals. Mostly focusing on local authority staff and heritage consultants, so it's planners, conservation officers, THI officers, all sorts of heritage professionals within them.

The aim of the interviews is to make sure we've got that national overview, perspective, included in the research as well. So I'm now going around doing one-to-one interviews.

Participant: Okay, great, that's good, thank you.

Interviewer: I think that's probably all the context you need. Are there any questions, either on that or [anything else 00:03:09]-

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Participant: No, I'm happy to see where it takes us. I'm looking forward to the conversation.

Interviewer: Perfect, great, thank you.

Participant: Yes, fine, fire away. I'm only pausing to think about whether I've just answered the question that I am coming at it from a South East perspective but I've also been the [job role] for the HEAC, the advisory committee, which means that I've dabbled in bits of case work all around the country. I think I'll probably, more, be drawing on my experience from the South East than the national picture. So it's regional with a little bit of national over the top of it, just so that you know.

Interviewer: That's absolutely perfect. My first question was going to be, can you summarise some of the roles you've held in heritage? Particularly the ones that you feel influence your perspective and the areas of the country they cover. So I think you've just...

Participant: Okay, yes.

Interviewer: Did you want to elaborate on any roles?

Participant: Just for the record. I've been, effectively, the [job role], in old money, in the South East since 2004. So I've got lots of experience across the whole range of heritage asset types to deal with. I also provided some leadership for the [organisation], therefore I can add national marine designation perspective to the South Eastern things.

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Because I've worked as the [job role] of the advisory committee, that's meant that I've been able to see bits of casework from around the whole country, from time to time. I am therefore able to draw, a little bit, on the wider perspective and North versus South and the sorts of different issues that are being thrown up by the completely different circumstances of our work in different bits of the country. There are

very dramatic contrasts between the nature of conservation in the South East compared with the nature of conservation in Manchester or Newcastle.

Interviewer: Yes, okay. Now you're covering the [anonymized]?

Participant: Yes, that's right, I'm [anonymized] might mean for us. That hasn't really, I don't think, led to any particularly different perspectives on the designation issues and so on. It certainly has helped me to think about the impact of all sorts of our work, including the impact of our designation work, or not as the case may be.

Interviewer: Okay, thanks. Just quite a broad question, to start us off. Thinking about the function of heritage lists, identifying assets, what do you think of each of those three, the NHLE, local listing, and... well, have HERs been something that you've been involved with?

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Participant: Yes. Not in great detail, but certainly all the way through the HERs have been in the background. The changing nature, and the changing aspiration for HERs has been in the background of everything that I have been doing over the years.

So your question was about?

Interviewer: About the importance of each of those.

Participant: Okay, yes. I think, because you're forward looking, the HERs are the things which are, at the moment, underplayed in terms of their potential. I think that a really good historic environment record is

likely to be the key to unlocking a lot of the potential of information to inform, to inspire, to engage people.

I'm thinking of, for example, the sort of thing that the... I think the Worcestershire Historic Environment Record is a great example of... Not the ultimate, but it's certainly... Last time I saw anything of it, it was head and shoulders above most of the other ones that I was aware of in terms of giving people access to information in a much more engaging and interesting way than just pulling up a list of examples of such and such that you might have searched for.

I remember being shown what it can do to combine spatial data with the category of things that you're interested in. Throw up a map of the county with the pattern of where those sorts of things show up, and where they don't show up, just at the touch of a button. I thought, that's what we really need HERs to be able to do.

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It may be that others have caught up since then, because it's probably a good few years since I saw that as an example. I've not had a similar presentation from any other HERs in the area that I know, or have been working in, to say that it's now become standard practice. I suspect that it's not really yet standard practice.

In some cases you can get decent web access to the data, but it's presented in a terribly un user-friendly way compared with what I saw happening a relatively long time ago in one county. I don't expect there's been a great deal of catching up that's happened in many of the HERs compared with the front runners who are probably still some distance ahead, that's my impression of things.

I would say that the HERs of the moment are not top of the list, but that's where the future lies to my mind. The NHLE, I think, is probably the flipside of that. That's been where all the action has been, because it's been the only source of relatively easy access to... Particularly the map data on the NHLE, which is the one that I turn to most of the time.

I think that's what gives that its main utility at the moment. I suspect that will, if it's not being overtaken then it certainly ought to be overtaken by the capability of a more local dataset to present a much fairer view of what there is out there and how it's [patterned 00:10:07].

I think local lists are ineffectual and, probably, have no real future in the grand scheme of things. A nice idea, but I don't think they've caught on in a way that I thought they might in the first early days. We haven't really invested sufficiently in them, I can't see us investing in them now in the current circumstances.

00:10:46

I think that there are probably better answers than local lists to meet the sorts of goals the local lists were invented to meet in the first instance. I suspect they'll probably fade away.

Interviewer:

Okay. Ineffectual in?

Participant:

In that the weight that's afforded to them by the Planning Inspectorate is very variable. Some planning inspectors will take notice of them and some won't. Elected members will disregard them if it suits them to do that. I think they are so patchy in that some local communities have embraced them and some haven't. Something like that, if it's going to have any sort of impact it's got to be a fairly widespread carpet of local listing rather than little pockets of interesting initiatives going on.

Within one local authority, if you've got a dozen places and only one or two of them have got local lists then what are elected members supposed to do to be even-handed about their decision-making? Can they disregard the heritage of one patch because it hasn't got itself organised and done a local list, and then put, allegedly, unwarranted weight on another patch because they've got a load of well-organised locals who got themselves organised and did a local list? How does an elected member give appropriate weight to those two situations? I

think it's really quite problematic when it's as patchy as it is at the moment.

00:12:32

Interviewer: I see. So it doesn't actually matter? It's not about whether there are Article 4s attached to the local list or not, it's actually the presence of a local list in one area and not another that hinders?

Participant: Yes, because the Article 4, I think, makes it- It's clear what weight you're supposed to put on an Article 4, it's got rules, it's got the official boundaries around it. Whereas I think a local list is much more ambiguous about what it's there for, how well it's been put together, what weight it would be fair to attach to it.

Interviewer: Okay, thank you. Particularly for the HERs and the NHLE, you were talking about the access to them. How do you feel about the actual content, the actual sites that are captured within the NHLE and its... I suppose I'm wondering about the values that it's capturing, what we're protecting through the NHLE and the local lists.

Participant: It is a source of continuous frustration that we still have failed to align how we say we value places in one language, which is through the four heritage values of conservation principles, yet steadfastly over the years we've refused to embrace those same ways of valuing places for listing purposes. We've stayed with the old special historic architectural interest.

It's just particularly painful at the moment, having just republished another set of guidelines for selection principles for buildings which have once again stuck two fingers up at the heritage values way of

going about it, and have said, “We’ll carry on doing it in our own sweet way, thanks very much.”

00:14:44

The reason why that frustrates me so much is that it leaves us, organisationally, going to an owner one day and saying, “This is what’s valuable about your place.” Using the listing criteria, “Special interest, blah, blah.” Then the next day one of my team turns up, with a planning application or a listed building consent application, saying, “Actually what’s valuable about your place is a completely different set of things,” using the language of conservation principles.

What’s an owner supposed to think of us when we are talking two completely different languages, on consecutive days, about the same place? They must think that we’re just completely bonkers. I can’t understand how we can be so resolute in our refusal, on the listing side, to accept that we are now professed to be valuing places in accordance with the four heritage values. We pass by all the opportunities to do it.

When we published the revised draft conservation principles, we tried to find a common ___[00:16:10], common ground. We’re trying to find a way of talking about the heritage values in a way that was much more compatible with the special interest criteria type things, in the hope that would give us an opportunity to compromise and say, “Okay, so actually we can find one way of speaking about things. Listing can move over to talking about this in a way that doesn’t mean that they have to lose all that tradition of valuing things by the old way of doing things.” That didn’t find any great purchase in the sector, for lots of different reasons. Anyway, it hasn’t got us to where we want to go.

00:16:53

So we’re just stuck there. As I say, having just republished another set of principles of selection, it’s now perpetuated that system for quite a while because it’s now going to be a bit embarrassing for the DCMS to

say, “Yes, I know we published that stuff only a few months ago, actually we’ve changed our minds and this is how we’re now going to value places.” We’re stuck, unless we-

I suppose the other option would be to abandon the heritage values way of doing things and to adopt special interest as the language for how we do things. Over my dead body, is that going to happen, as far as I’m concerned. So we’re stuck in the dual world of talking about the same heritage asset in two completely different languages.

Interviewer: How do you feel it matches up with international thinking?

Participant: Well the international community has very clearly gone with the values-led approach to things. It’s about how people feel about places, not about how academics feel about places, which is why I’m determined that... it may take a long time, but the heritage values has got to be the approach that wins through rather than the much more academically led approach to... “We’ll tell you what’s special about your place, thanks very much, I don’t really care how you feel about it.” I know that’s a bit of a crude characterisation, but I think it would be very easy for people to characterise the listing approach as being, “We know what’s best about your place, thanks very much, we don’t really care how you feel about it.”

00:18:38

Interviewer: Okay, thank you. I’ll just change tack slightly. How do you feel about changes that you’ve seen to managing heritage through lists since about 2010?

Participant: Through lists?

Interviewer: Yes. Thinking particularly, still, on these lists, statutory, local, and HERs, but changes since 2010.

Participant: As far as the statutory list stuff, the NHLE stuff, is concerned, the Barnwell Manor is the key turning point in that period of time that you're talking about. The Lyveden New Bield case where, suddenly, people were reminded/remembered that the settings of listed buildings are a matter of law not a matter of a nice-to-have policy type thing.

I think that the big change is that the list has been, very much, bolstered by the Barnwell Manor case because it now provides a much firmer basis for managing, not just the buildings or the assets themselves but their surroundings. I can't think of anything else, in that period of time, that's had the same sort of impact as that particular case.

00:20:19

Interviewer: Outside of individual cases, I was... What I did with this one is I posed to focus groups, and explained to them a little bit in some cases, Enriching the List and the exclusion provision of this Enterprise and Regulatory Reform Act. I also showed them the selection guides, and then asked them how they felt about those. Obviously, taking into account whether they were familiar with them before or not because there was some mix in the groups.

What do you think about, say, Enriching the List?

Participant: I think that Enriching the List was a... In its first version of things, where you had to go right to the bottom of the list, they made you feel like whatever you had to write in there was pretty worthless really. "If

you really want to write something and put a photograph up, you sad person, we'll allow you to do it.”

It is at least, now, at the top of the NHLE entry, which makes it feel as if we are valuing it a little bit more than it being right at the bottom of things. So it's slightly less bad than it was when it started out, but I think we could do an awful lot better than Enriching the List as a device for trying to make the lists more engaging and to give people opportunities to participate in the listing process.

I think it's probably already past its sell-by date as a device for getting people to engage. We should be looking at completely different, and much more engaging, ways of going about it.

I think it should be seen as a tentative toe in the water. It got us over the threshold of listing being something that we do privately, it's got nothing to do with anybody else, into at least the principle of it being something that other people can engage in. I think it was pretty half-hearted at best. I think we could, now... We probably should already have moved onto the next generation of Enriching the List.

00:23:10

Interviewer: Have you got some ideas of what that would look like?

Participant: I think that... No, is the short answer. I haven't really spent very much time thinking about that side of things. I don't think that the statutory list is, probably, the right way to try to capture what people's...

I think it's such an institutional thing, such a scary, formal, situation, it just isn't the right place for people to stick little entries about how they feel about places, by and large. Which is part of the reason I think it just hasn't caught on. When you've got a rich world of social media out there, and you've only got a certain amount of time, why would you choose the list to be the place where you say whatever you want to

say about it rather than the millions of other opportunities where other people are much more likely, also, to look and where you're therefore much more likely to be able to feel engagement with a social network out there?

There is probably something about liking, or something like that, in Enriching the List. The fact that I don't know whether there is, or isn't, speaks volumes of it. It's not the context for people to do the sorts of things that they could do on real social media. I just think that it was a bit misguided to think about that as the channel for people to do that.

I'm thinking that if we were going to do something more with it, I think it probably has to be not linked to the list so closely, but in parallel, in some way, with the list. Therefore, informalising it a little bit. I think people would be much more likely to engage with it if it wasn't the list that they were adding to.

00:25:19

Interviewer: Yes. Does that tie into... You said, earlier, there are better answers than local lists. Do you see those tying together?

Participant: Yes, I do, yes. I do think that... I have been doing a certain amount of thinking about evaluation, analysis, that sort of stuff. I do think that, used in the right way, social media can be a reasonably reliable way of gauging people's connection with places.

I think that if we had a way of encouraging people to talk about the degree to which they value places, in whatever way they want to value them, that would actually be helpful from a planning and management of change point of view in a way that Enriching the List can't be because it's so restrictive and so partial that the only people who are adding to it are in-house people who've got nothing better to do. It's just not engaged with a wide enough constituency. I would prefer to

see us finding completely different ways of capturing the relevance of the historic environment to people.

Interviewer: As you're talking, the thing that's springing to mind for me is... I think it was Wandsworth, it was certainly one of the London boroughs. They used a mapping app. I think it was to inform their local list, it might even have been their local list. People could add their own places. I suppose that combines some of the functionality or access that we see through the HER and a local list, really, but also some of those elements that you're talking about. People being able to add their own comments.

00:27:17

Participant: Yes. When I first came across Pinterest, I thought, "Pinterest..." In its early days, it seemed to be a map-based thing. I thought, "This is what we need. We need people to be able to stick and electronic pin into the place and for us to hear about why they value those places, what it was about those..."

It turned out Pinterest was something completely different, but that sort of idea was what I thought. It makes it really easy because everybody can, pretty much, identify on a map what it is that they like. They can stick a photograph in there and give themselves a space to say what I like about this place or what I hate about this place, equally valid.

That sort of map-based thing would be, I think, a really good way of giving people access to tell us, and the rest of the world and all their mates, how they feel about places. "This is where a bit of my personal history happened, over here." Or, "This is where I'm excited to discover that such and such happened over in this place. That's given me a completely different understanding, mental map, of the world that I live in. It's changed because I now understand that something happened over there."

That idea of imbuing meaning to people's places has been something that I've been quietly dreaming about for a very long time. It's the sort of thing that I hope our new... ___[00:28:40] blue plaques scheme will turn into. It's about giving people the information to imbue their places with meaning. I'm much more excited about that than I am about adding to the list in the way that we've talked about before, with the enriching bit.

00:28:58

Interviewer: Okay. I think we've probably strayed, a little bit, into where I was going next. I think you've anticipated where I was going with this. I'd just like to think about the role of the different lists in heritage management for the future. You said that the HERs have underplayed potential.

Participant: Yes.

Interviewer: Not so much of a role for local listing?

Participant: Yes.

Interviewer: You mentioned investment in that as well.

Participant: Yes, I think when we first came out with local lists, we had the opportunity there to follow through with some of our own listing team time to go and talk to local communities who thought that they might want to do a local list and help them through that process. Listing's view was that that was the regional teams' problem, it was nothing to do with Listing.

So they invented the product and then left it to somebody else to deliver. Disaster, it's not going to happen because the idea wasn't owned, at all, by the regions. At that stage, we'd not been given any opportunity to say whether or not we thought it was a good idea and, if so, how it might work. It was something invented wholly within Listing, who then said, "There you are, you go and sort it out if you want it. We've allowed people to play with listing, but we're not going to have any part in following it through."

0:30:32

That's not the way to deliver any sort of product, invent it and then tell other people that it's up to them how they want to use it.

The consequence of that was that where little groups of people did pop up and say, "This sounds interesting, I'd quite like to do one of these." Some of the regional teams had no capacity to say, "Yes, we'd love to be able to help you." Some of them weren't interested in any case, they just took a view that it was never going to go anywhere. There just wasn't any point, they had better things to do with their time. There was no corporate buy-in to the idea of supporting local lists as a corporate initiative. That's why we've ended up with this very patchy nature where it all depends on the energy of one or two local people as to whether you've got a local list or not.

Interviewer:

Yes. With the case studies, I've had a variety of groups. Sevenoaks is the example, very keen local people that really drove the local list forward. I have got a sense, though, from various places that people are quite invested in the places that are on local lists. Thinking about the value side of things, it seems locally that the local list has quite a lot of value to people. Do you have any perceptions on how people think of the national list and the local list in their area?

Participant: I think there will be... Sevenoaks is the example par excellence. There will be places where something being on the local list is just as cherished, if not more cherished, than something that's on a national list, because they own the list in the sense that they are personally invested in it.

0:32:38 That's backed up by the local councillors who put a fair amount of weight on the local listing in Sevenoaks. It's gone to appeal, it's been tested, and they've won through. I can see, absolutely, why they would have confidence in that as a device.

I've seen more examples where people have invested in a local list and then councillors have taken no notice of it because it's inconvenient for them to do so. Worse still is where planning inspectors have dismissed the local list as being irrelevant, that's a real kick in the teeth for the locals who I think probably would believe that, even if their local members didn't understand it, you'd expect the Planning Inspectorate to understand it. When they don't then, you can imagine, there is very short path to despair at that stage really. "Why on Earth did we spend all that time trying to do that local list?"

Interviewer: That is interesting. I've not really encountered that situation in my research. I think that's probably because there is a certain amount of self-selection. When you're going out to find case studies, probably, the more enthusiastic people are going to be the ones to come forward. Although I try to include areas that haven't got a local list and are not looking into producing one, or anything like that, and also areas where conservation isn't particularly seen as a high priority for the local authority, I'm probably still capturing more of the positive side of things. So those examples where...

Local authority staff often cite an inspector's decision when they're talking about a local list. That does seem to make a big difference to them, as to how much energy they're going to put into that, and resource.

00:34:39

Participant: So if there's there still time for you, Milton Keynes might be worth a look, as a place where there is a small but still quite passionate local community who want to cherish the modern heritage of Milton Keynes and a bunch of councillors who don't get it at all and have made no effort whatsoever. There will be case after case where a well-meaning conservation officer has drawn attention to the fact that there is a local list and such and such a building is on the local list, members have taken no notice at all of that.

Simon Peart is the conservation officer at Milton Keynes, P-E-A-R-T. If it's helpful, at all, I'll happily send you the email address. It's simon.peart@miltonkeynes.gov.uk.

Interviewer: Yes, okay, cool.

Participant: He might be willing to offer a bit of- It may be too late, it depends where you are in your case study capturing process. That comes to mind, immediately, as an example where-

Interviewer: Yes, thank you, that might be very useful. The other thing is that, talking about that relationship between the civic societies, or local people, and their councillors and the local authority staff.

One of the things coming out of the focus groups is- I've got a lot of practical information on things like accessing lists and what they look like and how engaging they are, and how people feel about the content and values they capture.

00:36:16

Participant: Local lists?

Interviewer: Both.

Participant: Both, right, okay, yes.

Interviewer: What's been coming, quite strongly, out of the research is about the relationships that are at play in making a good heritage protection system work in an area. Particularly how the local authority staff interact with the civic societies, civic societies with the elected members and staff with the elected members. Then how, of course, Historic England interacts with all of those.

I was just wondering your thoughts, I suppose, particularly on Historic England's interaction with those groups. I'm hoping that I might be able to provide some research information on where it might be best for Historic England to focus energy, because there'll be some evidence from that as to how those networks are working and therefore where Historic England could focus attention and it would be most usefully placed. I just wondered if you've already got a sense of those things.

Participant: I can offer some thoughts, and you can decide whether it's the sort of thing that you're talking about or not.

00:37:33 The first thing that comes to mind is that that sort of situation presents us with the age-old dilemma of whether, because it's working well, we should not get involved because it's working quite well enough and we've got somewhere else that we want to work in. Or whether, because it's working well, we should get in there and make sure that it continues to work well because it's better that a few places work well and the historic environment benefits from that good relationship. Rather than find that we've taken our eye off that ball, gone off to try to

help somewhere else. Meanwhile, in place A, the relationship has deteriorated and it's no longer doing as well as it was doing.

Chichester comes to mind as an example where there is a good and active... I think they call themselves a conservation area advisory committee. It's the same, it's civic... it's all doing the same sort of thing.

Depending on who happens to be in charge, and what the political environment is at any one time, that wavers from a really good relationship where everybody is working together and the civic society recognises that the council can't accept their views or their advice on every single case but nevertheless, there is a sort of respectful arrangement between all the parties involved.

Then, a few months later, there has been a spat over something or other. They've all fallen out, and we're back into the situation where the conservation area advisory committee feels that it's not being taken any notice of. You end up with this death spiral of mistrust and so on.

In that situation, should we be there to provide the rock on which that relationship can go up and down, and up and down, on a weekly or monthly basis. On a longer timescale, everybody knows they're going to have to work together, we can be there to broker that long-term relationship and make sure that the spats don't get too bad and nobody believes that the highs are going to last forever. Just manage expectations and so on.

00:39:44

Do we invest in that way or do we, accept that there will be ups and downs but they'll probably get on alright in the long run and, spend our time in the next door place where we could perhaps make more of an impact in changing the nature of the relationship?

Portsmouth is quite a good example because it's quite close to Chichester. Portsmouth, for quite a long time, didn't really have very

much regard for its historic environment, and yet was in very much the same sort of social and economic circumstances as Chichester.

What we have done is to try to improve the situation in Portsmouth quite a lot, and with some success. We now get on much better in Portsmouth, they're much more likely to take heritage considerations into account when they're making their decisions. The price we paid for that is for those ups and downs in Chichester to be allowed to just sort themselves out, rather than us being there to try to hold people's hands.

Is that the sort of thing that you were thinking about?

Interviewer: Yes. It's really interesting because it highlights the very local nature of those relationships, and also that they fluctuate. That it's not a set thing that you can get involved in.

Participant: Very much so, yes.

Interviewer: Thanks. Moving on again, how well do you think current legislation, policy, and guidance, are working together?

00:41:06

Participant: I think the policy and legislation are working pretty well, in that there are shortcomings in the legislation which cripple the effectiveness of the policy but nevertheless, to the extent that they can work together, they do.

What I'm thinking about there, in particular, is that in the NPPF the settings of archaeological sites are allowed to be taken into account and they're not in the legislation. There's nothing in the 79 Act that talks about the settings of monuments. So you've got an unavoidable

discrepancy between the policy framework and the legislation but, given that there is nothing that anybody can do about that without primary legislation, the rest of the things fit together. The NPPF and the guidance, I think, work pretty well together.

Then there's the question of whether the guidance is meshing in sufficiently well. I think it's not, to a large extent. I think that's back to my bugbear about the different languages that we speak, the Listed Buildings Act talks about special interest and the types of special interest that there can be. Our guidance, by and large, don't- The planning related guidance uses the heritage values approach to things, so you've got that... Once again, you've got that mismatch in things.

I think that the Good Practice Advice notes, the GPAs, are probably the best way that we have found so far to make the guidance that we offer as relevant and coherent as we can. I like them, and I think a lot of people find them useful. They're good, practical, guides for getting through the minefield of the inconsistencies that there are between the legislation and the policy. I think that works quite well.

00:43:36

There is an awful lot of other, more waffly, less practical guidance that we've done over the years, which I'm not sure that very many people use. We've got the web stats for how many people download those sorts of things, so we've got some evidence as to which ones get used and which ones don't.

I thought that the windows one, when we finally got our story straight on whether or not we were prepared to countenance double glazing or not, I thought that was a good example of the sort of practical guidance that we can do when we're at our best. That's the sort of thing that I think we do. When we're not at our best, then things like the flooding guidance or the wind turbine guidance where it just says, "On the one hand, this. On the hand, that." Not very helpful, I don't think.

I think we should have a different channel for those sorts of musings on the relative merits of one thing versus another, that isn't called guidance in any sense. When we do that, it's not guidance. It's more like a white paper, a discussion paper. There is an important role for that. I think, probably, increasingly important.

I'm thinking of part of our emerging future, as the post-Change Programme Historic England, we're committing ourselves to much more in the way of thought leadership. Which, for me, is about offering short, sharp, punchy discussion pieces on issues that are relevant to people. That's the place where we can muse on how to balance the merits of addressing climate change against the impact it has on historic buildings. We mustn't call that guidance because it's not guidance.

00:45:28

It's about getting the people in decision-making circles to think about the things that we want them to think about, rather than the things that we want other people to think about. That's fine, but we haven't got a place for that yet.

We need to create, for ourselves, a space in which we can have those sorts of musings, a thought provoking area. The guidance should be the place where, having done that thinking and arrived at some sort of a leading consensus on the right sort of approach, we then boil it down into some nice, clear, practical guidance.

Interviewer: Yes, I see. Okay, that's interesting, thanks. How do you feel policy change relates to the sector in practice?

Participant: Policy change?

Interviewer: Yes. I suppose that could be on the national policy level, or I suppose it could be on Historic England's strategies, policy. The leading of change in a particular direction, or indeed... Is that the way it works? Do you see what I mean?

Participant: Right. The reason why I was thinking about it for such a long time was that it depends what you mean by policy, doesn't it? We have learned to be careful that we don't do policy, policy only means what Government comes up with. Is that the sense in which you mean policy?

00:47:07

Or do you mean policy in the sense of what we have to call guidance but which we internally would all call policy if we were allowed to call it policy? Things like embracing the idea of double glazing, if we were allowed to call it- We would say it's policy, we think the right policy to adopt for dealing with double glazing is this one. It's just we have to call it guidance. Is that the sort of thing that you're...

Interviewer: Some people have answered it in terms of NPPF revision. I suppose some people have answered it, more, in that sense of Historic England's guidance. So I'll leave it-

Participant: Can I answer it in a third way, then, just to add a little bit of extra confusion?

Interviewer: Go for it.

Participant: I think that we are very bad at using local plan policies, and other local policies, as leverage for achieving what we want to achieve. I think

that we have got ourselves into the habit, in my world of planning advice, of going to the NPPF only, really, for framing the advice that we give.

Our letters are typically, “The NPPF says you should do this, therefore this is what you should be doing in your circumstances.” Actually, the NPPF isn’t the first place for decision-makers to turn, it’s the local plan policies. I think that we could be a lot more effective in our advice if we started with local plan policy and then said, “Local plan policy says this, in your particular set of circumstances this means you should be doing this. By the way, the NPPF supports this approach to things.”

00:48:52

At the moment what we do is to say, “NPPF says something or other, you should do this.” I just think we’re missing a trick, the leverage of local policy on things.

As far as the connection back to policy change type things, because we pay so little regard to policy change at the local level and we’re obsessed with policy change at the national level, we’re probably not influencing those local policy changes in the way that we ought to do. We’ve got a very small bit of the organisation involved in local plan making type thing.

If we were in Natural England, and we were having this conversation in Natural England, they would say that actually their plan making function of influencing the way policies change and then get cemented into local plans is actually where all the action is. They understand the strategic value of investing in that. They’ve, largely, withdrawn from the more reactive, responding to individual applications. They rely, much more, on their written, generic, guidance on something or other.

It’s easier for them because an ecosystem is an ecosystem is an ecosystem. Whereas we argue that every individual heritage asset has its own particularities and is unique, therefore solutions to it have to be bespoke and so on. So it is easier for them to say, “If you’re in this sort

of an ecosystem, here is how you should be responding to it.” That doesn’t take away from the fact that, actually, we have persuaded ourselves that responding and fighting every individual battle on its own terms consumes millions of pounds of taxpayers’ money in dealing with that sort of stuff.

00:50:42

We put a relatively small amount of money into influencing policy change at the local level and the local planning function. I think that’s probably a mistake.

Interviewer: Yes, that’s a really interesting take on looking up or looking down at how you come across things.

Okay, so I’m coming to the end. I have, slightly, borrowed this question from a Historic England session that I went to. I don’t know if you’ve ever been in one where someone’s asked if, Room 101, if you’d like to bin anything. Any part of the planning system or heritage protection system, what would you like to bin? I was going to ask it in a broader way. If you’re going to make one change over the next 10 years, what would it be and why?

Participant: Okay. I think you, probably, might have guessed from the thinly disguised frustration that I feel with selection principles, that would go straight into the bin. I hope it would happen within the 10 year period, rather than wait for 10 years before we do that. I do think that and what it represents, the idea that we know best and we’ll tell you how to value your place, is so damaging.

It will just get worse and worse, the further we go into that, as the rest of the world moves onto acknowledging other people’s opinions about how to value places are just as valid as academic’s things. It’s just going to look more and more silly that we are adopting a set of

selection principles which allow two or three people in London to decide on the value of something in Newcastle. So no contest for me, straight in the bin.

00:52:40

Interviewer: Easy. I think that's probably the most straightforward answer to that one I've had.

I should've left a few more minutes in the hour for anything that you feel like we should have discussed but haven't or anything you wanted to mention that you think I should be aware of.

Participant: Some of the things that are on my mind, that are perhaps peripheral but it might be worth mentioning. I think that the world is changing with regard to intangible cultural heritage stuff. We are doing nothing, as far as I am aware, at the moment to think about how we respond to the fact that the world is changing. We've got the UNESCO charter on intangible heritage. I think that one of the things that we need to think about is how we're going to acknowledge some of those intangible values that some other places in the world are embracing much more.

We can't rest on our laurels as international leaders of heritage conservation. Therefore, it seems to me, we've got to think about how we're going to respond to the intangible side of things.

With particular relevance to what you're doing here is the question of, how does an apparatus of statutory listing which is absolutely about fabric... Even if the legislation talks about the character of a listed building as being one of special interest, that's interpreted as being about the fabric of things.

00:54:16

How do you reconcile a system for heritage protection which is about fabric with the fact that the rest of the world has moved on and is much less interested about fabric and much more interested about customs

and traditions and what it means to people and communities to be stewards of places where these things happens and these behaviours and these activities happen? We haven't talked about that, but I do think we need to begin to think about what we're going to be doing about that.

That will probably do, won't it? I think [Crosstalk 00:54:51]-

Interviewer: Yes. I'm aware that is an area which I think, at first, I wanted to box off neatly as, "Well our statutory list isn't dealing with that, so neither am I going to."

Obviously, now I'm past halfway and I'm realising that it's a messy situation. It would be, perhaps, easy to claim that it's just something that's an academic issue in critical heritage studies, but actually it's not at all. It is something that I'm going to have to find a way of dealing with.

Participant: I was thinking that, in recent years, the trend towards being more willing to list for historic interest is vaguely moving in that sort of direction. At the same time as doing that, it's undermining the core purpose of the list because the list fits into the system which is about managing change to fabric. At the moment, because we haven't thought through what we really think about intangible heritage, it's just making the situation messier and messier because we are blurring rather than managing the way that we move from one way of thinking about things to another. We're just migrating in an un thought through, unstructured, way towards a different sort of world.

00:56:10

It did occur to me, and you've given me time to remember, that part of Matthew Saunders' review does- There is a question in there about

intangible heritage stuff. So others are beginning to think about what we do about intangible heritage [to some extent 00:56:24].

Interviewer: Okay. I'll make sure I ask him about that then, great. Anything else?

Participant: Not if I've given you enough to chew on for [Crosstalk]-

Interviewer: I think that's plenty. Thank you very much for that, that was really interesting. Some of the answers are quite different to other people's that I've gathered. That's always good, to make sure you've got a breadth of perspectives. That's really good, thank you very much.

Participant: Good. Well it's been fun to talk about it.

Interviewer: That's great.

Participant: Good luck with it all.

Interviewer: Thank you.

Participant: You're halfway through?

00:57:01

Interviewer: Yes. Well, I'll be moving into the third year at the end of January. That's because I've had the opportunity to do work placements in this PhD, which has been really good. I was with Deborah Williams in the listing team last year. I worked in Nottingham on the HAZ there last

year, as well, for a few months, which saw quite a lot of success. It was around developing their local list actually, so yes that was interesting.

Participant: Good, well I hope it all goes well. It's a different world, doing PhDs now. When I did mine, the thing that English Heritage did that was most helpful was to give me a block of time, at the end of the process, to really concentrate on doing all those fiddly little bits of writing up and making sure that all the references were all accurate and all that sort of stuff. That's the bit which, in my experience, can go on forever unless you can sit down with a really good, solid, block of time to get that stuff sorted.

Interviewer: Yes. I'm very aware of that for-

0:58:14

END AUDIO

Interview 024

File: 181221_0024

Interview date: 21st December 2018

START AUDIO

Interviewer: Okay.

So, First degree History of Art, in the architecture; and then I did the MA in Cultural Heritage Management with John Schofield at York.

Participant: Oh, okay. Yes. Yes.

Interviewer: And then I was the listed building caseworker for the Council for British Archaeology.

Participant: Ah. Yes, yes. Right.

Interviewer: So, there are a few...

Oh, I've brought biscuits. I hope you like these.

Participant: Thank you. I'm alright at the moment, thank you, but I might stare at them for ages and then have a few of them.

[0:00:25]

Thank you for the bribe. (Laughter)

Interviewer: Yes. It's quite a thin veil but... (Laughter)

Participant: Yes, it helps.

Interviewer: Yes. So, that was what I was doing before I started this.

Participant: Okay, that's interesting. Yes.

Interviewer: So, I've done it for Wales and England.

Participant: Oh, okay.

So, who were you working with at the CBA?

Interviewer: So, there was just myself as the caseworker for England, and obviously, Mike Heyworth.

Participant: [Surrounded 0:00:48] by the whole programme?

Interviewer: Yes. Yes.

[0:00:51]

Participant: I see, so you worked with Mike direct then?

Interviewer: Yes.

Participant: Yes. Okay.

And is this a full-time PhD you're doing now?

Interviewer: Yes. Yes.

I've done two years, so I've got another year to go on it.

Participant: So, I was at York. I did the building conservation – I don't know if it's still called that – at York, a long time ago.

Interviewer: Yes. That's effectively the one that Gill is head of now.

Participant: Probably, yes. Yes.

Interviewer: Yes. Yes.

Participant: I haven't quite worked out... I think they've got different titles, and things, now. So... Good. Oh, well. A nice place to study.

Okay. So...

[0:01:27]

Interviewer: Shall I give you a bit of context from the actual PhD?

Participant: Yes, please. Yes.

Interviewer: Yes. That's normally where we start. (Laughter)

Participant: Yes. That's enough reminiscing for me.

Interviewer: So, it's called 'Beyond the List', that's the short title. The longer title is 'A Critical Examination of the Development and Impacts of Statutory and Non-statutory Heritage Lists on the National Management of Heritage in England.

So, a bit of a mouthful, but essentially, the development and impacts bit picks up that there has to be wiggle room in an AHRC PhD.

It could have been quite a historic overview, but I have decided to make it much more of a forward facing, 'where should we be going with this?'

Participant: Yes. That would be really interesting and helpful.

Interviewer: The second bit of it is that it's statutory and non-statutory. So, obviously, The National Heritage List for England.

[0:02:13]

The non-statutory have come to be defined for this PhD as the local lists, conservation areas, and HERs; and I'll be returning to those kind of categories of lists.

Participant: What about the nationally important but not...? Whatever it's called? That category. You're not doing those, or...?

Interviewer: Well, no, I'm not excluding them.

What's happened basically is that I've been running focus groups. So, I've run five focus groups so far in case study areas across the country, and I've run them with civic societies, basically, local stakeholders; and then I've run separate focus groups with local authority staff and heritage consultants.

Basically, the reason I've focused in on those as the non-statutory is because-

Participant: People understand them. Yes.

Interviewer: ...that's what people are talking about essentially.

Participant: Yes, yes, yes. That's fine. Yes, yes.

[0:03:11]

Interviewer: But, all the component parts of the NHLE... You know, all of it is up for debate and discussion and can filter in, it's just that those are the key areas that people really mention.

Participant: Fine. Okay.

Interviewer: So, again, with the contacts there, obviously, I've got the perspective from local stakeholders, and I've got this perspective from people who are locally implementing things.

The purpose of the one-to-one interviews is to gain the kind of national perspective, make sure that that is in the research, too; and I've tried to spread the experience of the people that I'm interviewing throughout the country.

So, I'm doing a batch of London ones last week and this week, and then I'm off in the new year around various places.

Participant: That's nice.

Interviewer: Okay. (Laughter) Yes. Yes.

Participant: You planned that well.

Interviewer: So, that's the context for the questions really.
Did you have any questions about the stuff that I sent you on there?

Participant: No.

[0:04:16]

Interviewer: Or about the context?

Participant: That's fine.

Interviewer: We're good to start firing questions? (Laughter)

Participant: You're good to start. Yes. Let the fun begin.

Interviewer: Could you first briefly summarise some of the roles you've had in heritage, in terms of ones that have informed your perspective, and where they've covered in the country.

Participant: Yes. Okay.

So, my experience is as a design and conservation officer in [location] as, I guess, a planning placement which included design and conservation work at [location] County Council; historic buildings officer – effectively a conservation officer – at [location] County Council; and then areas adviser and planner in the [location] region of [organisation], the South West region of [organisation]; and then, from 2002... What do I need to call it? Social economic research; then [job role] at [organisation], and then this job effectively since [year].

Interviewer: Right. Okay.

So, even your local experience is actually spread around the country. That's quite unusual.

[0:05:37]

Participant: Yes. It was deliberate in those days. Young and single, and wanting to see the world, and being determined never to work in London, which I have now done and had to do for the last I don't know how many years. So, in a way...

I went to university at [university]. I then did my post-grad at [university], but I was brought up in the South East of England. So, actually, I really liked that different perspective, which I think has been really helpful for me in my kind of understanding of...

The danger of being in London all the time is it's a bubble.

Interviewer: Yes. Okay. Great.

So, firstly, a broad question. Just thinking about the function of heritage lists to identify assets, what do you think of all of the three that are kind of outlined? So, the statutory NHLE, local listing and... Well, what has your involvement with HERs been?

Participant: Okay. Yes. Okay.

My involvement with HERs is limited, if I'm honest.

In my role as [job role], I suppose I'm responsible for all policy aspects ranging for everything in [organisation]. So, to that extent, it is part of my responsibility, but I have a buildings background.

So, I trained as a planner; so, my first degree is in planning. My second degree is in the building conservation side of things.

[0:06:50]

So, I've never really done any proper archaeology, you might say. So, my understanding of that side is weaker, but...

For example, when I worked at [location] County Council, the archaeologists and the buildings people were together, so I kind of got to know HERs and things. I used to sit alongside the HERs people. So, I had a reasonable understanding, but not a technical, or detailed one, and I haven't looked at anything on a HER for a long time.

Interviewer: Okay.

So, maybe conservation areas, local listing, and statutory lists then.

Participant: Okay. Yes.

I think HERs... I can answer general questions, but there would just be a kind of corporate line, and they wouldn't be based on much personal experience.

So, what was the question again? Sorry.

Interviewer: It's alright.

Thinking about the function of heritage lists, what do you think about each of those three, just very broadly?

Participant: Okay. You mean about how good they are, or about how well they work, or concepts, or just...?

[0:07:44]

Interviewer: How important you see each of those, if you see what I mean?

Participant: Oh, okay. Alright.

Well, starting with statutory – I was going to say at the top, but I wouldn't see it that way really. I think it's really important that we have a robust system.

I do a lot of work with international heritage people, and politicians and things, coming into this country that want to talk about heritage, and I manage the international team, as well, here.

My perception is that it's – by international standards – very well-regarded. It's not perfect, by any means, and some places, I'm sure, have better systems, but ours is long-established, and I think is generally well-regarded.

I would say that my experience – because most of my experience has been at the planning casework end and policy side rather than the designation side; so, I've not really been involved in the designation of national stuff – is that it works pretty well.

We, compared to many countries, protect an awful lot. So, the 400,000 entries which, as you know, is probably 500,000+ individually owned units, how do we define that? So, we're trying to protect an awful lot. So, out of necessity, it has to be a bit rough and ready in some places; I think it's extremely important.

[0:09:16]

I would say generally, the people have a reasonably good understanding in the broadest sense of designation, particularly probably listed buildings is probably the thing that most people... and you may know better than me, but most people have got some broad concept that we protect individual things, and a lot of people would know they're called listed buildings.

The archaeological resource, I think, is much less well understood by... and parks and gardens, battlefields, and... Are there any other bits to it? I can't remember. On the list, they're the main categories. Is that right?

They're, again, more niche and more specialist, so they're much less likely to be well understood; and battlefields, and parks and gardens obviously have a slightly different level of protection.

There are some complicated elements at the national level because they have protected archaeology in buildings which are probably protected in different ways, through different kinds of legislations.

So, there's the issue about terminology; we've tried to fix that, or tried to help government fix that through the NPPF, and other documents, but there's still a way to go.

So, that's the national one. Shall I stop there, and do the local...?

Interviewer: Yes.

Participant: You don't want too much information.

Interviewer: No, that's alright.

[0:10:35]

Participant: The local one; I'm a huge fan of local listing.

Where I live in [location], there's an active group that I'm not involved with, but I admire what they do – and in a fairly amateurish way, I might say – but enthusiastic amateurs are trying hard.

I think they help the council do a list, and I think it's really good because it involves local people more in thinking about what they value.

So, if you're going to have a national standard, it needs national rules that need to be fairly rigorous. If you have local lists, you've got more flexibility.

So, in my team, we've got the responsibility for writing the guidance on local listing and promoting that. So, I think they're really helpful.

In planning consent terms, it doesn't have a huge impact. It's probably a material consideration, and not much more than that in the planning system, but I think it's there. You might know the numbers, but... Is it round about half of local authorities we think might have a local list of some kind?

Interviewer: Yes, 46% was the latest stat I've found.

Participant: Is that the latest in the heritage counts? It must be true.

[0:11:52]

So, the fact that we've no extra resource from government, local authorities, and local people have thought it worth their while doing this stuff, is good.

Obviously, in some areas, it's a very actively used tool, and is quite efficient in being an extra check before you lose buildings. In other areas, it's probably not very effective, at all.

I particularly like it because it's a way of getting local people involved about things they value themselves.

I think there's a really interesting tension about how much does it shadow, or echo, the national standards, but just not quite as good as the national standards, and to what extent do they reflect other things that local people might value differently from national... what might be valued nationally.

So, there might be a particular type of building that is rare in a certain part of the country, not listable, but rare. Whereas, elsewhere, there might be so many of them that nobody really cares about them because there are lots left.

So, there's a kind of interesting thing, and in a way, local listing can fill some of those gaps.

I think there's been a real problem in the last few years because local authorities' specialist staff used to be able to put more resource into encouraging it to happen, support them, argue with the local people, whatever it might be.

[0:13:08]

I suspect, but I don't know – I don't think there's any direct evidence collected as a whole – that there's probably a lot less work going on on local lists, I would imagine, certainly by local authority staff, but hopefully more being done by communities to help support the local authorities to do these things and, for me, that's where the future lies in all of that.

Conservations areas; I'm a huge fan of conservation areas. In my mind, I think they've been one of the most successful designation tools because, again, they are something that the local community can be more involved in.

We don't set national standards for them, but we give broad guidance in the way that we think is appropriate for them to be designated, and help local authorities to make sure that the process is robust.

There are undoubtedly some not very good conservation areas, but the overall net effect, I think, is a positive one.

The research – certainly the kind of research that we've done in our team – suggests that they're popular; that they are economically – in terms of property values, and things – they are seen as being a good thing generally, and not a bad thing. Of course, some people who can't do exactly what they want to do, then they wouldn't see it that way.

But, generally, all the polling we've done over the years on conversation areas suggests that people quite like the idea.

Again, compared to many other countries, I think we've got quite a high proportion; and my favourite statistic is it's bigger than Luxembourg, if you add all the conservation areas together – and nobody knows quite how big Luxembourg is – but it feels small.

[0:14:51]

And then you've got things like HERs, which I won't go into detail, but I think they're a very useful, but slightly more technical details... archival kind of thing, that people can refer to; and there are obviously issues about public accessibility to the way the data is accessed, and things.

But, generally, conservation areas normally should have some kind of appraisal. It's normally tried to be written in a language and in a form that's reasonably accessible for the public, so that makes it easy.

Again, local listing, similarly, and there's a huge amount of guidance and advice, and stuff, on the national listing, although I imagine that some of that's probably not that accessible to the wider public.

Interviewer: That's perfect.

My next question was the access. So, you've...

Participant: Oh, I've done that.

Interviewer: You've kind of covered it. (Laughter)

Participant: That's good.

Interviewer: Normally, that's just a prompt, and then it goes into access. But that's perfect. You've done that yourself. Brilliant.

I noticed that you picked up a lot there about the ones that particularly involve people in the conservation areas and the local listing. Is that something that you feel is a priority?

[0:16:06]

Participant: Yes.

I think that I've been around for a long time, in the heritage world, and I think that one of the really positive shifts in my mind – but not everybody's mind – is that by getting the public more involved in these things, it actually results in better protection, and that the... I think some people might feel there's a trade-off between experts passing judgement on things, and it being kept in the expert box, and things judged against all of these expert standards.

If you start to draw in the public, then the danger is – particularly for the local lists, and they can influence conservation area designations – you can end up with some stuff that's not that good, and doesn't really meet national standards, and wouldn't really be thought to be really worthy of protection. But I think you'll only win the war if you get as many people on board to believe that heritage is something that they

should care about, and that they can actually influence directly themselves.

So, for me, I really love the way that people are getting more involved in being able to influence designations. Obviously, they can influence national designations to a small degree, but I think having these local things is really important.

Interviewer: Cool. Great, thanks.

There's probably quite a lot there I could have picked up in that section, but I think we'll change tack for now, and I might come back to it.

Participant: Okay. That's fine.

[0:17:39]

You know where you're going; I don't.

Interviewer: How do you feel about changes to managing heritage through lists that you've seen since about 2010? So, I'm thinking...

Participant: To the management of the lists themselves, or the things that are on the list?

Interviewer: Things that are on the list, yes. I suppose it could be the way that we use the lists themselves.

So, what I did with the focus groups is I introduced them, or explained, or built on their own knowledge, of Enriching the List, the Enterprise and Regulatory Reform Act exclusion provision, the selection guides; and then there's obviously the NPPF changes that are important in that period.

Participant: Okay. Shall I run through those, or how...?

Interviewer: Which one do you think...? Well, where do you think the biggest change has been since 2010? It might not even be any of the ones that I've picked out.

Participant: On what? The biggest change...? Can you just do the headline question again? So, the...

[0:18:49]

Interviewer: What do you think has been the biggest change to managing heritage through lists since about 2010?

Participant: [writing down] Yes. Okay.

So, I think that I would say... So, the headline would be, since 2010, I think we, English Heritage/Historic England, have got less stuffy about the list being a distinctive separate highly protected thing, to being more comfortable with it being a sort of shared... You know, being an elite – elite's really not quite the right word – an expert thing, to it being a more broader, a more accessible, less intimidating thing.

Because, if you look at some old list descriptions of national lists, they are almost impenetrable, and they're written solely for the purpose of identifying the building.

So, it's simply – and you've seen it, I'm sure – you know, you describe the number of windows on the front, or the... and they use technical language which is fine for people who have been trained; but their purpose in the first place was geographical identification so that you knew which building you were talking about.

Obviously, people slowly realised that having a bit more information about the thing was helpful in a number of different ways, not least when you're making decisions about how you're going to change them.

So, I think that kind of opening up of the information to some degree, but maintaining a sort of professional ha ha, we might call it; and the original listing, for me, I think has been a huge success – not that I've been directly... I'm taking no credit for it myself.

[0:20:51]

I think the ability for people to add things of their own that they value is good because I think it begins to allow new perspectives, different interpretations, and things, to be drawn in. I think, if only we had more resource, we could do more of that. I think it would be really good, and sometimes it's difficult.

I'm sure there were some quality control issues, but it's made the lists much, much more useful, as well, because you're much more likely to find a photograph now when you go into a list entry; I've even put some on myself.

So, I think that's quite a leap forward. It's a kind of general mindset, I would say, since about 2000; a sort of slow evolution of heritage professionals being a bit less worried about heritage being a separate box, and more about it being part of the planning system, part of society, part of the environment, and that being included in those things is better than being excluded, but separate.

So, you mentioned... we were talking about Enriching the List. So, the ability to exclude parts of buildings when you're listing them I think is a really useful tool, but I don't think it's used that much.

When I was a conservation officer, not in English Heritage, you didn't feel like you could question that within an ounce, and you had to sort of assume that everything was important, and then you might be able to say, "Well, that's a bit later on. I don't care," whatever.

So, I think the specific exclusions are important. I think it's really helpful in relationships with the development industry; they're obviously nervous about too much being protected.

[0:22:37]

The bigger national developers are entirely comfortable with things being designated; and our evidence, I believe, shows it's good having designated things around because it adds value to a development.

So, I think the development industry, or reputable parts of it – which almost entirely they are – generally accept that. What they hate is uncertainty.

So, they hate the fact that you might suddenly add something to the list, or you might suddenly change your mind about whether something's important, or not.

I think the exclusion stuff is good because it helps local conservation officers and local planning departments to be more sure, more certain about which are the most important bits that are changed.

Selection guides, and all that kind of thing. So, in the last few years, Historic England and English Heritage have been trying to give more and more information to explain; I think being able to explain to people why something is or isn't included, I think is really important.

I think they have been helpful, although the government generally doesn't like agencies like us writing loads and loads of things; I think they help give people more certainty.

I think they have been helpful beyond the designated. So, I guess they're probably very helpful for local lists if people want to analyse their local list buildings more carefully; I imagine the selection guides, and similar materials, is probably the stuff they look at.

The NPPF. Has that had any effect?

[0:24:22]

I guess the NPPF has been more helpful for conservation areas and local lists than it has for the nationally protected stuff, I think, because, in a way, the nationally protected stuff is always protected in the first place.

Whereas, I think the NPPF gave clearer steer as to how you should treat conservation areas, how you should treat locally listed buildings when you're making decisions about change.

So, I would say the first and second iterations have been generally helpful, but it's not that there was nothing there before. It's just that the kind of evolution of policy and guidance coming from government has been slowly clarifying things. But I write as an optimist, and someone who had some influence on that, so I would say it was good, wouldn't I? (Laughter)

Interviewer: Okay.

Participant: Is that enough on that one?

Interviewer: Yes. No, that's great. Thanks.

I would like to think now about the roles of the different lists in managing heritage in the future.

Participant: Okay.

Interviewer: So, the same again for the statutory, local lists, and conservation areas.

[0:25:34]

Which one would you like to take first?

Participant: So, give me the question again. [writing down] Managing of... in the future?

Interviewer: Yes.

Participant: Managing...?

Interviewer: The role of different lists in heritage management for the future.

Participant: Right. Okay. So... Alright.

National...

[Break in conversation 0:26:01 - 0:26:14]

Is this about change that I think will happen, or change that I want to happen, or both, or...?

Interviewer: Yes. Several people have asked me this. (Laughter)

I think, would like is probably... Yes. Where you would like to see them go.

Participant: Right. Okay.

[0:26:34]

So, the national list, I like the way it's going. I think it still can be not very diverse. I think it will continue, and rightly, continue to struggle with the boundaries of, how much can you incorporate different perspectives?

It probably couldn't get to protect intangible things, but there might be things that currently couldn't be included, that might possibly be included in the future. So, you have some archaeological categories there.

In general terms, I would say I don't think it's broken, so I wouldn't want to try and fix it too much.

There's a huge problem with resources, inevitably. So, if you stray too far into making it so inclusive that everybody can do everything, or anybody could alter a description, or we start to include all kinds of things that may be of great value to a certain specific community that isn't pinned back clearly into physical fabric in some way, I think the danger of that is that it would be opened up to more and more challenge, and you could – you wouldn't destroy the whole thing – but you could make it less trusted, and maybe more open to wider...

In a sense, if it becomes too flexible and fluid, then I think there would be a danger that developers, or people just wanting to demolish stuff and move on, might not... they might see an opportunity there to challenge the thing more often.

Whereas, I think, generally, it's evolved slowly, painfully over the years, and what we've got – from my understanding of it, compared to international situations – is something that is reasonably robust, and works most of the time. So, I would be worried about changing that too quickly.

[0:29:14]

I think, for me, Enriching the List is a good example of where there's a very clear line, "This is the formal legal bit," and then, "Here's the stuff from other people that we're sharing." So, I'm very keen to go further down that route.

I think the opportunities for doing clever things with digital, and other datasets, and representing stuff in digital ways is really important, as

well. Most of that probably needs to happen outside of our organisation because we've got a little bit of expertise in that, but not much.

So, thinking how you could integrate that with, I don't know, Google Maps, and Street View, and all kinds of other things to bring the material to life, but anything that brings them to life I think is really good.

The role of the list in future... Anything else on that?

Interviewer: You mentioned the intangible one. Have you got any idea of how that...? You said that the statutory one probably couldn't protect intangible. Have you got an idea for an alternative in that?

Participant: I guess my whole life has been in tangible stuff, so I'm on shaky ground. But if you look at the international...

So, I'm comfortable with world heritage sites, and all that. I know what they are and I know what they can and can't be; but I know that equally, they're an intangible... I can't remember what they're called; but there's a sort of category, isn't there, of...?

[0:30:50] The equivalent of world heritage sites, of things that are intangible, kind of cultural sites. I don't know what they are. I can't remember. But I think they're really interesting.

I think other countries... Australia is obviously one of the first off the block on that sort of thing. America is probably ahead of us. So, we're a bit behind the curve on the intangible stuff.

I suppose, as a bureaucrat, we are more comfortable in dealing with the physical stuff, but there's no reason in theory why we couldn't have an intangible list, and that would be a really exciting thing to have.

I think the worry is, if you open up in too many fronts, that's quite difficult to manage; but I guess other countries have managed it. So, if

they can do it, we can, I'm sure. But I think it would be a whole new mindset, and a lot of thinking would need to go on beforehand.

Interviewer: And with conservation areas in the future, I found it interesting that you said about the research, and them being popular because that's what I've found in the focus groups, as well; not that I particularly looked to find that out. It was just something that...

Participant: Right. Right. It just emerged. Right. Okay.

Interviewer: Yes.

[0:32:17]

And it's interesting, because I had a sense, maybe around the time where the conservation area consent was abolished... even though that was a removal of duplication, it didn't actually change anything, it went into planning permission, etc., it seemed like they were perhaps going out of favour in terms of... I don't know. I just had a sense... That's a sort of personal thing.

Participant: No, no, no. You're very entitled to your own sense. I...

No, carry on. You were about to finish off your sentence.

Interviewer: No. I was just going to ask you...

Participant: I can see how people thought... because there were a degree of people who felt that at the time.

I... Sorry, I was about to call you misguided. I'm sure you weren't misguided, but I would say, actually, I think that's the opposite, which is by integrating heritage into the mainstream planning system, I think you end up with better outcomes. Because if you treat heritage as the special thing...

So, lots of other countries protect far fewer things, and what they do protect they protect to an extremely high standard. So, they're the kind of monument end of things. So, they might be cathedrals, and stuff like that.

So, their mindset tends to be, "You can't change these things because they are our national treasures and these are the things that we protect," and all the rest of it. Well, of course, it's a bit historic, but sweep it away and you change it, and whatever, they're less bothered about that.

[0:33:46]

Whereas, for me, I suppose I'm much more... You know, London's a great place because of that jumble and that interplay of a really grand... St Paul's Cathedral, and then quite modest buildings, you know, maybe 1920s buildings, or office buildings, and things right next to it, that interplay works really well.

So, I'm very much in favour of a system that sees heritage as part of the planning system rather than it being a separate add-on block, or thing, that you have to do. Like, you have to do water, you have to do sewage, you have to do heritage, you have to do trees. I would much rather the decisions are made thinking about all of those things.

We argued very strongly in the NPPF to put all of that into... you know, "What is a sustainable development?" to make sure there's a heritage hook in there; and I would say, in terms of consent regimes and things, that my private long-term aspiration is to integrate listed building consent.

In fact, they're trying it in Wales; there's a consultation going on at the moment in Wales to get rid of listed building consent and to integrate listed building consent into planning permission.

If you get it right, it doesn't let... in my view, it won't lessen the protection, at all, for buildings that are listed, it just means that you only need one consent, rather than two. And that when you get the planning permission, the local authority has to think as hard as it would do as if it was granting a listed building consent; but you just do it through one system rather than a separate system.

[0:35:17]

So, the conservation area consent thing was, in my mind, the beginning of the very long journey, which probably won't happen in my lifetime.

It's saying, "We want good places to live and work, and play," and whatever. "So, let's try and think about those when we do a planning permission rather than there being a separate thing that does conservation area consent."

So, that's my view. I know not everybody would agree with that.

But all that stuff of how you apply the list, and what you do with the list once things are on it I think is a long-term game; and at the moment, the current government doesn't want radical change, and I'm not sure there's that much appetite in the heritage sector.

It's a bit annoying the fact that there's archaeological legislation, and then there's the listed building consent, you know, the listed building stuff; and there's the bit about parks and gardens, a bit about battlefields, and they all live in different places, they use different terms. It would be good, in my mind, to try and bring them into one system, if we could, but that's a long way down the line; and the amount of effort you need to get there at the moment is not worth pushing that too hard because I don't think there's a general appetite in government, or the wider public.

I think people are familiar with things like conservation areas and listed buildings; they're the two that affect people most, the conservation areas, the...

[0:36:50]

I mean, how many million people live in conservation areas? But I think their perception of the amount of control...

So, for example, they believe that there is vastly more control in the conservation area than there actually is in reality. You'll know there isn't a huge amount of extra protection; it's a check and a balance. And the same with listed buildings; you know, they believe somehow you could never, ever get rid of a list building; it's not the case.

So, I think people don't understand enough about what those things mean but, in a way, that's why we've done so much research in those sorts of areas in the last few years, to help developers appreciate the positive side to conservation areas.

I think the general public had got conservations areas quite a long time ago, and the fact that from '67, the uptake was really very, very... If you look at the charts showing the uptake of conservation, it was a really quick kind of growth within the first few years, and then it levelled off a bit, and then it took off again in the '80s, early '90s, was it? I can't remember.

So, I think the... I've forgotten my train of thought there. I was getting excited thinking about conservation area charts.

But I think there's a general appreciation of conservation areas, even though people don't really understand.

And the research, again, we, and others have done, suggests that they're broadly successful. You know, their teeth are not as strong as teeth for listed buildings, but it kind of works in most cases, most of the time, I would say. I don't think we can protect everything all the time. So, I'm happy with that.

I think the fact that it works locally through local authorities is good, and I wouldn't really want too much national interference in that; and do we just accept that sometimes there are not very good conservation areas not managed very well?

[0:38:46]

Interviewer: Okay.

So, the role of conservation areas in the future is pretty similar, do you think?

Participant: Yes. I should be more radical, shouldn't I? But, the...

Interviewer: No, no. (Laughter) Not at all.

I suppose what I was actually sort of getting at when I was mentioning about the conservation area consent, was not actually that I thought that was a bad thing in any way; I just feel that their role has changed a bit, in that I think maybe before we were thinking more about designation of conservation areas, and then we got to maybe a bit of a plateau.

I think maybe with that finding, in the focus groups, that they were so valued, it seems that they really tie into placemaking agendas really.

Participant: True. Yes. Absolutely. Yes, I should have mentioned placemaking.

I mean, that's a really welcome government shift. All governments say they care about places; of course, they always have done, but I think the push in the last two, three, four years at government level maybe – and slightly longer in the academic and wider design field – about the importance of placemaking, and in certain conservation areas, are a gift to that thinking about placemaking.

[0:40:03]

We're still trying to play catch up, getting on to government panels, and things like that, the heritage dimension, so they have architects, and things, on board, but they won't always immediately spot that, in this country, you can't go very far without walking into a listed building or a conservation area, or something.

So, in those terms, I think conservation... I can't see any immediate threat to the concept. I don't think there are vast numbers of new designations of conservation areas. It's a sort of slow trickle, the increase. I guess one or two probably fall off, but very, very rarely.

There's obviously a bit of fiddling around boundaries, and expanding and contracting, and chopping and combining. But, again, it kind of broadly works, so I'm not really keen to make major changes; and every couple of years, or so, we'll revise, update our guidance, and advice on it all.

Over the years, we've done, I don't know, four or five editions in my time; and each time, you put a bit more emphasis on local engagement, about getting volunteers to do things, being more realistic about all of that, encouraging people not to do vast great tomes of appraisals, which are kind of nice and impressive to people like me. But I would far rather they got round all their conservation areas with a ten sider per conservation area, than tried slowly to do the definitive work on something. But they're really good things to get the community involved in, because I think they can do a huge amount of work, and still I hear stories.

[0:41:46]

Whereas, there are some local authorities, or some conservation staff, who are resistant to using volunteers to do things; but I think that's more rare these days, partly because they've got less time themselves, but also they just feel like a thing that a community would have quite a strong view in anyway. So, why write it yourself and then get them to tell you it's wrong? Why not get them to work with you so that it's right in the first place?

Interviewer: Okay. Cool. Thanks.

If we just move on to sort of the last big gun from me.

How well do you think current legislation, policy and guidance work together?

Can I just say, I did write this question before the Conservation Principles revision, because it's been in all my focus groups, as well. So, it's not targeted at that.

Participant: No, that's fine.

So, you know where we are with Conservation Principles, do you? Should I explain to you, because it's my problem?

Interviewer: Well, I suppose the last point that I really heard much about it was the end of the consultation last year.

Participant: Yes.

So, basically, the consultation ended. We had a load of comments which were really helpful. We had a lot of internal feedback, as well. It took us time to absorb all of that information.

[0:43:03]

We then moved into restructuring, and that's affected our ability... and also the NPPF.

So, the main reason, to be honest, was the NPPF coming out; so we were very involved in trying to make sure that said the right things. So, that meant that we didn't have as much time to do the final version of the Conservation Principles.

We then moved into restructuring which made us think, and a number of our senior people left, and we got new ones coming in, or have come in.

So, we felt that trying to push ahead to do the final second edition wouldn't be the right thing to do, and we ought to wait until the new organisation, new structure emerged; not that I think it will have a major effect on what it says, but it might just say it in a slightly different way, or structure it in a slightly different way.

So, the work in progress, it's slipped more than I would have liked, but it will get better, I think.

Legislation, policy and guidance is absolutely perfect, I have to say. (Laughter) So... No, I'm sorry, that's not my quote. Okay.

So, start with the legislation first. I think, in heritage terms, the main challenges are that there are different bits of legislation that protect different things in different ways. So, I think that's a bit of a challenge. We make it work, and I would say, "Look around you. It doesn't work that badly." But I think if it was all in one place, it would be a good thing, in due course.

[0:44:45]

The bigger challenges, I think, come from planning related, or other environmental changes in legislation. So, I think those impacts, upward extensions, and things like that, could have a bigger impact on heritage than the heritage specific stuff; because, in a way, a government, it will, every so often, will – again to commit to protecting heritage – so I don't think it would be a major shift in heritage protection, the heritage bit. So, I think it's the wider planning stuff that we need to keep an eye on.

I would say that it's probably too big, too complex, and all that kind of thing. It's not very accessible for the wider public. Even heritage professionals, like myself, really struggle to think about what all the different bits are. So, it has a huge complexity, but in a way, it sits in a

bigger planning system which has equally complex difficult ways. Yes. Structure. Policy and guidance, and all that kind of thing. Well, I suppose I'm too close to it all to be objective, so you ought to ask other people.

I would say that having worked on policy and guidance now for [organisation] since about 2003, I suppose it was, I've had a big influence on it, I think, for the stuff that we generate, and I think it's getting better generally.

We try and influence what the government says, and the government won't say a huge amount, but that's fine. So, we try and get the government to say as much as they possibly can, and then we'll fill in the gaps.

For some people, we can never write enough. For some people they feel it's not specific enough. For other people they feel it's too prescriptive.

[0:46:44]

So, we're constantly walking a middle line of trying to produce stuff that's helpful, that adds to, or assists, the decision-makers in making good decisions, or the owners in making wise decisions, but without adding whole layers of complex rules, and things.

I suspect there's probably... Although, I don't think anybody has measured it; you might know differently at a local level.

So, it used to be local authorities used to produce a lot of their own guidance about shop fronts and roof extensions, and all that kind of thing.

My guess is they probably do a lot less of that now because they don't have the resources. So, I don't know what kind of effect that's having at a local level.

Does that answer your question?

Interviewer: Yes, that's fine.

Participant: Was that good enough?

Interviewer: Yes. Don't worry. That was...

I should point out that I'm asking the same questions to everyone, as well. So, it's... (Laughter)

Participant: I would be very interested to see what they say about some of this stuff because I can't believe there could be any one single thing that's wrong.

But, it's a constant interesting dance, you might say, with government, trying to capture their mood.

[0:48:03]

I'm in discussion with them right now about at least two different documents where we want them to go as far as they can in endorsing things. So, one about enabling development, one about minerals and archaeology.

So, we're constantly working with them, trying to help them to see how us writing stuff won't add to the burden of owners and developers; it will help make better decisions, help make clearer and quicker decisions. So, that's the pitch that we always put to them.

I like to think we do that, but I know that I've been in rooms absolutely full of people who really believe we're not doing that. So, I know there are strongly held views that feel that we could do a lot better, and other countries. Historic Scotland, I think, particularly, is working...

Environment Scotland do some really interesting stuff. Wales does some good stuff, as well, and there's quite a lot of interplay informally between... We all look at each other's stuff. But I think we could

probably learn more from other countries, and other home countries, as well as, you know, further afield.

Interviewer: Okay. Cool.

How do you feel policy change relates to sector practice, probably in terms of like one leading the other, or...?

Participant: What was the question? How does...?

Interviewer: How do you feel policy change relates to sector practice?

[0:49:25]

Participant: That's interesting.

Well, I would say it's a two-way street.

I think there has been a shift. So, I would say one of the big shifts that I've been involved with in [organisation] is... Well, I don't know whether we still call it constructive conservation, but this sort of idea of change not being inherently a bad thing, that managing that change can have very positive outcomes for heritage. It keeps it functioning. It keeps it fresh. It means it's not stuck in a corner.

So, I think those are messages that are really important; we've been pushing those hard in some quarters of the land. They're not overly well-received, but generally, I think most people in this country...

And, again, thinking about the international comparisons, people are quite interested... other heritage experts are quite interested in how we do that sort of mediation of change, and because it's not really rule-based, it can't really be rule-based. It's quite... It's subjective, but informed by stuff, I guess, informed by policy.

So, I would say that the policy reflects to some degree what the sector thinks. But, as a policy person working for a national organisation and doing a lot of work for the government, we undoubtedly do set out in some of the policy to change sector practice, and I think sometimes we're successful, but not always.

Interviewer: Okay. Cool. Thanks.

[0:51:35]

Now, the last question that I've been asking everyone, actually, I think I may have nicked from you. I'm not sure.

Participant: Oh, okay.

Interviewer: It was at a Historic England conference. Someone asked the room, "If you were going to bin..." Like a Room 101.

Participant: Oh, right.

Interviewer: "If you were going to bin something from the heritage..." and I can't remember if you were on the panel and got asked this, or whether it was in your session.

Participant: Oh, gosh. I don't remember. I don't remember that. Okay.

Interviewer: I've been asking it a bit more broadly actually, just in terms of, if you were going to be able to make one change over the next ten years, what's the thing that springs to mind?

Participant: Heritage protection, generally, or the lists, and the...?

Interviewer: You can bin anything from the... or add something to the planning system, heritage protection system.

[0:52:16]

Participant: Well, that's a very hard question to...

Interviewer: Or, it might even be in non-heritage policy if...

Participant: I do think the intangible stuff is really interesting, and I do think by international standards, that's an area where we're a long way behind. So, I think grappling with that would be... If it's only one thing I'm allowed, I think I would like to grapple with that, I think.

Interviewer: Okay.
Did you have a (b) that you would...? (Laughter)

Participant: Okay. (Laughter) I was hoping you might ask.
I wouldn't be popular with many of my colleagues, but I think a unified legislative base simplified, unified, that didn't reduce... I don't think it would... Well, I would not agree to it if it didn't maintain the levels of protection that we've got. But I think that could be a powerful way of helping the wider public to understand better how they can get involved in protecting things. It would be simpler to implement.

In theory, it would make things happen quicker because the complexity of the system inevitably causes some delay.

So, I think that would be a sort of specific policy ask.

[0:53:49]

And, I have one more, which is to get communities more involved at a national level, would be really exciting. I don't know quite how we would do it.

Already, to some degree, the National Amenity Societies, and people like that, have quite a big influence on what we do, and how we think.

But, the intangibles area, that would be really... That's kind of way out of what we could do at the moment. That would be a major change.

Interviewer: Great.

Well, normally at this point I say that we've got a few minutes left, but I have actually run up to an hour now.

Participant: Okay.

Have you got any more...? Have you got to go in a minute, or...?

Interviewer: No. Oh, no, I'm fine. I just normally try and keep to my hour, because I'm aware of people's time.

Participant: That's fine. No. I admire you for doing that.

I can just check to see what I'm supposed to be doing now, just in case; but carry on talking [checks laptop].

[0:54:36]

Interviewer: All I was going to ask is if there was anything you feel that we should have discussed but haven't, or that you want to mention, or any key areas of concern, or things you think I should be aware of that I haven't brought up?

Participant: I don't think so. No. I think it's been... It's fine. I'm alright for a few minutes.

No.

Interviewer: No. Okay. Great. (Laughter)

Participant: It sounds like a really interesting project. I'll be genuinely interested to see what you come up with.

Interviewer: Okay. Cool.

Participant: Because there's a danger... I've been doing this job for a long time, and you begin to believe your own hype, and believe that what you write is correct because you've written it, and therefore, it is correct.

People in the heritage sector are always very polite; they don't like to criticise things. You know, they do occasionally, but it's generally done through consensus.

[0:55:32]

I think it's good to have challenge, have kind of fresh perspectives, and that's why I always try to find time to talk to students because they often have more radical ideas than I have about what needs to happen.

I think we need... you know, getting back to talking to the public, understanding how the public feel about things.

So, for the last two or three years, we've been doing some work with listed building owners, doing surveys that we've seen in Heritage Counts. That's been absolutely fascinating because we were a bit nervous about... In fact, some people in this organisation said we shouldn't do it because we would get things we didn't want to hear. But, generally, they were amazingly positive about...

The first one was residential; they were amazingly positive about how they... You know, they recognised there was a liability, they knew there were additional costs, but most people, it seemed to me, were broadly content with that, or accepted it as part of their contribution to a better world.

And then we did the stuff that we've just published this year about commercial owners, and that's in Heritage Counts, and that was, again, it was an amazingly high proportion.

I think a really interesting thing that's emerging recently in the commercial end, is the potential for strengthening brands using historic properties.

So, if you go back when I started out in the heritage world, we were really worried that because all this kind of electrical gear, and servicing thing was going into old buildings, they couldn't cope because the ceiling heights were wrong, and this sort of thing.

[0:57:11]

But now, thanks to the joys of wireless and digital, and things being very, very small, that's much less of a problem; it's still a problem, of course, in some places.

So, that problem has sort of gone away, in the same way that we used to worry about satellite dishes, but that's no longer a problem. So, things change there.

So, I believe that what we're seeing is that commercial companies... Yes, it doesn't work all the time, but many commercial companies,

particularly creative industries, are going, “Actually, do you know what? Being an old building, this is kind of a bit more interesting, isn’t it, than a standard thing?”

And sometimes, you’re lucky... Like here, and you have a view, then it kind of makes up for the fact that the office space is bland, but not everybody can have a view like this.

So, I think that that’s a kind of positive thing. I think, for me, it plays quite well into the heritage is a qualitative thing, and I think, in this country, most people see it that way.

I was talking to... I don’t know which country it was recently. A delegation from... Well, it happens reasonably often, where they’ll say to us, “How do you get into a position...?” because we say, “Oh, 90% of the public support heritage. The National Trust has got 5.3 million members.” You know, 1 in 16, or whatever, adults is a member of [interiors 0:58:31] and they’re a member of the National Trust. You’ve got local amenity societies. You’ve got national ones. You’ve got this, you’ve got that, you know. And they go, “How do you get there? How did you get there? How can we get our country to be like that?”

[0:58:46]

Not that they’re... I don’t think they’re kind of worshiping us because there are lots of things that we don’t do very well, and it’s a difficult one to answer.

I think it’s just really, really slowly, over the years, doing things in a British sort of pragmatic kind of way. And I would argue it’s the conservation areas, the local listing, and that kind of thing that’s actually helped quite a lot to help people feel like heritage is theirs, rather than it being a museum thing, that you go and visit heritage, and it’s something that’s fantastic, and you see as culturally really important, but it’s something that you kind of do on a Sunday, or something, rather than it’s just there around you all the time.

Interviewer: Yes.
Well, of course, it started with people, didn't it?

Participant: Yes, that's true.

Interviewer: It started with people before it started as a system. So...

Participant: Yes. Yes. So... Anyway, there you go.

Interviewer: Great. Thank you.

Participant: Is that enough? We'll stop there.
[0:59:43]

Interviewer: Yes, that's plenty.

Participant: Got to get back to...

END AUDIO

Interview 025

File: 190122_0025

Interview date: 22nd January 2019

START AUDIO

Interviewer: I suppose the key parts of that title about the development and impact, I've gone more for impact and more for a future facing research project, rather than a historiography of how the system has developed. The statutory and non-statutory, for this project we've come to define them as the National Heritage England, on the statutory side, obviously, and then conservation areas, local lists and HERs.

Participant: Okay. That's your non-statutory side.

Interviewer: Yes. That has partly come about because I have already done five focus groups – I've got one more to do – in case study areas throughout England and those are the things people mainly talk about and bring up in those focus groups, and local lists as well.

When we're talking today, when I am talking about listing, I am kind of talking about any of those heritage lists, rather than what Historic England would call listing. I am also talking about not just at the point of designation, but actually how we manage through lists, because I know, again, that is a distinction Historic England make between designation and development management. But in the focus groups, I have done those with professionals, so local authority staff, conservation officers obviously, ___[0:01:53] THI officers, HAZ officers, planners, heritage consultants and then I've also done them

with local amenity groups, so normally civic societies who are involved in commenting on planning applications or developing local lists or something along those lines, which they've addressed.

When they are talking about listing and the lists, they kind of talk more broadly about that.

Participant: Yes, it's a bit less of a clear division.

Interviewer: Yes, exactly. What else do I need to say? It's England but it is that national perspective and as I've done the focus groups in particular areas, I've sought to spread those across the country and get geographic range and also economic diversity and urban to rural. The interviews I am looking for the national perspective, so that is why I am approaching particular professionals in Historic England and outside as well. That is the context to this interview.

I think that is about it really for the what the research is.

Participant: Who is going to use the outcomes of it?

Interviewer: Obviously it's collaborative with Historic England and my supervisor is Joe Flatman, so it will go straight back directly in the listing team – well, bit sensitive [?] at the moment. Actually, because I am going into my third year now, I am starting to think about how best to disseminate the information usefully, because obviously that is not a thesis. No one wants to have to read my 90,000 words, so I am starting to think now about how to create some sort of summary that can go back to participants at all the levels I've mentioned, and then also some useful documents for Historic England.

I've met with the Knowledge Transfer team, so Phil Pollard does the postgrad – I don't know what they call him; I can't remember what his title is – but he does some of that, and they were very interested in where it can go and where it can be advertised and not just sit in an archive. But also, I used to be a case worker for the Council of British Archaeology and so I am kind of connected with the amenity societies, so I have had interest from SPAB about writing an article and a link for members, and the same with the Heritage Alliance. It will probably go in the Heritage Alliance update. I will be using those avenues as well, presumably IHBC context would be another one.

Participant: Yes, sounds good. Yes, brilliant.

Interviewer: Okay, any other questions?

Participant: I don't think so.

Interviewer: Okay, cool. In that case, can I get cracking and ask you some of these questions?

Participant: Yes.

Interviewer: Perfect. Okay, so could you briefly summarise for me the roles you've had in heritage, particularly the ones that you feel influence your perspective, and the areas of the country that you have covered?

Participant: Okay. That goes back a long way.

Interviewer: You can just do a select few.

Participant: I guess the roles that really influence my approach, I was an investigator for the Royal Commission on Historical Monuments of England, so I am very aware of the research aspect. Also, I am aware of when research goes beyond assessing significance for statutory listing purposes, or indeed any listing purposes, but that was my younger years, so that was quite an influential time for me.

Now as well, thinking chronologically, because now we have income generation as part of our role, increasingly in heritage generating income or some kind of funding is increasingly important, so I had a commissioning role and a commissioning budget for a while. That is increasingly relevant. I have then been involved in the listing role of the organisation since 2005, so I guess increasingly it's the bulk of my career has been in listing.

Interviewer: In terms of areas of the country, have they been mostly national kind of posts?

Participant: My Royal Commission years, as it were, that was a national role. My commissioning role was a national one, but my listing one has been entirely the eastern counties, so not the East of England region in Historic England terms, but the eastern counties, so in East of England and the East Midlands, but that is about to change, as you know.

Interviewer: Okay, thanks. Firstly, just quite a broad question, thinking about the function of heritage lists, in terms of identifying assets, what do you think of each of these three, so the NHLE local listing and HER? Have you had much experience with HER?

Participant: Yes, we deal with HERs a little bit because we consult them on listing cases and going back further obviously, they use them as an archive. What is the question again?

Interviewer: Sorry, so I will be going back to these three quite a lot, either NHLE, local listing and either conservation areas or HERs, so thinking about the function of heritage lists, identifying assets, what do you think of each of those three?

Participant: Probably the most rigorous in terms of protection would be the statutory list, the national list. It carries the most weight and I think probably if you talked to most members of the public and you talked about listings, that is what they would probably think of, even if they didn't know that's what they were thinking of, if you see what I mean. I think it's true to say that most people have heard of statutory listing, although they wouldn't perhaps know how it works and all that.

Local lists are kind of a bit hit and miss. Some local authorities have local lists, some don't, some are actively resistant to having the local list, certainly on the members side, whereas some have never even thought about it. Even the local authorities that have local lists don't necessarily pay much attention to them, or they might do if it suits particular purposes and then not pay attention to them on other occasions.

We've sometimes been involved in projects where additions to the local list has been seen to be an outcome of our work or as it were, assets fall out from, that don't qualify for national listing, there has been some kind of expectation, okay, they'll fall out into the local list. There was one particular example where we carried that through quite earnestly, but in the end the local authority decided actually they didn't want the local list. Yes, so local lists are a bit hit and miss.

HERs, obviously they have a significant role in terms of planning and so on. I wouldn't really class the HER as a list as such, certainly not in the sense a national list is. I would feel that is more of a source of information than a list as such, I think, although I can see that if an asset is in the HER, then that in itself has some bearing, because it's a source of information more than anything else, I think really. HERs are sometimes seen as local lists but not all will be seen as local lists.

Interviewer: In that there is information available on things that are on the HER, which you are not necessarily saying that you are trying to protect?

Participant: Yes. That's right.

Interviewer: In terms of the way you access different lists, do you think the HER stands out as different? When you access it, you don't access it as a list normally. It's normally map based information, isn't it?

Participant: That's right, yes, it is. It's a little bit other than a list. I guess it goes back to the pre-list type of days of an antiquarian type gathering of information. When I say pre-list, I don't know when HER started, but probably not pre-scheduling, which was about 1900, 1913 was the Act wasn't it? I don't know when HER started but their origins must be in that antiquarian sort of activity, so not designed for protection, more for understanding.

Interviewer: What do you think about the content of list descriptions, thinking more about NHLE and local lists?

Participant: In terms of the quality of the content?

Interviewer: Yes, the quality and also the types of information I suppose that we include.

Participant: My experience of local lists is that they have a version of the type of list entry you might get in the NHLE, perhaps watered down. When I say watered down, I mean that the criteria is looser and aimed at a local level. For example, I can think of an example, a local dignitary, the fact that a house is owned by a local dignitary might qualify for local listing but not necessarily for national listing, because we were looking for something at a national level.

In terms of NHLE – and I suspect this is true of the local listing as well – the quality of the list entry usually is related to the age of the entry. Initially the list entry was seen simply to identify the asset, so we still I think take the view that the list address is a significant part of statutory protection and the description initially was simply - so you'd go, "It's 2 High Street," and the list entry would say, "and it's brick and two storeys, if you're looking for it," whereas nowadays, we're much more concerned with assisting in the post-designation management of the asset, whatever it is, whether it's park and garden or a battlefield or whatever, by highlighting its areas of interest and where its significance lies.

We're much more concerned by that than we used to be, which means that list entries are fuller by necessity. We're also interested in perhaps saying where the interest doesn't lie as well, again, to try and facilitate future management. I mean there is quite a discussion to be had about that; some conservation officers might want you to say less actually, which gives them more room for manoeuvre. Some conservation officers would want you to say a lot more because they feel it strengthens their arm. It's kind of horses for courses really.

Interviewer: When you said about where the significance doesn't lie, are you thinking in particular of the exclusion provision of ERRA or does that come in without particularly excluding a part of the building?

Participant: Yes, I think because in our descriptions we don't describe every nail and screw in the building, simply what we do describe has an implication that those are the more significant aspects of the building. That is the most basic level. Sometimes then we'll also say that something is of less interest or we wouldn't say it's not significant, but yes, we might say it's of less interest, but it's still covered by the listing, so it's still protected. As you say, in 2013 the ERRA provision was introduced to section 1.5 of the Act, which allows us, as you know, to specifically exclude from protection. There are kind of different levels of doing it really.

Interviewer: Yes, I just haven't really I suppose thought about from a Historic England point of view the implication of not including it. I have seen it from more of an owner perspective when they say, "Well, it's not in the list description, so it's not important," and sometimes you're thinking, "Well, no," particularly if you've got an older description, "No, don't think that because it is all listed." But yes, when you are actually writing descriptions, you are focussing on the most significant thing, so I suppose there is an implication.

Participant: Because a list entry nowadays culminates in an argument, for the reasons for designation decision. In the end you're saying, "This is why this building is significant, because it was owned by x person, because it's a particular date and survived particularly well," whatever the reasons are. Your description has to support that. There is no point saying in the reasons for designation decision, one of the reasons it's listed is because it has a fantastic fireplace if in the list entry you never

mention the fireplace. There is that link now between its significance and how you actually describe the building, which isn't true in earlier list entries.

Interviewer: Yes. Moving on from that slightly, how do you feel about changes that you have seen to managing heritage through lists, since about 2010, sort of post the draft heritage protection bill and the last 8 to 10 years?

Participant: That's an interesting question; let me think about that. As I was just saying actually, the list entry is far more important than it used to be for guiding how the building - or whatever it is actually, what you actually say in the list entry is much more significant I think than it used to be. That is partly because I don't think owners are content anymore with just going, "Oh, it's protected then," I think they are much more questioning about what it means and exactly what is needed. They're not so accepting of expertise as they were. I think that is a significant change.

Kind of on the other side of the same coin, at the same time local authority services have diminished in quantity and arguably in expertise, so I think local authorities and heritage environment services staff are more reliant than they used to be on the list entry to tell them what is interesting and what is not interesting. I'd have to think further about that to give you a fuller answer, I think.

Interviewer: Well, if it jogs anything, what I did with the focus groups for this one, instead of asking them about changes, which I think would have been a tricky one, is I actually showed them examples of Enterprise and Regulatory Reform Act, which we've already mentioned, enriching the list, and also the selection guides, as a sort of full, complete set, both the selection guides and the asset guides, with the particular types, and asked them what they thought of these things.

Participant: Yes, I think to go back to what I was saying, that people are less accepting of expertise and so on, I think what goes with that is a need to be more transparent about the process of listing. Funnily enough I was talking about this yesterday, it is still sometimes seen as a dark art; people tend to say they don't really understand why this is listed or that is listed, but actually there is a lot more information now available for anyone who is interested in finding out what might be listed.

As you say, the selection guides are perhaps the best example, although they are only guidance, we would say. We're not tied down by them. As long as we can make an argument as to why we're not following the selection guides, that is fine, but nevertheless, they are a really good introduction for the most part for anyone who is trying to find out whether to apply for listing. I think the applications for listing now is easier to do in some ways, but we're selective now about what we'll take forward for listing, simply because we don't have the resources anymore to take forward every application that we have. We're trying to do other things as well in a more strategic way.

Enriching the list, again, it's apparently giving public access to the list, but it doesn't give public access to the statutory list. There is that kind of trying to engage the public more, and professionals, and the National Heritage List for England being online is another big plus as well. That is significant, I think. It's great as an educational tool. I suppose we see listing now not simply as about protection, but certainly NHLE is about understanding, there is an element of enjoyment in there and it gets the most hits of any – I can't remember the figure, but it's a huge number of hits that part of our website gets.

Did that cover your question?

Interviewer: Yes, I think so. I guess the other thing that has changed is the NPPF has been introduced. Do you feel that has had an impact?

Participant: NPPF, yes, I think so. I mean its implications are kind of on the planning side, so it kind of emphasises that division between listing and so on. But it makes much clearer the role of the list in planning and also [listing assets which aren't listed 0:25:45] as well, which is another aspect of the list because obviously if you're listing stuff then you're not listing stuff as well. It draws into question what the status of those unlisted things as well, perhaps more than if you didn't have a list at all.

Interviewer: Thinking about the National Heritage List, local lists and conservation areas, I just wanted to think about their roles in the future for heritage management, where you see them going or where you'd like to see them going.

Participant: I'd like to see much more emphasis on the local list and on conservation areas. I'd like to see conservation areas being taken a bit more seriously, particularly for set piece bits of historic environment, like, say, the Jewellery Quarter in Birmingham, that kind of area, where its individual set pieces might not be of special interest, but as a whole it has a degree of significance. It seems to me that that's where your conservation area has a particularly significant role, held together by hotspots of listing, or historic marketplaces would be another one.

I say this particularly because there has been some work we've been doing quite recently that has highlighted how degraded some of the historic assets are in those particular areas and it's on the borderline as to whether national listing can help, because they have become so marginal, in terms of their level of interest. Conservation area type protection is ideal in those circumstances, in addition to hotspots of national listing.

Interviewer: Are those areas that you've seen, do they have listed buildings in at the moment? It's the broader area and the character that is being degraded or is it with the listed buildings as well?

Participant: Yes, the listed buildings as well. King's Lynn would be a good example, or Boston marketplace in Lincolnshire would be another one, where partly because of the economic issues that those towns have had, particularly Boston where the local authority were keen to get anyone into the market town buildings, so they were practically forced to be more flexible about how those buildings were used. But that means that sometimes historic fabric has been compromised by the way the buildings are used, such that, if we wanted to, we could have gone into both of those marketplaces and taken lots off this list in King's Lynn. King's Lynn is significantly listed for such a small place, but some of it is quite heavily compromised.

I think we have to think differently now about national listing and why we're listing nationally, but to get to more local listing and the implication there is that if you've got local listing you've got local buy-in as well and the conservation area, again, the same sort of thing. I think yes, as the list is getting older maybe there are things on the list that are changing and being degraded, and your supporting list becomes increasingly important. That is probably, thinking about it, a natural thing. You don't need to suggest that anyone has been negligent in any way; I think it's probably just the factor of time and inevitable as the list is getting older and older and the structures listed become older and older.

Interviewer: Yes. As an aside, it might interest you to know that I have a PhD colleague who started at the same time as me who is actually working on market towns in Lincolnshire and Boston is one of his case studies. I'm not quite sure why he picked that because he actually lives abroad, so I'm not sure what his connection is, but he is I think particularly

focusing on the role of local councillors, councils and heritage interest groups, so he is looking at that local buy-in and he has specifically chosen market towns in Lincolnshire. I think possibly because you mentioned the economic issues, I think that is his focus.

Participant: Yes, heritage groups. I mean I think for Boston, the heritage groups, the local authority has become dominated by single issues, the single-issue groups as well. I think the council were being run by a local bypass party at one time, those kinds of things, so perhaps their focus – it would be quite interesting to see what impact they had and the way the ___[0:32:18] was managed.

Interviewer: Yes, so I suppose a focus more on the local list and conservation areas. How does that impact the role of the statutory list in the future?

Participant: It doesn't really, in some ways. I think the statutory list goes on. What it allows us to do is, if we have confidence in a local list or in the local management of the historic environment, it allows us to make comment, maybe listing advice about that, even where we're not listing, or even where we are listing.

Sometimes we might say that x or y is not listable in a national context but that it has local interest, and we're hoping that will be picked up at a local level, or it will help the conservation officer. If there is a stronger local list, that kind of thing carries more weight. But we're not in a position where we can say – we don't have a grade three listing anymore, so this is not kind of locally listed, we can't do that, but we can suggest that the local authority, if they have a local list, that they might think about adding that particular asset to it if they want to.

Interviewer: You have mentioned the statutory list having most weight and having a stronger local list; do you think that is a role for Article 4 directions, or is it a different path to strengthen it?

Participant: I don't know. I think Article 4 directions are really important. In some ways, the more they're used, the better. I had a really good example recently. I can't think of where it was, or even why I was looking at it, but it struck me that without that particular Article 4 direction, that the conservation area there would have been much weaker and less focussed on the particular assets in question. I can't think of the example unfortunately. Anyway, no, Article 4 directions are part of the local designation, aren't they?

Interviewer: In terms of the future for the NHLE, do you think the public engagement side of it is the future, thinking about things like enriching the list or some of the – I don't know what it could be, but another way to engage people?

Participant: Yes. It has to be, doesn't it? One of the things that concerns enriching a list is the implication that at some point in the future, listing will be some kind of democratic exercise. But assuming we're not going to go there, then yes, enriching the list is a good way of getting people to buy-in to the whole concept of listing, so that they see listing not as something that is imposed on them, but something that at a local and individual level is a good thing and that they buy-in to.

We had a meeting the other day with Kate Argyle, who is our heritage schools person. I don't know whether you're going to talk to the likes of Kate, but one of the things that she is doing is encouraging schools to engage with enriching the list, particularly where they have a listed school, listed assets that are local to them. If they can get some interest, get the children interested in those sorts of things and then get them

enriching the list, it's a very modern way for children to engage with it, and in a Blue Peter sort of way, the sooner you get people interested in the heritage historic environment, the more likely they are to continue that interest and to have some understanding as they get older.

Yes, enriching the list seems to me to be absolutely perfect for that kind of student level engagement. You know, we get people who are just addicted to enriching the list, who just enrich the list all the time. They see it as a collection. It's got to be the way forward. It's our version of social media really isn't it? It's a social media type activity, enriching the list.

Interviewer: This is a bit of a cheeky question, but playing devil's advocate a little bit, you said you have a concern about it implying that we're going towards a democratic exercise, but you also said not imposed on people, so where do you feel that the listing decision should be? Was that with experts but with people engaged?

Participant: Yes, it's about understanding, I think. If people understand why something is interesting, then they are more likely to go, "Oh yes, I see why you listed it." They might ultimately not agree with the whole process of protection and that kind of hand of government sort of thing, or the hand of the law, but if they understand why something is listed then they can go, "Oh okay." What I meant by a democratic exercise is that if it was literally a public vote, it would be extraordinary I think, the type of things that would be listed and eventually the whole thing would fall apart, the whole concept of listing would fall apart.

We see through what people apply for – I'm not being critical, but what people apply for and the reasons why they apply for listing, it comes from a very particular point of view sometimes. Understandably people say, "Oh my granddad went to that school. I'd really like it to be listed," of course, there is no granddad criteria; it doesn't appear in our

selection guide. If they were able to vote for it in some way, to have a school listed simply because somebody's granddad went there, would be quite interesting. I guess what I mean by that is how would you manage that?

I'll give you a better example actually. We were under pressure quite recently to list Edward Carpenter's house. Edward Carpenter was a gay activist of the late 19th century, years ahead of his time, and did a bit of design and stuff. His house is a museum to him but there is very little actually of his house that he would recognise now as his house, and in any case, it's very plain. If we'd have listed it – we declined to list it, but if we had done so, the question then comes, how would the local authority manage that building, given that little of it relates to Edward Carpenter? If they had got an application to replace the kitchen, that is not Edward Carpenter's kitchen, so what do they say, yes or no, or replace the windows, they're not Edward Carpenter's windows?

The impact of listing is kind of nil, so it becomes a pointless thing. It's just a plaque really, rather than a statutory listing trying to control and management of the building going forward.

Interviewer: Yes, so that's about a listing really being linked to the fabric.

Participant: It's crucial that it is, because that is what listing is about, it's about protecting fabric. It's not [jeux de memoire 0:42:16] type stuff. We can do that in other ways, blue plaque sort of stuff.

Interviewer: Sort of with intangible things?

Participant: Intangible heritage, yes, much more difficult to protect. Well, in some ways you're not wanting to protect it, you're wanting to mark it to say it happened here. I think if you're saying it happened here in national

listing, you need to show what impact it had on the structure, I think.
The National Picture Theatre in Hull, do you know the building?

Interviewer: Yes.

Participant: The building itself probably would have been listable had it not been blown up, but we can say what happened here, we can say what happened there and we can show how it affected the fabric of the building.

Interviewer: Yes, it's a really interesting area. It's actually one that at the beginning of the project I hoped to say, "Well, the National Heritage List for England isn't aimed at dealing with intangible heritage, therefore I will not deal with it in my PhD," but I have found that it creeps in actually all the time.

Participant: It does, yes.

Interviewer: Now it will be included, basically in two ways I think, 1) that there are things on the list that have intangible elements. I suppose the equivalent to your Edward Carpenter example is a house in Hull, which I have actually forgotten the name of the man's house, but it was a similar sort of situation where it was part of the year of culture in Hull, that was one of the buildings that was listed, but actually there is not very much left that is original fabric that relates to that person. I have totally forgotten his name, which isn't helpful, but he was a gay man, he was a librarian at Hull University and an author. I think he might have been an author and poet.

Participant: Oh, I know who you mean, yes.

Interviewer: I just can't think of what his name is.

Participant: Yes, I know who you mean.

Interviewer: Never mind.

Participant: Yes, gosh, that is a difficult one. Well, we do consider intangible heritage because that is historic interest. There is a kind of sliding scale somehow, I always think in my head. We focus on architectural interest because we're looking at the fabric. Historic interest is often seen as, "Oh, we'll top it up with a bit of historic interest," and historic interest might take something over the line that its architectural interest won't get it there. But the greater the historic interest, the more that becomes a factor and the less architectural interest is needed.

My own personal view is that in order to list something that really doesn't have the architectural interest to be listed, so you're listing it mainly for historic interest, the historic interest has to be hugely significant, of international significance. An example I would give would be the jet engine factory near Leicester, at Lutterworth, where Frank Whittle put together the first commercial jet engine. The building is not of great interest, it's a 19th century factory but we listed it basically because of Frank Whittle's factory there, or his business there, and because the jet engine transformed the 20th century and people's lives in the 20th century.

Another example could be splitting the atom, those kinds of things, where people's lives were transformed and the way they lived their lives were transformed by what happened. I think you could list just about anything if you relate it to those kinds of events on historic

interest terms. I think the bar is very high to get over if you want to list something just on historic interest or practically just on historic interest. If that historic interest is very much in the fabric, is that different?

Participant: It is, I think so, yes, because historic interest and the architectural interest kind of merge. They kind of come together, and by architectural interest I suppose I mean surviving fabric as well as – but it's got to be significant. It can't simply be, "Queen Victoria slept here one night." There has got to be some significant event.

Yes, the man, whoever the poet is-

Interviewer: I want to say it's Phillip someone, but I am not 100% sure. I think we know who we're talking about though.

Participant: I know who you mean. Yes, that might be a close call that one, I don't know, because seeing his hand in the fabric of the building, seeing him in the building might be more difficult. But Arthur Conan Doyle's house, which is listed, there are things we know about that house, the way he used it, where he sat when he was writing, and also he had a hand in the design of the house because his wife, I think she had tuberculosis so his hand in the house, his impact on the house is clear, or more clear than your man who I wish I could remember, maybe. I don't know that particular house.

Interviewer: Yes, that is really interesting. Just for time as well, I think I will just go onto a different topic. I wanted to ask you how well do you think current legislation policy and guidance are working together?

Participant: Current legislation policy and guidance, how well are they working together? I think they are working okay together. Sorry, I don't want to go on about it but that area you have just been talking about is maybe an area where if the debate goes a certain way, it might affect the legislation. We have just updated the principles of selection; I think that has done some necessary tweaking, which is quite important. We don't want the principles of selection or guidance to lag behind what is necessary, and to some extent we have to take the public with us on these things.

For example, I think there is a greater acceptance now of listing modern things, so the principles of selection have been just very modestly tweaked to recognise that. There is a feeling now that the 1840 watershed is out of date, so moving forward 10 years, you might have a discussion about whether that is significant or not. Yes, I don't feel as though I need to say, "Oh my God, no, policy and legislation, please, separate." I think it is working okay together.

Interviewer: Particularly on the values that are in, obviously legislation we've just been talking about architectural or historic; NPPF policy has got a larger range of values under significance and the guidance if you're working from conservation principles obviously has the four. How do you feel about that?

Participant: I think they are different things. I think the value that is placed on something is different than its interest, simply because something is of less value doesn't mean to say it's of less interest. An example I would give you would be all the kerfuffle around the Rhodes statue and the Rhodes plaque, Cecil Rhodes. The Cecil Rhodes statue is in Oriel College in Oxford. When the building was designed, they put the Rhodes statue up there among the great dignitaries and they put that up there because Rhodes was felt to be a significant player in the history of our country.

However, Rhodes is now felt to be not such a significant player, in fact a bit of an embarrassment, some people would say, so the value of Rhodes has declined over time as our understanding as a society has changed, or our approach as a society has changed. But the interest of that statue hasn't changed, I would argue; its interests in our terms, in designation terms. In many ways perhaps, the fact that his statue now not only symbolises Rhodes and his life and what he did, but it also embodies our changing attitudes as a society, adds to its interest.

Yes, values as they are discussed in conservation principles and the interest in designation terms is a different thing. It's quite a subtle thing but it's a different thing.

Interviewer: Okay, cool, so for legislation policy and guidance, actually then they are slightly different things, so it doesn't matter that we have got different words there?

Participant: I think what we don't want is to look at conservation principles and not be able to join it to the legislation, so the language has to be common in some ways, but whilst maintaining that really important distinction, I think.

Interviewer: Cool, thank you. Well, I'm going to ask you a sort of slightly broader question now. I don't know if you've been to a Historic England event where they've done the Room 101 kind of thing?

Participant: No.

Interviewer: I think it's someone in [name]'s team who does it, so what they say is if you can bin any one part of the planning or listing system, what

would it be? But I was going to make it a bit broader and say if you were going to be able to make one change over the next 10 years, what would it be and why?

Participant: One change over the next 10 years? Oh gosh. I can't think of anything significant off of the top of my head, but I think it would be to do with probably the local designation side of things, to stiffen the hub, I think, so that there is a safety net for those assets that aren't of national significance but yet are clearly of some interest.

Yes. I tell you what I wouldn't like to see over the next 10 years and I think there is a danger of this, is that we become where management of historic environment equates to some kind of middle class version of England, some kind of National Trust version of England, where all high streets are – given the trouble high streets are in, that our solution to that is to have all buildings looking nice and pristine in National Trust colours and that, because I think that will alienate a lot of people.

I think if we could have a change of some sort that brought broad buy-in to the concept of managing the historic environment from, want of a better term, working class people, in a way that they sympathise with, they can empathise with, I think that would be a good thing.

Interviewer: You see some evidence or something that might be a bit of risk of going towards that?

Participant: Well, I've got in mind our developing policy on the high street, which as I say, I think is in danger that success equates to nice little coffee shops where you can go in and read a book and it's all middle class. It all looks like Lavenham. I think that will alienate a lot of people, whose idea of a good day out isn't going to sit in a book shop and have a coffee or going and having a Turkish haircut or something.

Interviewer: Yes, I see what you mean.

Participant: You see what I mean, those kinds of niche things that educated middle class people like. People whose interests aren't like that, who are just as legitimate sort of interests, aren't going to be switched on by that sort of thing.

Interviewer: Yes, I think York has a potential risk of going that way as well, either a tourist direction where everything is tourist, but the high street in York that was the normal high street, if you like, Coney Street, which is the one that had all the clothes shops and the shops that you get everywhere, so in some ways it was a residents' high street, is becoming more and more empty. Everything is becoming a coffee shop. There are a lot of listed buildings on that street too, obviously, the centre of York. It is either the coffee shop model or the "This could be a community building". I think that's the other one.

Participant: Yes, that's right. I think you have to think about who are we catering for?

Interviewer: That's a really interesting one. No one has said something like that yet. Okay, so that is actually the last question from me, but is there anything that we should have discussed but haven't, anything you want to mention, any key areas of concern or anything that you feel hasn't cropped up?

Participant: Well, it may not be of interest to you, but we didn't talk about the difference between registration-

Interviewer: No.

Participant: I don't know whether this is an area of discussion really, but what is the distinction between government decision on scheduling and listing and a Historic England decision on registration and why should that be the case? We didn't talk about that, but it might not be relevant.

Interviewer: Yes, well, what has actually happened is when I started the project, I was completely open to it being listed buildings and ___[1:01:09] and basically everything on there initially. But what I find is that when I come to talk to people, listed buildings are the ones that come up, particularly in the focus groups. That is what people know about, that is what people are dealing with and so it's been pushed in that direction because the research evidence I'm getting is more about listed buildings, so I suppose that is why I haven't directly got any questions on it. Halfway through I did say, "Maybe there should be a 'beyond the schedule'," just to cover that area.

Was there anything in particular you were thinking of?

Participant: No, not really. It's just that point about why we feel that some parts of the historic environment need really close control, whereas other parts of the historic environment, we can leave it to the deliberations of the planning committee. As we know, as we were saying earlier, they can be very good, or they can be quite partial for other areas of the historic environment. Sorry, it's a curious sentence, but do you know what I mean? For historic parks and gardens, it can be very – to be honest, I don't have great sympathy with a lot of talk about landscape design.

I kind of think in some ways, anyone can stick a tree somewhere, but sometimes you do come across bits of landscape design, which are

outstanding and are we really leaving that to the planning committee to protect? Why not, but are they up to it? I don't know what the answer is.

Interviewer: Okay, thank you, anything else?

Participant: No, I think that's it.

Interviewer: All good. Thank you very much for being interviewed.

Participant: Pleasure.

Interviewer: I'm going to turn this off.

END AUDIO

Interview 027

File: 190130_0027

Interview date: 30th January 2019

START AUDIO

Interviewer: Okay, we will try it like this, and I'll just take lots of notes.

Participant: Okay (Laughter).

Interviewer: So first, I probably should explain to you a bit about the PhD, and also, the documents that I sent on email. So I sent to you a sheet that was just information for participants, and then a consent form.

I think the main thing for you on that is the consent for recording, and that I try to anonymise the transcripts. But often I find that people talk from such a perspective from their job roles, that I can't offer complete anonymity, even if I remove your name and job role throughout the whole transcript.

So that's just something to be aware of if you're alright with that?

Participant: Yes, I understand.

Interviewer: And if you could, by email, tick the boxes and sign it and return it to me at some point, that would be great. And then the last one is just a few tick boxes for data collection, so that's that.

Participant: Yes, I'll do that.

Interviewer: Thank you. So the PhD is one of the collaborative ones with Historic England, and it's called 'Beyond the List' for the short title. And the long title is 'A Critical Examination of the Development and Impacts of Statutory and Non-statutory Heritage Lists on the National Management of Heritage in England'.

So yes, basically, for the parameters of our discussion, the statutory list is obviously anything on the NHLE. And the non-statutory heritage lists have been defined, for this project, as local lists, conservation areas, and historic environment records.

And then to give you some context, obviously I'm looking at that national perspective, rather than the local implementation, and the boundaries are England. In terms of where the interview sits, to give you some context, I've already spoken with local stakeholders and heritage professionals in focus groups.

So across the country, I've done paired focus groups in case study areas. And talked to, basically, local civic societies, and then another one with heritage professionals in that area. And now the interviews have been developed from some of the initial analysis of those focus groups. And the aim is to include people in management or governance roles at that national perspective.

So that's basically what I'm doing and why I'm asking you for the interview. Any questions on that?

Participant: No, not at the moment.

Interviewer: Am I alright to start firing questions at you then?

Participant: Yes, you are, absolutely.

Interviewer: One thing that very definitely doesn't work over the phone is trying to bribe you with chocolatey biscuits. (Laughter)

Participant: (Laughter) It's okay, I can envisage them.

Interviewer: I wondered if you could briefly summarise the roles that you've had in heritage, particularly focusing on ones that you feel influence your perspective and giving me a sense of the areas of the country that you've covered?

Participant: So the role I've had in heritage before I joined English Heritage, as it was in 2005, were archaeology based. So I graduated from university with a degree in archaeology. In the field as a field archaeologist, as a supervisor, as an excavation director, and most of my work was in London.

I then went into planning archaeology in a county council on the outskirts of London. And after that, I came back into London as a borough archaeologist for the London Borough of Southwark.

My work was primarily managing, in the latter roles, archaeological resource through the planning system. Including preservation in situ regimes, overseeing the fulfilment of planning conditions with regard to archaeology, and work associated with that. So heritage management within the planning system.

I also undertook some very limited listed building consent work, and some conservation area appraisal work as part of my last job in London. There was an advert for a heritage protection advisor, we were

called then. Basically, a listing inspector in Historic England, English Heritage as was, for the East of England.

Which gave me the opportunity to broaden my understanding of significance within the historical environment to include buildings, particularly with regard to listing. And that was a career move I wanted to take. I applied for the job and was successful, and I've stayed in listing, in the widest sense of the word, since that time.

So getting on for 13, or even 14 years, I have been involved in English Heritage, Historical England, as an advisor, a senior advisor, and now I'm a team leader in London and the South East.

Interviewer: Okay, great. Yes, interesting that you say, "Listing in the widest sense of the word." So in my research, listing, as a phrase, doesn't have the same distinction that Historic England use between listing as the point of designation and development management.

Because when I've been talking to civic societies, especially, they don't really use that distinction. So just for going forward in the conversation, feel free to talk about listing and the way we use heritage lists in the planning system, basically. Not just the point...

Participant: The act of it, yes, yes.

Interviewer: Yes, yes, perfect.

Participant: Absolutely, yes.

Interviewer: Great. So thinking about the function of heritage lists, as in identifying assets, what do you think of each of the ones I've mentioned, the NHLE, local listing, and perhaps the HER if you're familiar with them?

Participant: Yes, well, let's start with HERs. I have always used HERs in the course of my work since I've been involved in managing archaeology through the planning process. And, I suppose, they range in how up to date they are and the level of detail they can get on them. But overall, I find the HERs to be a kind of go-to source of basic information.

And that applies to any casework that I do now, whether it's for looking at archaeology or looking at buildings. You'll often find that HERs have a great deal of information. They're accessible online, which is extremely helpful. There is a comprehensive and cohesive way of describing sources and the use of terminology, which makes whatever part of the country you're looking at, they can be easily interrogated and easily understood.

I've found HER officers, where they still remain, to be very helpful in sending information through. And HERs are a consultee, one of our standard consultees, for all listing work. We will consult the HER to see what they have on it.

So I think the breadth, range, of service provided by HERs is of very good quality. I'm familiar with some of the work that my colleagues in Swindon are doing in developing access to HERs. And, of course, it's not been possible to make a statutory function, but nevertheless, there is a requirement for councils to have access to the information on HERs. And I think they're a very valuable resource.

How well they're used by non-heritage professions is something I don't know. I hope that they are, because for any locally interested groups, there will be a lot of information on the HER which they would find invaluable.

Local lists, I think they are more patchy. Not every authority will have one. The amount of information that you can get on them is quite variable. And, of course, it depends on really the local plan policies

how effective they are in identifying buildings, for example, or sites, which should have a degree of protection.

Of all of the heritage lists you've mentioned, I think probably local listing is something that needs more attention.

The NHLE, perhaps I would say this, but I think is marvellous. I think the fact that it's hosted on our website means that it is accessible and searchable. It's a jewel, really. Perhaps we need to get more people interested in it. And so widening its appeal, I think, is always going to be a challenge for us.

That the level of information on there, the fact that now you can enrich the list, is far better than it could have been when we had the old greenbacks and bluebacks, and the old listing notes.

I know we just curate it on behalf of the DCMS, but I hope they will feel that we're making the best use of the information that's been gathered over decades, and that is 400,000 entries. It's there as an invaluable resource to local groups, to communities, to interested people, as well as professionals and researchers.

Interviewer: Great, thank you. I think, for various lists there, you've mentioned accessibility. Do you think that's a key element, now, for heritage lists?

Participant: Yes, I do, I do. I think we try to engage communities with heritage. And one of the ways to do that is through accessing the information, or allowing them easily, signposting easily, where they can get information to help them where they're interested in.

It's also to do with public value. I mean, if we're gathering this information, what are we gathering it for? Who are we gathering it for? We're a public body. We're paid for by the taxpayer. Councils are paid for by the taxpayer. There is a level of information there that will

appeal to a lot of people. And so accessibility, for me, is very important.

And I know that, as an organisation, we look for ways of making the NHLE more accessible, more searchable, so that people can feel engaged in it. It's also to do with our public value, which is something that you may hear other HE colleagues talk about now, increasingly. Measuring our work in terms of the public value frameworks. It's a resource that's freely available to everyone, and there is a real benefit there.

Interviewer: Yes, and what do you think about the actual content of the lists, the descriptions and the like?

Participant: I think as they represent listing, again, I use the widest sense, so we have buildings that are nationally designated buildings, parks and gardens, archaeological sites, battlefields, and marine. There is a range of different types of asset and building types. It's been compiled over decades, since the 1950s, and so it's only to be expected, I think, that there are some entries which are not as comprehensive as others.

And our standards, in that sense, have changed. Our expectations have changed. When the list first started, it was to identify a building that had been statutorily protected, and that was the aim of the description and the aim of the map. It wasn't there to give a full assessment of significance.

The expectations of owners, and local planning authorities, and heritage professionals has changed. And they are wanting us, as the national body, to be more explicit in where we think significance is and where it lies. And so, obviously, our more recent list entries are more detailed than those, perhaps, of the 1970s.

For some, that means that there's, perhaps, a deficit. I would suggest that there's always work to be done on such a huge body of detail. We try and update it and keep it relevant as much as possible with initiatives like minor enhancements to the list, and minor amendments to the list, so that we can correct simple inaccuracies quickly. But we're aware that is an ongoing thing. We need to keep it relevant. We need to keep it maintained.

Interviewer: Thanks. And you've also mentioned the variation in content and coverage of lists, particularly the local lists across the country. What's your view on that?

Participant: Well, local listing really falls to the local planning authority. And, I suppose, the coverage reflects the level of resource that they can give to that. Some authorities are not able to, perhaps, develop local lists. It's an aspiration rather than something that they can actually deliver.

And it's been difficult times for local planning authorities. So we've seen the numbers of conservation officers and archaeological advisors decrease. And therefore, the capacity to work on local lists has probably diminished too.

Interviewer: Is it something that you'd like to see more resource go in to?

Participant: That's a very difficult question for me to answer, because it's all about local authority resourcing, and it's a local democratic discussion. I think, if local lists are to have a future where they can be used more actively for management, then there needs to be, perhaps, a greater emphasis on their importance.

But at the moment, local listing, I think an audit perhaps needs to be done on how effective it is in helping to protect and manage, and assign significance to the locally designated heritage.

Interviewer: Okay. Changing tact a little now, I wondered how you feel about changes to managing heritage through lists that you might have seen since about 2010, or the last ten years?

Participant: Managing heritage through the use of lists?

Interviewer: Yes, so in the focus groups, I introduced the civic societies to enriching the list, which you've already mentioned. Also, the provision for exclusion of part of a building and the full selection guides. But there might be other things that you think are a bigger change, really, than that.

I was just wondering what your sense of how things might have changed since? I suppose, I'm talking 2010, because I'm post-draft Heritage Protection Bill.

Interviewer: That's a very interesting question. I think, to be honest, people are expecting a lot more from the list. And we've noticed that, as our list descriptions become more in-depth, it is thought that we are describing everything that is important in a building. And I think there is this balance.

As the local authority provision has decreased, there's perhaps an expectation that our lists of statutory designated buildings and sites is going to provide all the answers that's needed for an authority that, perhaps, doesn't a conservation officer, or an owner, or a heritage professional.

And that extends to things like curtilage. We're often asked by using ERRA to define curtilage, which, of course, is something that we cannot do. It's a local authority activity rather than our own.

So ___[0:19:54] that there is a general point I would make, it was that the expectations of what we can do with the list has increased.

Interviewer: Yes. And so, obviously, there's decreased resources. Is there anything else that you feel has been a change for the worse?

Participant: I don't know, actually. No, I wouldn't have said so. I think more people taking an interest means that they will ask questions. And that they will, perhaps, feel emboldened to question our recommendations. And that's certainly been the case.

We have seen an increase in the number of requests to the Secretary of State to review decisions made by the Secretary of State on advice from us regarding listing. And in many ways, perhaps that's just questioning the so-called expert that seems to be arise in that. And whether that's a social situation, rather than anything to do with the lists or heritage per se, that might be the case.

Interviewer: Yes. What do you think of enriching the list?

Participant: I think, on the whole, it's a very good idea. I think we need to be careful about what we add to the lists as enrichment. Because we have the statutory designation, which is very clearly marked different to the contributions to the list, which I think is very important.

But it's the moderation is, to look very specifically at certain elements, about, usually, photographs that are added on to enrich the list. But

there are other aspects, I think. If something is incorrect, the information that's enriching the list, that concerns me a little bit.

I wouldn't want the statutory description to become undermined by inaccurate contributions. I'm not suggesting that happens very frequently, but it is a risk. And it's something that we need to be mindful when we go forward, I think, and how we think of developing enriching the list.

Interviewer: Yes. And what about the changes that have come about through enterprise and regulatory reform?

Participant: That's interesting. It has its place, in that it helps to identify a range of possible areas of significance within one building. But there are difficulties in that, because you may have excluded part of a building. But if it's still attached to a listed building, it will still require listed building consent for works to be done to it.

So I think there is the danger that an owner, for example, would say, "Oh, the rear wing of my building is excluded from the listing, and therefore, I can do what I like to it and I won't need listed building consent." And that's a dangerous thing because, potentially, that's not the case.

So we have added an element to say that, where we've invoked ERRA to exclude. That does not mean to say that you don't need to get listed building consent.

We have seen a number of applications come in from people who wish to see ERRA being used in order to, understandably, clarify what areas have less significance in the buildings that they own. And we just need to be very careful about how we do that, and where we think it's appropriate to do it.

We're not beholden. We don't have to invoke ERRA. And I would not like there to be a situation where we are required to do it. Because, in terms of heritage management, it's not always the most appropriate thing to do. Sometimes it's better to leave it to the discretion of the local authority.

Interviewer: Okay. And one last one on the recent changes. Do you feel changes to the NPPF have had an impact on managing heritage and lists?

Participant: I don't think I can really answer that question properly, Claire, because I don't have much to do with the NPPF. That's our planning colleagues, our DM colleagues. In our role as listing, we stick quite rigidly to listing and listing criteria, rather than have any say, really, on the use of the NPPF.

Interviewer: Okay, that's absolutely fine. I'd now like to think about the role of the different lists in heritage management for the future. Particularly how you think they will be used in the future, and maybe how you would like to see them used in the future. So maybe the NHLE, again, local lists, and either HERs or conservation areas. Shall we perhaps start with NHLE?

Participant: How would I like to see it being used in the future?

Interviewer: Hmm.

Participant: Well, I'd like to see it being used more. I'd like to see it being used by a wider audience. I think, primarily, its role will be to identify buildings

and sites of national importance through national designation, because that's its purpose.

But in terms of information, in terms of research, in terms of increasing understanding, then I would like to see a range of age groups use it for purposes of education. As well as just for identification of statutorily designated building sites and how best to manage them in the planning process.

Interviewer: Yes, okay. And what about the things that are selected for national designation? Would you have that similar to now, or any changes for the future?

Participant: This is a difficult question, because in the past, recent past, we've looked at more modern buildings, we've looked at post-war buildings, and even 19th century buildings. Which, previously, when the list was first being established, were not given much credence. Agricultural buildings. And they are another example where perhaps some of the coverage is not as good.

So I think for us to be as comprehensive and to say, very clearly, that we have captured those buildings and sites of special interest, then using these thematic surveys that we've been doing, and have done for a very long period of time, and still do to a certain extent, is very important so that we can fill the gaps.

There are some local authorities where the coverage of the resurvey in the 1980s is not as thorough as others. So I don't think we should fool ourselves. There are gaps that we should probably work to plug. And I'm aware that there are other initiatives happening which help to identify those, and that's perhaps work we can do in the future.

I do think it's really important that we maintain what we have. But if there are buildings, for example, or archaeological sites which are

statutorily designated, which no longer meet the criteria, that they should be removed.

But equally, I think it's perhaps more important, or as important, to identify buildings and sites which should be statutorily protected and aren't. So it's a question, I think, of identifying where the gaps are, looking at our resource, and looking what we can do.

And also, integrating maintenance. But if the list is to carry on being useful, and relevant, and have a good reputation, then it's got to stay as up-to-date as possible. So it's a question of marrying up all of those requirements, establishing priorities, and action that with our resources so that we can have a long-term strategy.

Interviewer: Yes, okay. And going forward, how do you see the role of the HERs?

Participant: I think they have a critical role, at local level, to inform decisions made on the management of heritage at the local authority level. That's not going to go away. There is so much archaeological data out there. There are undesignated but locally important heritage assets.

And I see HERs as being the place where the information on those is curated, and which will help to inform making decisions on future management decisions within the planning process. They're absolutely essential for that.

Interviewer: We haven't actually talked much about conservation areas. And I'm aware that they're designated at the local level, so perhaps you don't have so much to do with them as your job role. But how do you view their role and what they might do in the future?

Participant: Yes, well, conservation areas, again, they're a staple of how we manage heritage. They can be at risk. They can be, increasingly, under attack.

They don't always have conservation area appraisals, which I think is absolutely essential to understanding the significance of the conservation areas. The key views, the important open spaces, the listed buildings of merit.

So I think, as conservation areas, I think they are a critical strand in that local designation.

Interviewer: Okay, and local lists? You spoke on them a bit more before, but...

Participant: Yes, I think we struggle with local lists a bit. I think we need to step back and see how effective they are, and perhaps effective on a number of levels. I think, in terms of local engagement, I would imagine that they can be very effective in getting local societies to get involved, imparting their knowledge, and maybe that feeding though into HERs as well.

But their usefulness within planning and the management of the resource in the planning process, I'm not clear about. You'll probably know more than I do, actually. And whether there's any work that's being done to take a look at those, and how effective they are.

And if there's a national approach that we should take to encourage local authorities to do them, and encourage them to have the appropriate policies to make them of real benefit and use in the local plans.

Interviewer: Yes, it's interesting you should say that about the national approach, because I have worked with a couple of local groups recently who have been involved with developing on creating their local list.

And they all feel, really, that they'd like some sort of framework to work within, because they feel like, perhaps, other groups have to reinvent the wheel. Every time they want to start a local list, they have to start from scratch, apart from their Historic England guidance.

Participant: Okay, that's interesting.

Interviewer: Yes, so a lot of them were asking for some sort of national framework that they could just add their building to, basically.

Participant: Yes, well, that's interesting. Almost like a national register of locally listed buildings.

Interviewer: Yes, or just something so that if you are a local group, you've got a step by step on how you would do it. I suppose, the argument is that takes away from it being very local and local power to decide what goes on your list, and what types of things you want to protect and by what criteria.

But it was just interesting that you said, "That national approach," that matches up with some of the earlier research comments.

Participant: Okay, well, that's interesting to know, yes.

Interviewer: And also, actually, on the effectiveness, you said, "A number of levels," and, "Split the public enjoyment and the usefulness in planning." And I think that's quite an interesting point. A lot of the local groups actually have concerns about how effective the local lists are, particularly if they haven't got Article 4 directions on them.

Participant: Yes, yes, and that the effectiveness of conservation areas without Article 4 directions can be difficult as well, and requires enforcement. And, of course, enforcement is not necessarily a very well-resourced element of local authorities.

Interviewer: Yes. Okay, cool. Well, can I just ask you one more big question, which is how well do you feel current legislation, policy, and guidance are working together?

Participant: That's a really interesting question. I think, current legislation, we wanted heritage protection reform. We didn't get it and as a result, we have legislation that is still fit for purpose but could do with, perhaps, an overhaul.

So we are working within quite old statutory remits supplemented by various devices through ERRA, for example, and heritage protection reform. Things like BPNs, indemnification, and all these kinds of pilots that we're trying to introduce through policy, rather than legislation.

To have things like interim protection to create a degree of understanding of varying significance through the ERRA etc. So I think we are using what we've got quite effectively.

In terms of national planning policy, it's not something I really work with very much, so it's difficult for me to comment. But in terms of what we are doing with listing, or statutory designation, I think we are moving forward with a reasonably comprehensive set of legislation augmented by policy.

Interviewer: Okay. Great, thank you. So now, arguably, perhaps a slightly more fun question, which is if you were going to be able to make one change

over the next ten years, in terms of heritage protection, what would it be and why?

So I don't know if you've been to one of the Historic England events where they've done like a Room 101, so you can be in any part of the planning system? But I wanted it to be a little bit more broad, or positive, than that. That you can also add something, you can bin something, or you could change stuff, the philosophical angle, if you wanted to.

Participant: Yes, well, more resources, and I know that's impossible. It's going to get worse rather than getting better. But a lot of our aspiration, for example the NHLE, are predicated on there being more resources to do it. Local authorities, ourselves, we're pretty much cut to the bone, and our capacity to do more is inhibited by that significantly.

If I'm thinking about a specific point, I think... There's quite a lot actually. What would I really prefer to do? I think I would like to see HERs made completely statutory, because that would enshrine the importance of the information that they have in managing the historic environment locally.

Interviewer: Okay, cool. And if I gave you a second one, did you have something?

Participant: I think we should look really carefully at bringing in... This is all tied into resources. That's the issue. I think we should look very seriously at other ways of giving interim protection to buildings and sites which are threatened from serious harm and could be suitable for statutory designation.

Interviewer: Oh, okay. Right, yes. I'm just trying to scribble that down. Great, in all that, I noticed that one thing we haven't particularly covered was

anything on values or interests, as in the ones that are in conservation principles or those in NPPF. How do you feel about those kinds of values terms?

Participant: It's interesting, because the way that we evaluate, or the way we assess, buildings and sites for statutory designation is dictated by the DCMS and their principles of selection for listed buildings and for scheduled monuments.

So in terms of [con prin 0:41:51], we don't really use it. In the course of our work, we don't use it, because we are referring to government's statutory criteria. I'm familiar with it, but I'm not familiar with it in the course of my work. So how effective they are as strands, I don't think I can really comment.

Interviewer: And in terms of architectural or historic interest, do you think that works well for your work?

Participant: Yes, I do. I think it covers it. It makes it very much more focused. And, of course, that's set down by the principles of selection, which have just been revised. And clarity is given there about what constitutes architectural interest, and what constitutes historic interest.

And that clear definition, which again, is government's clear definition, is helpful and allows us to focus, very specifically, on those elements of a building or site which need to be considered for statutory designation.

Interviewer: Okay, great. Well, thank you very much. That's all the questions that I have for you. Was there anything that you feel that I've missed out that we should have discussed but haven't, or any key concerns for you?

Participant: No, I don't think so. If there's more that you want to ask me, just please get back to me.

Interviewer: Okay, great. Thank you. Thank you very much for finding some time and swapping your day around to enable us to do this.

Participant: Oh, well, I just apologise for the confusion. And I hope, even though it's not the way you wanted to do the work, that it's given you an interview, of sorts, that you can work on.

Interviewer: Yes, I really hope so. I mean, it looks like it's recording fine. There may just be a few instances I can't recall or hear on the recorder. If it's alright, I might just email you and see if you can tell what it was that was said?

Participant: Yes, absolutely, absolutely. Happy to do that.

Interviewer: Okay, thank you. Yes, and if you wouldn't mind just emailing back the consent form, that would be great, because that's the vital bit for the university research part.

Participant: Yes, absolutely, I understand. I'll do that.

Interviewer: Great, thank you very much.

Participant: I've written it down, Claire, so I will do it.

Interviewer: (Laughter) Thank you, and thank you very much for your time.

Participant: Well, thank you, Claire. And I'm sorry you had a wasted journey from York, but I'm glad we could at least conduct an interview, of sorts, for you.

Interviewer: Yes, that's great. Thank you.

Participant: Alright, thank you now. Take care.

Interviewer: You too, bye bye.

Participant: Bye.

[0:45:00]

END AUDIO

Interview 028

File: 190201_0028

Interview date: 1st February 2019

START AUDIO

Interviewer: That's just to so that I can show the range of people that I've interviewed, basically.

Participant: Yes, of course. The first question, I suppose it's a bit of both. I have worked elsewhere in England, so I'm inclined to go for that one, even though now I'm quite region specific. Is that okay with you?

Interviewer: Yes, that's fine.

[Break in conversation 0:01:19 - 0:01:37]

Thank you. Shall I tell you a bit more about the research before we start off?

Participant: Yes, please do.

Interviewer: Yes, okay. It's one of the collaborative PhDs that's with Historic England and the University of York. It's called 'Beyond the List', for short. Its long title is 'A critical examination of development and impact of statutory and non-statutory heritage lists on the national management of heritage in England'.

Participant: You need a short title, don't you? Yes.

Interviewer: Yes. The key points to pick out of that, I suppose, is that with the development and impacts, it could have been quite a historiography, if you like, of the development and legislation policy. But I'm going down much more of a forward-thinking route in terms of recent changes, and then the way we might go forward with heritage lists. The statutory and non-statutory parts, obviously, NHLE. The non-statutory list that I'm looking at have come to be defined within the project as local lists. The conservation areas, kind of. Conservation areas and HER's.

Participant: Okay.

Interviewer: So those are the ones that we'll talk about today. Then I'm looking for the national management. So rather than looking at individual local authority level, I'm looking at a picture for Historic England, basically.

Participant: Okay.

Interviewer: The context for the interviews is that I've already done paired focus groups in different areas of the country. Some of those have been with heritage professionals, and some of them with local stakeholders. So mainly civic societies who are involved in planning applications, or with the local list. I've done those in pairs in each of the places. Then I'm doing the interviews to gain more of that national overview perspective. So that is the context for this when I approached you. Within that, I've also approached all of the listing team leaders, so I've got that full picture of the country.

Participant: Sure. Did you speak to Debbie Mays as well as our head of listing? Or have you not?

Interviewer: She's actually my second supervisor at Historic England.

Participant: Is she? Okay.

Interviewer: Yes.

Participant: You know her well, then.

Interviewer: I haven't met her that many times, actually, but it means that she can contribute to shaping the project and everything like that as well. Yes. I think that's probably the basics of the PhD, unless you've got any questions.

Participant: I was just going to ask you how far through it you were? Is this year one?

Interviewer: This is the first day of year three.

Participant: Okay. You've done a lot of work already, then.

Interviewer: Yes. This is the end of my data collection phase, basically. The next year will be analysis and writing up. I'm also thinking of ways that I can disseminate this research through Historic England. I'm aware that nobody is going to want to read a thesis. Why would you?

Participant: Poor you. All that work.

Interviewer: Well, you know. It will tick the box for the doctorate part, won't it? But I would like to try and produce something that is more easily digestible in some sort of format and think about the best ways of disseminating that through Historic England. So if you had any ideas about where you would normally pick up any new information and all that kind of thing, then yes, by all means let me know, because that would be useful.

Participant: I suppose our main mechanisms for gathering information, we have internal HE bulletin type things quite often with links to other web pages, or lengthier documents, which is quite a useful way of disseminating. So some people might just read the headline and know that that piece of work had happened, and others might then go through and drill down a bit further. That's one thing. Then, I suppose, a lot of us are plugged into other bulletins like [CFA or IHBC 0:06:09], and that kind of thing, but you'll know all that anyway.

Interviewer: Yes. I think we've got Heritage Alliance are already happy to publicise it, and SPAB were happy with a piece in Cornerstone, things like that. Yes, okay, cool. Any questions? Or am I alright to fire questions at you?

Participant: Fire ahead. Yes, fire questions at me. Yes, go for it.

Interviewer: Okay, cool. First of all, I wondered if you could just briefly summarise some of the roles that you've had in heritage, particularly any ones that

you feel inform your perspective, and on the areas of the country that you've covered.

Participant: Obviously, I'm at Historic England now, but if I go back a few places, I used to work in local authorities. Various ones, so North Yorkshire County Council, Torbay Council, and then West Berkshire Council. At the latter two, I was responsible for setting up archaeology services for those new unitary authorities. So just thinking of your list, that included the HERs for those areas.

But since then, I have been working for English Heritage, Historic England in various capacities. Probably for the big bulk of my time, it's been in listing group where obviously the NHLE is our be all and end all. Yes, I suppose, therefore two different perspectives on this. One from a local authority side, and now from a national agency side.

Interviewer: And familiar with HERs as well then.

Participant: Yes, absolutely. I had to use them and then I had to set them up, so yes. Or my team did, anyway. I wouldn't say that I knew the nitty gritty of the setting up, because I employed somebody who was very clever to do that, but yes, I was responsible for that.

Interviewer: Okay, cool. Thinking about the function of heritage lists i.e. to identify assets, what do you think of the NHLE local listing and the HER?

Participant: What do I think of them? That's a very broad question.

Interviewer: It's a broad starter question.

Participant: Okay. I think they are incredibly important because they are repositories of information and knowledge about our historic environment. I think they are used in so many diverse ways that would be incredibly difficult if they didn't exist. How would you possibly know, for example, if you were developing a piece of land whether there was something nationally, or even locally important on it if HERs, local lists and the NHLE didn't exist? Yes, I think they're hugely important.

Interviewer: Do you see them as equally important?

Participant: Probably not, because I'm a bit biased, because obviously, my job at the moment is very NHLE focussed. I think I therefore have a national significance focus right now, but then of course, if you'd ask me 15 years ago, I would have probably said the opposite and said how important HERs were as repositories of local knowledge and locally interesting sites. So I think there is a bit of a skewed perspective because of what you do and what you're passionate about at a particular time, perhaps.

Interviewer: Yes, I think that's a very fair answer, actually. What about local lists?

Participant: Local lists I probably have the least to do with, to be honest. We do sometimes in our current listing world suggest that something might be more local list status than national list. But in terms of compilation or engagement in that, I haven't really had much to do with them. We do corporately, of course, and we provide guidance on how to set up a good local list, and what the criteria might be, and all that kind of thing.

It's not something I've had direct involvement with, but I do appreciate the value, because sometimes something that's locally interesting is really interesting. Just the fact that it doesn't make the grade for national listing doesn't mean that it shouldn't be valued, or cared for, or protected, or identified.

Interviewer: Yes. Thinking about we know that there's variation in both the context and the coverage of all these types of lists across the country. Have you any thoughts on that?

Participant: It's not ideal, is it? We know from the national list, for example, that up here in the north, there's an area of Cumbria called Alston Moor which we know has some really interesting buildings and archaeological sites within it that are not currently protected, and probably should be. If you go down to the south and you go to, say, Sussex and the South Downs National Park similarly, there are massive gaps in areas in terms of national listing where people just haven't really done those assessments, there hasn't been the resource, or the access to properly assess.

Rural areas tend to be more difficult. You can't just drive by and see a lovely building and think, "Maybe that's worthy of assessment." If you have to trespass down a farm drive or something, it's not a good way to start doing your listing.

There are gaps, and that causes then problems in terms of recognition and also in terms of management moving forward. The same is true of HERs and local lists. Some local authorities don't have local lists at all, which is a great shame. HERs, I think all HERs would recognise that they all have gaps that need to be plugged at some point, resources permitting.

Interviewer: Yes. What about the context of the list once you actually get into the list description or equivalent for a local list, or HERs?

Participant: They're massively variable, as you'll know. Again, if you take the national list, we have some fantastic one liners, or we have the modern list entry which we hope is far more usable and informative and expresses why something possesses significance. Yes, there's a job of work to do. Again, that stretches across the other lists. There are some local lists that are just simply the address of the building. Others have descriptions and histories. HERs have massive gaps, as we've already talked about. Yes, that's very variable.

Interviewer: Do you think the answer there is to aim for the greatest detail?

Participant: No. I think it has got to be fit for purpose. Certainly, with a national list, we couldn't have greatest detail for every single one of the 400,000 list entries. It's just not possible. I think it would have to be a targeted and carefully thought through approach to where enhancement was really useful, and where it wasn't maybe so much.

Interviewer: Yes. Thinking about the form that the lists take, what do you think of each of those? The same three again, the NHLE, the local list and the HER?

Participant: The NHLE we're working on, but I think could definitely be improved. One of the things that we're quite keen to see is more photographs for a start. So something that identifies what a thing is at the top of the list entry would be really helpful, especially as we're in a much more visual world now. I think most people who click on a website would expect there to be images, and there are very few, as you'll know.

Local lists? I suppose I find them quite challenging when I'm hunting for something. You know, if we're trying to find out if a building is locally listed that we're assessing for national listing, finding them is incredibly difficult, and when you get to them, they are in such different formats that searching them can also be very difficult from a PDF document to an interactive website, or nothing at all, an address. That can be quite challenging.

HERs? I think HERs are much better than they used to be, and especially with a bit more standardisation in terms of platforms which they sit on, and therefore, data that is input. I'm thinking of [access uses 0:14:36] in particular, I think that has helped enormously and the Heritage Gateway and accessing them through there helps as well. But, of course, not everybody is on the Heritage Gateway. Again, there might be counties that you're trying to get that information from and it's actually quite difficult. You have to go through, perhaps, a particular person or – God forbid – even a card index in some cases still.

Interviewer: Yes, okay. So the overall picture there, it keeps going back to variability, really. Is there anything else [that you would say 0:15:12] maybe for the national lists on its function, or form?

Participant: I think it's still a little bit administrative in its layout. I think there are fields which are not necessarily very useful to the general public, but have to be there somehow for legal reasons, but maybe we could hide them in terms of the public interface. But I think illustration is one of the main trusts of it for me, because I'd like to be able to click on a building and see what it looks like, and then read about it.

Interviewer: Yes, okay, cool. What I'd like to ask you about next is how you feel about changes to managing heritage through lists that you've seen

since about 2010? So we're after the Draft Heritage Protection Bill, sort of, the last 10 years, really. I just wanted to put that bit in the past. Are there any things that have stood out for you in terms of making a big change?

Participant: I think with the introduction of exclusions to listing has made a big change in that we can be much more precise, as you know, about what is and isn't included in the listing. That in turn can help owners and managers to know where they need consent and where they might not need consent in a much clearer way, but it comes with its own problems too.

I think when we were bedding that new system in, I think we perhaps had a tendency to be slightly overly detailed and perhaps used it in the form of an inventory rather more than was intended. Whereas actually, it should be quite broad brush and, say, major 20th Century extensions or something that could just be mentally sliced off the building and which don't require consent for works. I think that has been really useful, but as I say, it has needed a little bit of time to bed it in and get it to the point where it is really useful.

Interviewer: What do you mean by the inventory one?

Participant: In terms of the list entry, we're always very clear that the list entry isn't an inventory of all the bits and pieces, it can't be. But when we first introduced area exclusions there were a few quite high-profile examples of list entries that were tending towards that inventory type of description. The British Library is one of them, for example, where you have the minutiae of, "These door handles are excluded," or, "These display cases are excluded," do you know what I mean? It was getting very, very detailed.

Whereas actually, I think the intention and the thrust of this new piece of legislation was to be much more broad brush about it. So perhaps, “This 20th Century office building is really interesting, but its interiors are repetitive and unexciting,” so excluding those in that way, rather than saying, “This door handle isn’t interesting.” That’s what I meant.

Interviewer: Yes, I see what you mean. Yes. With the focus groups, when I was talking about recent changes, instead of asking them about recent changes, I introduced them to something and the area of exclusion provision was one of them that I used. I used quite a straight forward one because it was an 18th Century mill building that had had extensions.

The extensions were actually attached via bridges, so it was very clear on the map what was excluded and what wasn’t as well when I was showing them. But I did find examples when I was looking. One of them was the roof was excluded, which I think was quite an interesting one. But I didn’t see anything as far in the detail as those small things.

Participant: Check out the British Library.

Interviewer: Okay, will do.

Participant: Yes, it’s very detailed. At the time, we thought we were doing the right thing, but as the list entry has then morphed into the management of the building, it has become clear that actually what we thought was helpful wasn’t that helpful, because it was too prescriptive. It was too detailed.

Interviewer: That’s really interesting, yes.

Participant: You live and learn.

Interviewer: It was a new thing as well, wasn't it? Yes.

Participant: Yes.

Interviewer: Any other changes that stand out for you?

Participant: I think that's the main thing. We have recently encouraged greater use of building preservation notices, which I suppose is linked to the list although slightly at a tangent to it, which hopefully will help to encourage local authorities to use them rather more and therefore protect buildings in that difficult gap between notification of listing, listing assessment and the listing, that, sort of, gap that interim protection would have covered, which we don't have. So that's a very, very recent thing that I think would be quite useful.

Interviewer: You mentioned the illustration of the NHLE. Obviously, enriching the list is something that has come about in that period. What do you think about that?

Participant: I think that's a good initiative, actually, but there has got to be a slight distinction, I think, between something that is moderated for content in the sense of not being offensive, or something like that. But it isn't moderated for factual accuracy. So I think it's a really good mechanism for the public to engage with the list, but the illustration that I was talking about would be Historic England, being absolutely clear that they had taken the photograph and that this was the right

building, and that kind of thing. So I think there is a slight distinction between the – what’s the word? – not validity exactly, but the accuracy and reliability of the information that has come from those two different streams.

Interviewer: Yes. That really mirrors most of the focus group responses to enriching the list. For some of those people, it was new to them. They didn’t know of it at all, so I was showing through examples on the web pages. The conversation would almost always go, “That’s a great idea. Oh, but what about moderation, validity, accuracy.” Then someone would say, “But it’s like Wikipedia, isn’t it? So it monitors itself.” What was interesting was I normally then asked them, “Would any of you add to this?” It would be, “Oh, no, no. I’m not the person to add.”

Participant: Really? That’s a shame.

Interviewer: It was quite surprising. Whether that was just a little bit more familiarity with how it actually works, or whether that was a sense of...

Participant: “I’m not the expert. I couldn’t possibly.”

Interviewer: Yes, exactly. That was one of the most consistent responses, actually.

Participant: Interesting.

Interviewer: Yes. The other thing that I showed them was the selection guides set, which I guess has been completed in that time period since 2010.

Participant: Yes. Then revised and reissued. Yes, they're a super good thing. I suppose they're so day to day, I hadn't even thought about them. Do you know what I mean? I just use them all the time without even thinking about them. But, yes, that has made a difference in terms of getting the message out there as to what is special in terms of the building type, or date, or whatever. Yes. If you follow on from that, our introduction to heritage assets as well that we now publish too.

Interviewer: Yes. Do you find that you're interacting with people who've used them when you're in the listing team?

Participant: Selection guides more than the IHAs, but both, and we always encourage when we're talking to local authorities, or groups like that, to conservation officer groups that, "Please do use them. They're there for you as well as for us. There's a wealth of information." I think heritage professionals probably use them more than members of the public.

But when a member of the public comes into us and says, "I want to put my local pub in for listing," we will refer them to the one that covers pubs and say, "If you look in there, you'll see what sort of things we're looking for." It is a helpful mechanism, because previously we would have had to have sat with them on the phone and gone through what we're looking for. Now we don't. We just refer them to a document that is there and is illustrated, and so that's quite helpful.

Interviewer: Yes, I hadn't thought of it like that, what you would have done before they existed.

Participant: A lot more talking.

Interviewer: Okay, cool. Is there anything you think that has changed for the worse?

Participant: Undoubtedly, but my mind has gone completely blank. That might be a question I have to come back to.

Interviewer: Yes, that's fine. Not a problem. What I'd like to move onto is the role of different lists of heritage management in the future.

[Aside conversation 0:25:03]

Again, the statutory lists and the local lists, maybe HERs, but also thinking about conservation areas too. I know that they're not a holistic list across the country, but they're another one of the lists that has come to the fore because of local people and heritage professionals in the focus groups talking about them, and something that has come up, basically. Yes, so maybe shall we start with the NHLE, where you see its role in the future?

[Aside conversation 0:25:50 - 0:26:00]

Participant: I think the NHLE is going to continue to be – at least I seriously hope it's going to continue to be – a cornerstone of what Historic England does, because the list essentially gives us a locus for our involvement in heritage nationally. Without it, my planning colleagues, or my conservation colleagues wouldn't have the hook necessarily to get involved and to provide advice.

In our role as expert advisors to government in terms of setting up and enhancing and improving the list, I think we have a critical role to play and I sincerely hope that that will continue moving forward, because it is a brilliant thing. It is a much admired thing. I know that there are

other countries who look to us and they look at what we've done in terms of listing – and I use that in its very broadest sense – with great admiration, and copy what we do, because it works. I think there's a very simple way of just flagging where national special interest lies. It does its job beautifully.

Interviewer: In the future, how do you see it moving forward in terms of the illustration as you mentioned?

Participant: I think it will improve, I think it will modernise. It already has done to the extent that it was only a few years ago that it actually went online at all. Before that, we were pouring over maps or looking through [green backs 0:27:30], or looking through a paper schedule. So it has already progressed significantly, but there is definitely improvement to follow. I think as I said earlier, [illustration 0:27:40] is one thing, but just the way it's presented could be improved so there's not such a stuffy looking thing, but still maintains the content and information that it needs to.

So I would hope that potentially map searching, that kind of thing could be better. Maybe it will get to a point where you can have a map where you put a satellite overlayer, like you can for Google. Then you could zoom down to your particular building. I think in terms of the IT capabilities, there are ways of presenting it in a more user-friendly and visual manner that will inevitably come.

Interviewer: Who do you see as the users?

Participant: Multiple. We get everything from researchers to heritage professionals, owners. We get tourists who are looking at the list to look up to see what it says about Westminster Abbey, or whatever it happens to be.

All sorts, yes, multiples of people. Land managers. It can be anybody. Estate agents.

Interviewer: You're thinking maybe not quite general public?

Participant: General public I think do too, but I think the general public perhaps aren't as aware of the list. I guess this is where enriching the list comes in in trying to broaden knowledge and interest and engagement with it. I think that's more of a growing audience, I think. Professionals who need the list are already aware and already users, but I think the general public perhaps not quite as much. But I must admit, I haven't crunched numbers to find that out. Colleagues will have done so, but we will have that data, I'm sure.

Interviewer: What about the future for HERs? Where do you see that going?

Participant: I'd love them to be statutory. I think they should be statutory so that their resources, their people, their knowledge etc is safeguarded for the future. I struggle to see how local authorities can manage their historic environment if they don't have such a resource, and a manned resource. It can't just be a database, it has to be interpreted by specialists. So that would be my hope if I had a crystal ball, I'd love to see that they were statutory very soon.

Interviewer: Okay. And the local lists?

Participant: I think everybody should have one. It's a bit like, yes, wanting HERs to be there for all time. I think all local authorities ought to have a local list expressing what they value about their locality, the locally

interesting buildings, the locally interesting archaeological sites. I find it sad when there are gaps, and I'm really pleased when another local authority comes to us and says, "Actually, we want to put together a local list." Then it's a very good thing. Then that can also be used to build. The local plan can be informed by that kind of information as it can by the HER. Again, I think it's managing places through understanding of what you've got and the value of what you've got. That's what local lists and HERs and conservation areas deliver.

Interviewer: It's interesting that you've gone for yes to both the local lists and the HERs, because I've been finding that when I interview people, quite often people are more familiar with one or the other, and they support more strongly the one that they're more familiar with. So people have been more like, "Yes to HERs," or, "Local lists are patchy." Or the other way around.

Participant: They are patchy.

Interviewer: They are a bit, yes. But I suppose not as keen on them. Yes, that's interesting.

Participant: I suppose I see it a little bit hierarchically. So there's the national list, which obviously is my main thing, but if something doesn't meet the test for the national list, then perhaps it should be on the local list. Or if it's not locally listable, perhaps it should be on the HER just so that there is that record, there is that recognition that whatever level of significance a thing happens to have.

Interviewer: I was just going to ask you how you saw the national list relating to the local list. You might have actually just done that a bit.

Participant: It's above it, I think.

Interviewer: You see it as a hierarchy.

Participant: I do, yes, because we're dealing with national significance, and local lists are dealing with local significance. So I do see it as a hierarchy, yes.

Interviewer: Of capturing the same values?

Participant: I think they're different values, because I think something which can be locally significant won't necessarily tick the national box. There are overlaps. There are things on local lists that are also on the national list, but generally speaking, I think the local is more parochial. I don't mean that in a negative sort of sense of the word. But say a particular vernacular building type that is very common in the Yorkshire Wolds might be perfect for the local list, but isn't going to cut it on the national list. But it still deserves its recognition because it's what's making that place locally distinctive. I think there is a different set of criteria, rightly so, and a different hierarchy.

Interviewer: Do you know that set of criteria, is it still architectural or historic interest?

Participant: Special interest, yes.

Interviewer: For the local list?

Participant: Sorry, no. For the national list it is. I don't know. For the local lists, they tend to be set locally.

Interviewer: Yes. I was just wondering if you saw them as in the hierarchy as doing exactly the same thing, basically, but with local architectural and historic interest? Or if you thought it was more about a broader set of criteria?

Participant: This is outside of my area of knowledge, but I would assume that it's variable depending on what local list you're talking about. I would expect that some of them might look at, perhaps, cultural values, and things like that, or social values in the way that we don't and can't with the national list. So I imagine there will be distinction and variability.

Interviewer: When you've just got architectural and historic interest for the national list, how do you find that?

Participant: Absolutely fine, I'm used to it.

Interviewer: Absolutely fine, yes.

Participant: Yes. It's quite helpful actually that you can't get drawn into, perhaps, communal values or things like that, because people can, perhaps, passionately care that a pub at the end of their road is saved and is on the national list. While you're sympathetic to that, that's not something that you can consider when making your assessment. So I think it's actually quite helpful to have quite a – narrow is the wrong word – but quite a clear set of criteria that you can use, and everything else is

outside of. Condition is another one which is really useful to not be able to take into account.

Interviewer: Okay, yes. Would you keep those the same? Would you change anything about the assessment for NHLE in the future?

Participant: We have just had a new government document out on the principles of selection for listing which has, I'd say, slightly muddied the waters in terms of the wording of, for example, the criteria to do with historic interest. So I would probably, if I had a magic wand, tweak that to make it a bit clearer. We're expecting similar guidance documents for scheduling, which when I last saw the draft was quite worrying in its vagueness, shall we say? So again, I would hope that we can get a document that's useful and clear and everybody knows what we can and can't look at. I've probably gone off at a tangent there, I feel.

Interviewer: No, no, I don't think so at all. That's all good. Yes, I need to have a look at the principles of selection, I think. Possibly the old and new versions so that I can [take a closer look 0:36:21].

Participant: They're just little tweaks, but they can make quite a difference to interpretation. So the historic interest one is potentially the most extreme? It's not extreme, it's a tweak. But rather than being a building where there's a clear association between the event or the person and the fabric, it has become a little bit more loose. So therefore, there is going to have to be some kind of professional judgment in terms of implementing that, which could make it a little bit more difficult for us to perhaps reject buildings where something amazing happened, but there isn't that fabric that reflects that amazing thing, if that makes sense.

Interviewer: Yes. In terms of listing buildings and the relation to the fabric, what do you think about then in that context of the principles of selection? That seems to make a looser link between the fabric...

Participant: I think it has very slightly, yes, for that particular aspect of assessment. But essential, a listing is to provide various things. It's celebratory, but it also is a management tool. There has to be something physical for a conservation officer to manage if you list something for something intangible, then I can't see how on earth they're supposed to manage it going forward.

Interviewer: Yes. The intangible one is interesting. When I started the research, I was hoping to say the national list is, like you say, it's a planning tool in some ways. It facilitates planning decisions. So it's got to be about the tangible, and therefore, I don't need to go into intangible in my research. However, as I've gone along in the research, it seems that there are always links between the two, and I have to take it into account. How do you find things when you come across intangible heritage or intangible values associated with a building? How do you find dealing with those at the moment?

Participant: Quite challenging, because it is a changing world where the intangible is given greater weight, I would say at the moment than it has been previously. From the perspective of our role, trying to advise government as to what should or shouldn't be listed, it's really, really difficult. I think the easiest ways of dealing with the intangible are where there is actually something tangible with which to hook it to. So I'm thinking – let's try and find an example – Brixton Market, say. Listed primarily because of its Afro-Caribbean community links etc.

etc. But there is some fabric there that you can actually hook that intangible, cultural experience, if you like, too. So without the tangible, I don't really see that we could go anywhere with listing, personally. But there will be other people who share a different view.

Interviewer: Would you use, or invent, another tool for intangible heritage?

Participant: I think we've already got one. I think it's called Blue Plaques. That's what they're doing, aren't they? You know, "Jimmy Hendrix lived here." It's reflecting that kind of significant event, or person. There could be other means of doing that, that sort of place marking schemes. Or event marking, or person marking, whatever you want to call it.

Interviewer: Okay. Cool. We drifted away from the future. We just have one more to do, which was how do you see the role of conservation areas in future heritage management?

Participant: Conservation areas are a bit of a worry to me, to be honest for various reasons, and I'll set those out first before I answer your question. It's a bit like local lists, as you'll know, there are so many that don't have conservation area appraisals, or up to date appraisals. So there isn't an analysis of what actually is there and survives and is special, which then makes the management of them challenging, because if you don't know why something is special, how do you manage its specialness?

I think as a consequence of that, and also local authority poor resourcing. There has been an awful lot of degradation of conservation areas. I fear that if some of them were to be reappraised, they might well be de-designated, because there has been such attrition.

In terms of future management, I would love there to be a conservation area appraisal for everyone. I would love there to be a local authority

resource and will to enforce and protect what's really special about them. There quite often are historic village centres or historic town centres, and I think they're really important to people in terms of locally distinctive places and wellbeing and so on and so forth.

So it distresses me when local authorities perhaps don't manage them as they could, even though they have the powers to. We all understand why. Because they haven't got the people or the resources or whatever, or the political will. But, yes, it's a bit of a tragedy. So in the future, I would love that to all be resolved please.

Interviewer: Yes. Conservation areas are an interesting one for me, because I had a sense of a bit of a change, I think, in their role, and I wanted to see whether others had the same sense. That was probably around the time that conservation area consent was abolished. I think it was also a change from designation of new conservation areas to conservation areas just being about management, I suppose.

It was probably at that point I was at the CBA as a listed building case worker, so I was experiencing it from that point of view. Then when I went and did all the focus groups, I found that they really seemed to be a really important management tool at the local level. I was quite surprised, because I thought, "I thought we were going away from conservation areas." But from some of the reasons you said as well about how many of them there are and current appraisals and the condition of them as areas. I was then quite surprised to find that they seem to be so valued. But I'm just starting to think that it's more of a change of role for that particular heritage protection tool.

Participant: Or does it depend on who you're talking to and whether you're a talking to locally interested and passionate groups like civic societies who will be very focussed on protecting and celebrating their local space, or whatever?

Interviewer: Yes. It was coming from local heritage professionals too, yes. I think they're an interesting one for the future. Different people see them very differently.

Participant: I think they're important because... I was going to say unlike all the others. That isn't true. HERs are obviously quite holistic, but unlike the local list or the heritage list, they're not just about the special bits. They're about the bits in between, and they're about how they hang together and are coherent or incoherent, or whatever. It's that kind of context which having a big boundary around a space gives you the listing whether in its local or national sense doesn't. So they are doing a different job.

Interviewer: Yes, absolutely. Okay, cool. This is another new angle, big question. How well do you think current legislation policy and guidance work together?

Participant: I would have loved there to have been one heritage piece of legislation. So if the heritage protection bill had moved forward, I think that would have been a much better thing. It's incredibly complicated. Yes, trying to explain to a member of the public why this thing will be listed under this, and this thing will be scheduled under this and registered here and [wrecks 0:45:27] protected there is a bit of a nightmare, to be honest.

I think we also missed opportunities such as interim protection that was in the draft bill that would have been incredibly valuable. I think the legislation does a good job up to a point, but I think there's an awful lot of improvement that still could be made to it to streamline and explain. So that would be my hope.

Interviewer: We haven't talked about the NPPF at all at the moment. How do you feel about the NPPF?

Participant: Happily, I don't use it, but I'm aware it's there. It's a very glib answer, I know. Again, I think with planning guidance there are some really good things about the planning guidance. There are also some weaker things. I think there was greater protection in some ways for heritage when we had PPG15 and 16 than perhaps we do now, because it has all been slimmed down, as you'll know. I think the statements in the NPPF about undesignated heritage assets is quite useful, because that's obviously making it clear that it's not just the designated. But again, I think there are probably things that could be done to improve, but I'm no expert. As I say, it's not something that I have to use on a day to day basis.

There will be other people far better qualified to comment on things like that than me. Because, again, happily, what we do may then have consequences for how that is then used, but it's not a consideration when we're assessing something as to how it will be managed down the line. It's just purely about its architectural and historical special interest, or national importance if we're talking scheduling or whatever other designation regime we're talking about.

Interviewer: Yes. So you don't have to deal much with the lexicon of the NPPF.

Participant: No, thankfully. I have some colleagues who live over there who I can go and ask if I need to know. But it's very, very definitely divided up at Historic England. Yes, some of us will have a passing knowledge, some of us will have a more detailed knowledge. But essentially, it's my planning colleagues who work within the bounds of the NPPF, and that's fine by me.

Interviewer: Okay, cool. I think I'll ask you next, this is a bit more of a fun question, I hope. I don't know if you've been to a Historic England event where they've done like a Room 101 where you can bin any part of the planning or heritages system?

Participant: No. Blimey, okay.

Interviewer: I wanted to make it a bit more positive than that though. You can bin something if you want, but you could also add something, or change something. So if you were going to be able to make one change over the next 10 years, what would you choose, and why?

Participant: Okay. Let me think about that one. In terms of the legislation, did you say? Or in terms of...?

Interviewer: No, no, anything.

Participant: Anything? Okay.

Interviewer: Yes, absolutely anything.

Participant: Anything? Gosh.

Interviewer: Where would your priority be, I suppose?

Participant: Yes. I think it probably would be somewhere around the planning system then, actually. I think it would probably have to be something like reversing the situation so that an owner has to demonstrate that they're not causing harm rather than there being a presumption that development will be permitted.

Interviewer: Okay. So the owner would...

Participant: The assumption, I suppose, that historic buildings would always be kept unless there's a massively compelling reason why not. I feel like we've, kind of, flipped it the other way, because the government is quite deregulated and pro-development. So I think in terms of saving the historic environment that's probably what I'd do – flip it – if that makes sense.

Interviewer: Yes. I'm just trying to think. You'd still go for listed building consent, but you'd have to show that you weren't harming the... Yes.

Participant: Yes. Which there is a little bit of now, but as I say, there still is that presumption, I think, that development wins politically. So I think it would be having greater recognition that our historic environment is irreplaceable and valuable, and good for us economically and in terms of wellbeing and all that sort of thing. And that therefore, change has to be positive rather than simply because the government wants to squeeze in more houses onto a site, or something. I'm not being very articulate. I hope you're, kind of, getting what I'm thinking.

Interviewer: Yes. In a way, I'm just trying to think through how it would work.

Participant: Goodness knows. It won't, will it, probably?

Interviewer: It's a change of political will, isn't it, actually?

Participant: Yes, I think it is. But also, I suppose, change in recognition as well. We get so many developers who come to us and say, "This building shouldn't be listed, because there's nothing interesting about it." You know that they're entirely motivated by money, because they want to get rid of that block to their development and make lots of money. It would be really nice if developers came to us and said, "We know this building is really wonderful. How can you work with us to make it fit for purpose in the modern world?"

But that's never going to happen. I just saw a pig fly past. There are some developers like that, of course, but you know what I mean. It would be really nice if we didn't have to fight those battles all the time, because there was just recognition that heritage matters.

Interviewer: Yes. It would make it a very different picture, wouldn't it? It would make it less of a battle and more of a collaborative working forward.

Participant: Yes.

Interviewer: Yes. Okay, cool. That's an interesting one. No one has said that before. We're basically at the end now. That's all of the questions that I was going to fire at you. But I have left a few minutes for anything you feel that we should have discussed but haven't. Is there anything you want to mention? Any key areas of concern for you?

Participant: I suppose we haven't really talked about things like registration and scheduling and protection of wrecks. I mean, when I talk about the list, I tend to mean it in a generic sense, but obviously, as you know, they are different in their legislation and in their application.

Whether there's anything meaningful to say about them at this point, I don't know, but I suppose registering of landscapes is quite a tricky one because they're non-statutory. I sometimes think that it would be better if they were statutory and had some teeth, and so couldn't be ignored. Again, this is the attrition of people chipping away at the edges of sites like that and spreading housing developments and industrial sites and so on. I think that is a bit of a weakness, actually, in terms of heritage protection.

Interviewer: Yes. I think from my research the other thing that has come through is that while I've been open to talking about all of the types of entry on the NHLE, and I made that very clear with the focus groups to make sure that they knew. In fact, I don't think I even used the term of NHLE. I think I was very specific about all of the types. But the things people know about are listed buildings, so the conversation, kind of, always goes that way. Yes, it's interesting. That in itself is an interesting point that even with the heritage professional groups, we were always getting towards listed buildings, local list, conservation areas.

Participant: It's inevitable. That's what most people deal with. It's what most people live in, or walk past, or whatever, and just numbers as well of the 400,000... I don't know what the figures are, but it's 300-and-blah will be listed buildings, and there will only be a small percentage that won't be.

Interviewer: Yes. Kerry Babington did a good thing with my MA students that I was teaching – or I am teaching them now – where she played higher or lower and got them all to guess whether there were a higher or lower number of the different heritage designations, which was, yes, quite a good little game.

Participant: Yes.

Interviewer: Okay, cool. Thank you. Anything else?

Participant: I don't think so.

Interviewer: Okay, great.

Participant: Anything else that you suddenly want to ask me?

Interviewer: No, I don't think so. I think we've gone over everything.

Participant: I did skip a question, but I can't even remember what it was now.

Interviewer: I think it was changes to managing heritage since 2010. You did answer something. I think there was just another thing that you were going to say.

Participant: Okay. That's fine then.

Interviewer: It was, has anything changed for the worse? To be honest, what most people come up with is resources, which you mentioned in another area, actually.

Participant: Yes, that's certainly true.

Interviewer: I suppose from our point of view, listing has got more complicated, which might be construed as moving to the worse. Things like having to consult people has added an awful lot of time and energy to the process, and obviously, can be beneficial. You can get really helpful consultation responses. But you can also get phonebooks back from consultants who are trying to block a listing proposal. Then you have to wade through that much paper when they've presented their case why something shouldn't be listed.

It's a double-edged sword. On the one hand, it's good to engage people and give them the opportunity to have a say. On the other hand, it has made it much more complicated and lengthier. I suppose our customers would probably say that the process has got much slower, and that that's not a good thing. But there's not much we can do about it, because the DCMS wants us to consult. So yes, there are [little 0:56:38] things like that. But resourcing certainly, always. And local authority resourcing, which we've talked about already. That's in a bit of a shocking state in some areas, or non-existent.

Interviewer: Yes. I think you said earlier as well something about the people. It's not just a monetary thing, is it?

Participant: No.

Interviewer: You were saying that HER needs to be manned.

Participant: Yes, by experienced people. Yes, because it's interpreting the resources, not just providing a database that anybody can look at, I think, anyway.

Interviewer: Yes, I think many people would agree with that. Yes, particularly if you've got an archaeological background, I think. Great. Thank you very much.

Participant: Is that alright?

Interviewer: Yes, that's brilliant. Thank you.

Participant: You asked some quite interesting questions there, quite challenging questions. "My goodness. I've never thought of that."

Interviewer: Yes. I know. I haven't exactly asked the easiest...

END AUDIO

Appendix D: Heritage sector interview transcripts

Interview 018

File: 181123_0018

Interview date: 23rd November 2018

START AUDIO

Interviewer: Ok, if it's alright, we'll get started. Are there any questions you had from the stuff that you've signed?

Participant: No, that's fine.

Interviewer: Could you briefly summarise the roles that you've held in heritage, particularly relating to the areas of England that you've covered? Has it all been national stuff for you?

Participant: No, I was the [organisation] caseworker. Well, I was one of two so I did half the country for them. And Wales. I remember struggling with pronouncing all those Welsh place names. And then I worked for Historic England, well, English Heritage at that stage, and I was a [job role] in London and I did a variety of boroughs at different times, so for instance Kensington and Chelsea and the City of London through to Tower Hamlets and Lambeth and Southwark. Then I was the East Midlands [job role] for English Heritage so that was 5 counties of the East Midlands. And then I worked for the [organisation], and I was the

only person there so that was the whole of the UK. Then I went to the [organisation] where I'm [job title] so I [anonymised].

[00.01.38]

Interviewer: Cool. Thank you.

So at this point, just to give you a bit more idea what my research is on, it's heritage lists and so during the project we've defined that to the National Heritage List for England, so the statutory stuff and then locally, local lists, conservation areas and HERs. Do you have any involvement with HERs now, at all?

Participant: What are HERs?

Interviewer: Historic Environment Records.

Participant: Oh, Historic Environment Records. No, they're all archaeology stuff aren't they? Yeah we don't do anything... no no.

Interviewer: They are mostly. What about locally? Local lists.

[00.02.23]

Participant: Yes, we do. We get involved quite often with helping local authorities add to their local lists and quite often local authorities specifically want to add twentieth century buildings and come

Interviewer: And designation to the NHLE, that's a big thing for the [organisation], isn't it?

Participant: Yes. Oh my other experience of listing, while we go back to question one, was I was on the postwar steering group for ages, when that was looking at listing and I was briefly, after I left Historic England, I did work as a consultant as a Listing Inspector. I mean all the rest of the time I'd been doing statutory side, but I did have a period as a consultant listing inspector which was quite interesting actually, to do that for a little bit.

Interviewer: I've just done a placement actually, in the listing team doing a bit of that work.

Participant: It was when I was working for [organisation] so I couldn't do... they didn't want me to do twentieth century so I had to do other stuff. Which was good, I enjoyed it. Nice to have a bit of breadth.

[00.03.35]

Interviewer: Ok cool. So thinking about the function of heritage lists, in terms of identifying assets, what do you think of the statutory lists, local lists and conservation areas?

Participant: In terms of the information they provide or...

Interviewer: Yeah, yeah so I was going to split it; I've got a variety of questions. How important is their role, for a start off?

Do you see each of them as equally important?

Participant: I think the statutory list is by far the most important because it's the one that has most clout and [organisation] until very recently, we really have concentrated just on buildings that are listed or ones that we think should be listed. We did a research project on conservation areas last year, and that was quite a new venture for us really. And that...

[00.04.44 interruption]

Interviewer: So the conservation areas was a newer...

Participant: Yep. It was a Historic England grant we had to do an overview of how many conservation areas there were that were primarily twentieth century and what scope there was for doing more. It's on the website if you're interested.

[00.05.05]

Interviewer: Ok. Yep, cool.

Participant: Yeah I mean obviously the more recent list descriptions, of which, the bulk of the twentieth century ones are more recent ones, are incredibly detailed and very helpful, I think and have really good references and do try and explain why the building is significant as well as just doing its basic facts.

[00.05.44]

Interviewer: We know that there is variation in the content and coverage of the national and local lists across the country.

Participant: Yes

Interviewer: How do you feel about that?

Participant: Well I would yes, that's obviously definitely true. I don't know... maybe we're less... maybe that kind of impinges less on us in that a lot of our buildings aren't listed anyway, so they're not listed wherever they are even.

Interviewer: Yeah, yeah. That's true.

[00.06.44]

Do you feel that particular areas of the country are better covered for twentieth century buildings?

Participant: Well Oxford and Cambridge obviously, because there's been quite a lot of work done on university buildings and there are a lot of high quality.

I dunno, the London Borough of Camden got all its public housing assessed and a lot of it listed early on and the work that I think is equally good in Lambeth has been assessed more recently and I think the climate of opinion has changed and its much harder to get, particularly housing listed and it's been turned down.

[00.07.45]

Interviewer: Do you find the form the lists take, as in when you go to access them and things, do you find those useful and accessible? Or how do you find them?

Participant: The new ones are incredibly useful and have loads of information and they're great and occasionally you come across a really old one and it makes you realise just how basic they used to be.

Interviewer: And what about local lists? How do you feel about their role?

[00.08.30]

Participant: I'm not convinced that they provide very much protection for buildings at all. I mean, I think they are a useful way of encouraging people to assess what there is out there and perhaps to look forward and pre-empt things that might become listable in five or ten years time. With our buildings particularly, you know there are things that... particularly I suppose if you look at stuff that's under thirty years old you might well go around looking at... because if it's under thirty years old it can only be listed if it's Grade I or II* and at risk so in terms of scoping out things that you might think are eligible for listing when they reach thirty years old, that would be a useful thing to do with local lists.

[00.09.30]

I think sometimes they give local campaigners unrealistic expectations about how they're going to be treated in the future.

Interviewer: Have you dealt with any local list cases where they've got Article 4 directions as well?

Participant: Don't know. Are you going to interview your erstwhile namesake as well?

Interviewer: I don't know, I could do.

Participant: I think you should do because she's doing the casework on a day to day basis, more than me and she'd have better answers to those sorts of questions.

Interviewer: I have done... so with these focus groups they've been aimed at a set on local stakeholders, so mostly civic society groups and other groups who are working in terms of campaigning or consultation on planning applications and then others that have been with conservation officers, planners, consultants. So the idea was that I will have got some of the on the ground perspective and then I'll do individual interviews for more of an overview, so don't worry if you can't think of any particular

[00.11.03]

Participant: No. Well I mean we had one case in Kensington and Chelsea which was an unlisted building in a conservation area which we tried and failed to get listed and it was identified as having positive impacts on the conservation area but it was still granted consent for demolition. I'm not entirely sure what that tells you. But that was [name's] case.

Interviewer: What changes have you seen since about 2008.. the past 10 years?

So 2008 was draft heritage protection bill, conservation principles mark 1...

[00.12.18]

Participant: I suppose increasing interest in historic interest rather than architectural interest. We had a few classics, so the Brixton markets, are you aware of that case?

Interviewer: Not in detail

Participant: So that was one where a series of arcadian markets in the centre of Brixton that were all up for demolition and weren't listed and we put them in for listing and they were turned down and the decision was appealed and the local MP got involved and they were subsequently listed on the basis of their significance as part of the history of the Afro-Caribbean community in London. Which is kind of interesting, in particular now, because as part of them having been preserved, the whole area has become much more gentrified and they've become white hipster cafes.

I suppose the other... the listing of the Vauxhall Tavern and some of those issues, the stuff around the gay community and the stuff around the suffragettes which has been really interesting but its been based on social history rather than architectural history.

Interviewer: So do you think that those kind of philosophical changes if you like, affect the work of [organisation] more than new policy formation or new HE guidance documents or something like that?

[00.14.11]

Participant: They probably both have an impact and the HE guidance documents reflect that growing interest in intangible heritage.

[00.14.30]

Interviewer: Do you think the NHLE will easily adapt to those kind of changes around social history? [inaudible]

Participant: I think the list can deal with that, but I think what's really difficult is the listed building consent process. How do you actually maintain those sorts of significances that aren't necessarily rooted in fabric? That's really hard.

[00.15.30]

Interviewer: Yeah. Have you felt anything has changed for the worse in recent years? Or is there anything that strikes you as a really good change, except for the ones you've mentioned?

Participant: I don't think it's got easier to list post-war buildings and I think it should have done. As we get further away from the date and the buildings themselves that we're looking at from the sixties and seventies are getting older, I think that's part of the basic principles of listing is that the older a building is the more significance it has. I don't think we've rolled forward on that.

The whole business about fitness for purpose that has rolled on through Pimlico School and Robin Hood Gardens and most recently Dunelm House has been incredibly frustrating from our point of view.

And the fact that we've still not got interim protection is very annoying. I guess we can say annoying because there seems to be a general acceptance that it would be a good thing to have that protection in place and that the only reason it hasn't happened is it because it's just been logistically not possible to find a clever way of doing it. When the heritage protection bill didn't go ahead, there were all sorts

of discussions about whether that could be done through secondary legislation or not.

[00.17.33]

Interviewer: Oh well speaking of secondary legislation, have you had any cases where you've used the Enterprise and Regulatory Reform Act to exclude a part of a building?

Participant: Well I suppose there've been things, yeah, I mean where we've asked just for murals to be listed.

Interviewer: Oh right, ok.

Participant: Like the Dorothy Annan murals on Farringdon Road where we just asked the murals to be listed and not the building and the ones on the Old Kent Road which was a much more recent case. That was a specific instance where I was lobbying Roger Bowdler quite strongly to say 'look, it must be possible to, to just list the mural'.

Interviewer: Oh that's really interesting because some of the focus groups have immediately come up with ideas around facadism using the ERRa provision, which obviously is potentially problematic...

Participant: Yeah

Interviewer: ...but murals are quite an interesting example of where there might be one surface in particular. It also interests me because I remember when I was doing casework, there was a Brixton Cold War mural that people

were seeking to be listed and the answer was, 'well, no, you can't do that because it's just paint'.

[00.19.09]

Participant: It's sort of interesting, I mean, the murals is a very specific case because I think in those instances we've actually not been that concerned about whether they stayed in the original location. The Dorothy Annon murals have stayed quite locally but they're now attached to the Barbican so they're probably about half a mile away. The one in the Old Kent Road, there's an application about to go in which will relocate them on a new building on the same site which I'm pleased about because the other options were further away and that's one that is sort of related to the local history of the area but I guess I was less interested in just being able to keep a bit of the building there on that specific site than I was on just finding any mechanism possible to save the mural.

[00.20.15]

Interviewer: Have you used, or encouraged use of, Enriching the List, at all?

Participant: I had a volunteer in the office doing links for all our buildings and sticking them on the bottom where they were relevant. I have encouraged our members to put things up. I did something in the magazine.

Interviewer: Do you know if anybody's taken it up?

Participant: No. [laughs]

Interviewer: [laughs] Yeah. When I've been focus groups one thing that happened is... often I've had to show people Enriching the List, with local stakeholders and explain what it is and everyone says, 'ooo yeah, that's a really great idea.' Then I say 'would anybody here add something to it?'... 'no'.

Participant: I know.

[00.21.45]

Yeah, I mean, if we had more resources we could be linking to our Instagram and all sorts of things. It's a good question though. It would be interesting to know whether anyone... I could ask them... I could ask members whether they have done anything.

Interviewer: Historic England also have a, I think it's every month, they have a little list to see who has added the most things and top Enriching person of the month but they also see who's new. They might be able to help you.

Participant: But they wouldn't have any way of knowing whether they were on my membership list or not.

Interviewer: No, no, they wouldn't.

Participant: How many entries have they had now?

Interviewer: I'm not sure actually because the last time I spoke to the ETL officer was quite a while ago now.

And they've also completed the whole lot of selection guides recently.

Participant: Yep. They're nice. I like those.

Interviewer: Useful?

[00.23.15]

Participant: I think listing is a very very subjective business and it's very hard to provide definitive advice. I think a lot of those guidelines are really interesting bits of historical research. They are really nice little building studies and they can be really informative and have lots of information that's basically not published anywhere else really. And they are there and they are free and I often find experience of people, local groups or whatever, I'd definitely recommend them because they seem to be... they're interesting.

[00.24.05]

Interviewer: So that's kind of thinking about recent changes. Now I'd like to think about the role of different lists for the future, so the way you see them. And this again is picked out of stuff found through the focus groups so conservation areas, local lists and statutory lists. Perhaps if we start with the statutory list, how do you see its role for the future?

Participant: Well I think its an accessible and an authoritative source of information. It has a very specific role in the planning process but I

hope that it is also increasingly something that interested individuals could go to because it's a great source of information.

I suspect that the more you get the newer style lists and people get used to accessing them, the more frustrated they must get with the older ones. And it would be interesting to go back and do those, apart from anything else, a lot of the twentieth century buildings, there is just a lot more that you can write. There are so many more published sources, there is so much more information on the architects compared to a vernacular cottage of the seventeenth century so... yeah.

[00.26.20]

Interviewer: And going forward would be continuing the historic and social history interest?

Participant: I would hope so. Yes. I would like to think that they would carry on being as comprehensive as they are. I think they are really great. And there's a lot of information in those and I could see that there might be at some point a feeling that maybe that was a luxury you couldn't afford anymore but that would be an enormous pity, not least because most of that work has to be done anyway to make the listing assessment.

[00.27.00]

Interviewer: What about conservation areas? The research project... did it sort of make you think, more work to be done here or...?

Participant: There's definitely more work to be done but from my point of view, a lot of the... a huge amount of the areas that we found that would be significant and should be conservation areas were either local authority owned housing estates, which local authorities want to knock down so they're not going to go and designate them themselves, or new town,

town centres, where again, the local authority is frequently conflicted because they don't necessarily get that the historic character could be the key to regeneration and then they are very keen to allow new development so you can recommend making a conservation area but it's not exactly an easy sell to a lot of them.

Interviewer: Mmmm

[00.28.08]

Participant: And I do think with fewer and fewer local authority conservation officers, I mean [anonymised] where I live, they haven't got the capacity to assess any more potential conservation areas at the moment so that's all ground to a halt and I think most local authorities are really really not keen to add to their workload by introducing more consent applications.

So I suppose to a certain extent, I think kind of set up this expectation and a lot of people are really quite keen on the idea, and local residents are, and the system just hasn't got the resources to deliver it.

[00.29.04]

Interviewer: And do you more often work with local residents, would you say, than local authorities?

Participant: What, in terms of conservation areas, or?

Interviewer: Well, throughout really? Is it normally that residents get in contact with you or...?

Participant: Well we have the statutory role so local authorities do contact us

Interviewer: Oh yeah, of course

Participant: But probably a lot more than the other amenity societies we get tip offs from members and supporters about buildings, particularly buildings that aren't listed because they know that we won't otherwise hear.

[00.30.00]

Interviewer: I've been quite interested in how the relationships between some of the local stakeholder groups, for example, ones who are starting up their own local lists or have active campaigns as well as looking at planning applications and their local authorities – the relationship between them and then where Historic England or a national amenity society actually can come into that and whether it has to be reactive. I know that when I was doing casework at the CBA there was some assessment of 'well, can we keep responding to whatever comes up, because if we do that we're always working in a reactive way, we're always dependent on people keep telling us things, and how can we change that reactive thing to...

Participant: Well you've got to do both, haven't you? You've got to be able to do the reactive stuff and part from anything else, we all get our core grant for doing the reactive stuff technically.

Interviewer: Oh well yeah

[00.31.10]

Participant: In terms of proactive, I guess, it's both dealing with buildings at risk and buildings that are out of use and neglected but also for us I think its about doing the broader education role and trying to change attitudes towards brutalism and postmodernism and all our publications and our monographs on twentieth century architecture practice. Its about trying to be proactive in that way in terms of moving the debate on a bit.

If I was being cynical about local listing, I would say for local authorities its an awfully good way to get your local amenity society off your back and just give them a nice project to keep them quiet.

Interviewer: Yeah. Having said that...

[00.32.00]

Participant: It makes them feel they're doing something and stops them getting too involved in hassling you on applications for listed building consent on other buildings.

Interviewer: Yeah. Although I have worked with local societies now who have been the ones to pressure their local council into doing something and so they've started a local list themselves, very much, where their council have been doing very little on heritage and it's the way they've come into it. So the council have ended up doing more on heritage because of the local list.

Participant: Well that's good if you think its having that knock-on effect

Interviewer: I think its various around the country

Participant: I can see in some cases it could do, and that would be nice to think it could do but I bet there are quite a few cases where my cynical view is true too.

I'm just going to order a coffee.

[00.33.15 irrelevant section]

Interviewer: Ok, so here's a big gun. How well do you think current legislation, policy and guidance are working together?

[00.34.14]

Participant: Well I think there are quite a lot of problems. I think lots of buildings get turned down for listing because they haven't got their original windows, and then there are buildings where consent is given for listed building consent to completely replace all the windows. So that seems to be a sort of mismatch.

I do think the lack of interim protection thing is a flaw at the moment. I think the whole business with the up to thirty years about having to be at risk which recently has basically been interpreted as there is a bulldozer parked next door and the keys are in the ignition. You know, we've argued that for instance, if a 1950s house, a really outstanding house on a large site comes on the market, the chances are, and it's not listed, the chances are it will be seen as a potential redevelopment site and it would be much more sensible to assess it for listing before somebody puts in a planning application for three new houses all the way across the garden. But that isn't how the wording is interpreted

and nor are fairly major internal alterations or the kind of cumulative process of alterations that can have a negative impact. That's not seen as 'at risk'.

I don't know. There's all these questions about whether the language of listing is different from the language of statutory control. I don't know that I find... I don't think I find that particularly a linguistic problem. I think maybe for me, it's the point that on the listed building consent side, there still isn't sufficient or there isn't as much concern given for preserving original fabric as I would like. There's still this belief that twentieth century buildings are somehow different and that if your windows have been made in a factory it's somehow less important to keep the actual window frames than it would be to keep the original roof tiles or original Georgian windows or Victorian windows. That's more important rather than just the mismatch in the vocabulary.

[00.37.50]

Interviewer: Yeah. And in terms of vocab, do you mean the historic and architectural interest versus the conservation principles values?
Or the NPPF values?

Participant: Well I thought that all that stuff about, all that proposed redrafting of Conservation Principles that went out to consultation was supposedly about addressing that and I wasn't very happy with the proposed new draft at all. And I thought... Apart from anything else, it kind of undermined a lot of the intangible heritage stuff and I was sort of surprised by that because I thought that was contrary to where everything else was going.

[00.38.38]

My understanding is that Conservation Principles thing is now sort of basically parked and not going anyway. Is that your understanding?

Interviewer: Yes. It is at the moment, yes, it's just stopped. And perhaps the consultation response wasn't anticipated.

Participant: Presumably not. I did a paper on authenticity and partly I looked at those sets of criteria for the DOCOMOMO conference in the summer and yeah, it was quite interesting. Those conservation values are quite specifically English values and on an international basis they're sort of not universally seen as totally what everyone's signed up to.

[00.39.55]

Interviewer: Do you think they're broader or more limiting?

[00.40.03]

Participant: I think they vary. I think it's a bit of both and I think depending on where you're coming from, you have different perspectives on that question.

I've been doing some work with the Getty on conservation management plan stuff and discussing whether you go back to the James Semple Kerr Australian document or whether you look at the HLF stuff and then link through to Conservation Principles. I've been kind of doing the latter whereas the Getty is very much in the, Susan McDonald who runs that bit of the Getty is Australian originally. I think feels that the James Semple Kerr things are a much more articulate, well I just think she saying they're easier for people to deal with.

[00.41.32]

Interviewer: If you were going to make one change over the next ten years, what would it be?

I don't know if you've ever been to that Historic England event where they did Room 101, you could bin any part of the heritage protection or planning system. So I thought, instead of doing Room 101, you can bin something if you want, but you could also add something, or change something.

Participant: And you can't just say I'd like to quadruple the resources for listing?
[laughter] No?

Interviewer: That's a big one that's come up.

Participant: Well yeah I mean, there's nowhere near enough resources put in to it and that's a big problem. If you're trying to give clarity for building owners and potential developers.

Well, interim protection would be one thing. The thing I've already said about at risk for the thirty year rule. I think the biggest problem at the moment though is private consultants who are able to put so much time and effort into refuting listing proposals and that seems to me to have got totally out of balance. You have huge multi-million consultant-led documents giving the reasons not to list and a very under resourced Historic England and amenity societies trying to put the alternative view. I think that Ministers all too often are overly swayed by the professional presentation of consultants reports and give them far too much weight and quite often quote great chunks of them. So I don't know how you would... I mean, what about getting rid of

the Minister making the decision? That would be quite good. And that was proposed under the Heritage Protection [bill].

I mean, I remember going to see Margaret Hodge, who was probably about the worst. She really didn't like post-war, particularly post-war housing and I went to see her and when I walked in the room she said, 'I'm not going to shake hands with you because you hate me.'

[laughter] And I was taken aback, and I was like, 'noo... I think we fundamentally disagree on quite a lot of things but please don't take it personally.' I was really kind of... I was really shocked actually... and I thought what an extraordinary thing to say. I think that did make me feel that the Ministers should just be... it's a kind of a decision making thing that they can just enjoy and play with, I think to some of them.

[00.45.00]

Interviewer: That's really interesting because I haven't spoken to anyone yet who really has to deal with cases on a Minister level actually, not that anyone's really expressed. Because it's not been that controversial, or it's not gone that far, or they've just not seen that part of the process perhaps.

Participant: I did a Freedom of Information, which got turned down and I need to follow up on it. It's one of the to-do things for the end of the year. I asked for all of the DCMS cases where the Minister had overturned Historic England advice and I was told it wasn't possible to produce it for me and I intend to go back and ask again because I did that about probably 5 or 6 years ago and all but one were twentieth century buildings which I think's really interesting and I suspect that that's true again. And I think that seems to me to do wrong.

Interviewer: You can't argue on correlation there, can you?

Participant: No. I suppose you could argue that you think your historic advisors are completely rubbish at dealing with twentieth-century architecture, but if you do think that, then you probably ought to do something about it and appoint some more.

[00.46.30]

Interviewer: So one person came up with an idea that they wanted to change something around the fact that we only see something turned down on the basis of architectural or historic reasons, because that's what we see through the legislation. That's the only reason you can turn something down. But actually, things get turned down for very political reasons. So they were saying that there isn't actually any clarity there because we're not really seeing the whole process because all we're seeing is a decision being made and then it being couched in terms of history and architecture.

Participant: Yes, well those are the only criteria and that is what... but all those ones where ministers overrule Historic England, I think they're doing it for political or economic reasons and lobbying on behalf of building owners. I mean them turning down Broadgate which because there was a bank... massive commercial development around Liverpool Street station, the early phases of that we were trying to get listed and there was a lot of stuff in the press about 'the city of London needs to show that it's open for business' and we need to stop listing stuff like this, it's turning away foreign investment and I think ministers listen to that. But yeah, they couch their reasons for refusal in terms of architectural and historic evidence because that's what their civil servants tell them they have to do.

[00.48.09]

Interviewer: Perfect. That's all of the questions that I have constructed to ask but is there anything that you want to mention? Any areas of concern for you, or things you feel we should have discussed but haven't?

Participant: No I think that's fine. I think it probably would be worth talking to [name] because she's now been with us quite a long time and she's much more at the dealing with putting in applications for listing in all the time. I think you'd find her helpful.

Interviewer: Thank you very much for doing that.

END AUDIO

Interview 020

File: 181214_0020

Interview date: 14th December 2018

START AUDIO

Interviewer: Do you want to take those away and read through them or do you want to sign?

Participant: Yes, I can sign it now.

Interviewer: I don't know if it's a bit too early in the morning for sugar but I have got some Christmassy Jaffa Cakes. There you go, help yourself whenever you like.

[Break in conversation 0:00:42 – 0:01:09]

Participant: I like the way on a heritage survey I'm still in the second box. Steer towards the older age categories.

Interviewer: Some people have been quite happy with the broadness of those bands. Thank you very much for that. Do you want to keep that? You've got it on email as well.

Participant: Yes.

0:01:30

Interviewer: That's the admin bit covered. Firstly, I just thought I'd explain a little bit more about my PhD. It's a collaborative one with Historic England

and the University of York. It's called A Critical Examination of the Development and Impacts of Statutory and Non-Statutory Heritage Lists on the National Management of Heritage in England, which is a bit of a mouthful. But basically I'm going to do it in quite a forward looking way, as you'll see from the questions.

It's National Heritage List for England and non-statutory lists, which have come to be defined, in this project, as local listing, conservation areas and HERs. Throughout this discussion we can refer to any of these things. I suppose the other bit of that title is the national management bit. I'm looking at it on that national policy level. To put the interview in context for you, I've done focus groups with civic societies and with heritage professionals, local authority staff, planners, conservation officers, THI officers, consultants, those groups of people.

Now I'm doing interviews with people with a more national or governance role. That's it basically. That's the context for it. Could I ask you to briefly summarise the roles that you've had in terms of which ones might inform your perspective?

Participant: At the [organisation] I do lots of general policy work. We do a lot of work on the revised NPPF. I previously worked at the [organisation]. I was working with lots of local groups, talking about how they're campaigning and thinking about that. I've also personally led a campaign myself to save historic buildings and had lots of toing and froing in relation to that.

0:04:05

Interviewer: Thinking about the function of heritage lists in terms of identifying assets, what do you think of each of those three, the National Heritage List for England, with all its different assets, local listing and... do you use historic environment records?

Participant: I don't, no.

Interviewer: Maybe with conservation areas.

Participant: In terms of what do I think about them, what aspects of that?

Interviewer: How important do you feel their role is, to start with?

Participant: I think they're very important, especially obviously the National List. I think the problem with local listing and conservation areas is that it's far too reliant on local authorities, meaning that it's very patchy and it's hard to get a uniform picture, especially when they're doing national policy work, to have any idea about things overarching the conservation areas or local lists. It's virtually impossible for me to get any information easily.

Also, whilst I think conservation areas and local listing is very important, my impression is that in many local authorities, there is such a lack of resource that they're in danger of becoming meaningless. I'm especially concerned about the changes to the NPPF in relation to local listing, which has taken it away from the footnote.

0:06:10 When you're talking about what needs to be looked at when councils are making decisions in terms of planning, the footnote previously gave a list of examples, which didn't include non-designated heritage assets, stuff on the local list, which didn't matter when it was just examples but now that's been turned into a set list of things which can be considered. Non-designated heritage assets aren't on there so I'm quite concerned about how that might play out as the new NPPF sets in in terms of looking after locally listed buildings.

I've previously had conversations with various councillors in terms of councillors who are responsible for regeneration and things like that. They were talking about how, if a building's locally listed and somebody wants to get rid of it, there is nothing they can do in terms of planning policy. Another big loop hole which I think seriously undermines the list of the locally listing is the permitted development rights for demolition.

Obviously they're removed in terms of listed buildings and conservation areas but not for buildings on the local list, which I think is a big problem for them because I think that just really demonstrates how lacking in teeth they are. If you don't even need to apply to knock them down, I think there is a real loop hole there. It's something I try and raise in my work as much as possible.

I think its similar stuff in conservation areas. Again, it's really important in theory, being done in practice but I think as local authority staff ability to take enforcement action has diminished, I think it's having a notable effect on them. We're starting to see local councils seek to delist conservation areas because of the cumulative impact of their lack of enforcement action and people not taking the fact it's a conservation area seriously.

0:08:36 Then it's used as justification to delist it as a conservation area. I think there is a danger there because obviously I suppose if you let all your conservation areas be ruined and then say they're no longer worthy of being a conservation area, then there is less work for them to do.

Interviewer: Given those weaknesses in local list provisions and conservation areas, how do you feel about Article 4 directions?

Participant: I think they're very important but I think it's also confusing in the variety of measures and lack of national uniformity in relation to conservation areas and Article 4 directions. I think it would be much

simpler if designation of a conservation area automatically came with an Article 4 direction and people knew that this is what having a conservation area means. It automatically means that. I think it makes it much easier to sell the message of you live in a conservation area nationally, people understand it nationally. It's not, "Well you have to look here and do that."

You won't automatically know, but it's easier for people to get an understanding of what it means, if it's not different in different conservation areas. I was very surprised for example that my sister lives in the Lake District, next to Beatrix Potter's house, a World Heritage Site. The conservation area there doesn't have an Article 4 direction. Things which are great tourist attractions, a shop which is mentioned in all Beatrix Potter's books and thousands of tourists go there, had all its windows ripped out and replaced with horrible uPVC.

0:10:37

It really surprised me that even there, where it's a huge tourist attraction based on those buildings, there isn't an Article 4 direction. I think the other aspect of it is that councils are frightened of issuing Article 4 directions because of the cost implications. I think greater clarity around the cost implications for councils would be really useful. I've had conversations with councils about requesting them to issue Article 4 directions in relation to various local delisted buildings. They've said they're too scared of the cost basically. It comes back down to I think resourcing of local authorities.

Interviewer:

I'm not meant to be giving away too much information about what I've been doing but one thing I have been looking into is the issue around when you can issue an Article 4 direction with a year's notice before it is actually starting. I think we need to look into the finer details of it but I think that negates the cost, the compensation rights because you've actually given people a year's warning. I think that's how they did it in one of the local authorities that I've been looking at.

If there was guidance that actually showed how- it would mean that heritage staff could take it to the legal team with more confidence basically.

Participant: Although I suppose that requires a proactive working with the local list to do that with non-conservation area buildings. But that isn't very helpful for the cases where you suddenly find that somebody has bought a building and they're going to demolish it or gut it or whatever.

Interviewer: Talking about that local variation as well. In some areas that seems a good thing that you can give that year's notice. In other areas, that was seen as, "Well that just gives people a year to knock everything down." It depends on the feeling.

0:12:52

Just on that local variation again, we know and accept that there is variety across the country in terms of the content and the coverage of lists. How do you feel about that?

Participant: Well I think it's very frustrating. I think it is a real problem that some areas don't have local lists because self-evidently, being on the national list alone is not the only indicator of historic interest. I think that you can get areas where there are no nationally important buildings but yet the historic buildings which remain are incredibly important to those areas and their history and their community.

But if there is no local list, there are no policies in place, it's really hard to protect that. I think it's a bad thing that it's so patchy.

Interviewer: In terms of the list descriptions nationally as well, how do you feel about their coverage and their content?

Participant: We were having a conversation about this recently. Obviously there is huge variation in the type of list description. I think there is a real misconception about what listing means in the eyes of many of the public. You get lots of estate agents pushing the line like, "It's only grade II. You can gut the interior." I think as the main public facing opportunities interact with the list, I think there are quite a few things which could be done in terms of the list recording and just putting up some kind of basic information in the list as a standard text box about just what listing means.

0:15:26 I think people might buy a listed house and they might get as far as, "Let's look at the list description." They'll not going to go through pages and pages of policies to get an understanding. I think if you just have boxes saying listing means this building is nationally important, it means that you need to apply for listing building consent for any works to the interior and exterior. At least something like that would be very helpful placing what the context of listing means.

I think also when you get to some of the old listings where it's a simple description of Georgian, four windows, whatever, that is not to say that there is nothing else of importance necessarily. I think some kind of standard text would be helpful but obviously I appreciate it's a huge amount of work to redo them all. But I think some standard text box which would just apply to everything would help ameliorate some of those problems.

Interviewer: I like that idea because actually then you could just promote the list, couldn't you, instead of having this is where you find list descriptions, this is where the guidance is. You could actually just promote the list and it be a standard thing.

Participant: Or you could even have that text box and then find out more guidance even.

Interviewer: How do you feel about changes to managing heritage through lists that you've seen maybe since about 2010, so post Draft Heritage Protection Bill?

0:17:11

Participant: I wasn't in heritage before 2010 so I can't say much I suppose.

Interviewer: Well that makes it easier because it's just what you've seen more recently. Sometimes people we see go way too far back when I ask a question about change so I'm just trying to make it about the more recent changes.

Participant: Well I suppose my perception is that there has been a backing off in terms of Historic England, in terms of resources. Obviously they're no longer very focused on grade II listed buildings. I've obviously heard the argument from Historic England that they don't want to substitute the workforce of local authorities and that is understandable. But I think that local authorities are cutting their workforces regardless of the fact and if Historic England aren't engaging either, I think it is dangerous for the protection of historic buildings.

I suppose in terms of those, there is more shifting towards relying on local groups and campaignings but that again creates a confusing picture around the country. You end up with a situation where rich areas with wealthy people, professional retirees are able to much better look after their heritage than working class areas. I feel that creates the danger of a spiral in that working class areas haven't traditionally had heritage being looked after so well because there hasn't been the

money and it then perpetuates that downward spiral. That is one of my fears. But without more money, I don't know how you can easily get round the problem.

0:19:46

Interviewer: With the focus groups I used three examples about the recent changes. One was Enriching the List. That has obviously come up quite recently. The other was explaining the Enterprise and Regulatory Reform Act just in terms of, I just used the exclusion power, where it's the blue polygon rather than the triangle.

Participant: Well I think in terms of those specifics, they're all very positive but I suppose in terms of the exclusion power, it's not something I work with in terms of developism. I think that's probably very helpful for people who are developing but I think sometimes within Historic England now there is obviously a desire to be seen as listing not preventing reuse and redevelopment, which is important but I think in some cases it almost feels like that's gone too far, in my personal view.

In terms of Enriching the List, I think it's a great idea but I don't know- it's hard to know the status of what is added to it I suppose and is it verified. I suppose it has that disclaimer that it's not part of the official listing. I think it's probably a useful tool but not dramatically life changing.

Interviewer: It's interesting because in the focus groups, the Enriching the List part had almost exactly the same conversation after it each time. That was, "Oh, that's a great idea." What about verification? "It's a little bit like Wikipedia though, isn't it?" There was that one. There was also, "Oh yes, that's a great idea," and me saying, "Okay, would it be something you'd add to?" "Oh no, not me," that was the other-

Participant: Who were the focus groups made up of, just the public?

Interviewer: Mostly local civic trusts and civic societies.

0:22:17

Participant: That's interesting that they wouldn't see themselves as being in a position to add to it.

Interviewer: There would normally be maybe one or two members of the group who would feel like, "Yes, I could add something to that."

Participant: I've only made one entry and I did it last week actually.

Interviewer: What about selection guides as well, because the whole set has been completed quite recently. I think it was 2012. Do you find any use for them?

Participant: Yes, although from my personal experience, they are very useful but they don't always seem to match up with the way that Historic England actually approach the listing itself. So that could be slightly confusing when the selection guys say one thing but then the report says "actually that doesn't really matter". I think there is a slight- they're a useful guide in terms of how to build an application and what things you should be looking for but I think they're not necessarily- maybe they're not meant to be.

I did find that slightly confusing having a guide saying one thing and then the actual decision saying another. But ultimately it's a subjective process I suppose.

0:24:05

Interviewer: I'd like to ask you about thinking in the future, the role of different lists in heritage management, so thinking again particularly about conservation areas, local lists and statutory lists. Let's start with local listing. How do you see the role of that in the future?

Participant: Well I think it really depends on what happens to local authorities in the future and whether they have the resources to make the most of them. I don't know what it's being phrased as now but the new community plaque scheme, which Historic England is developing with DCMS. When it was announced at Heritage Day last year, I'd pushed in advance a heritage statement to try and marry it up with the local list because I think it's going to become a more confusing landscape now to have local listing, plus these new building type plaques celebrating buildings which are important to local communities.

As far as possible, I think it would be good for Historic England to bring those together and encourage buildings which get these plaques to at least be locally listed so you end up with some kind of protection in the planning system. It's very bizarre to me. Obviously I haven't been privy to what's been done within Historic England on this but it seems quite a bizarre situation to go out to the local community to talk to them about what buildings will be important to them and put a plaque on it and then demolish it straight away.

I think it's important that they should try and work together as possible. But I think it's in danger of becoming an even more confused landscape I suppose for the future of local lists with this other scheme being created. But I suppose arguably, if it is to be in every area nationally at least there will be some recognition in those local authorities which don't have local lists.

0:26:41

I think it's difficult to say much about the future. I think ultimately it depends on funding local authorities.

Interviewer: The same with conservation areas then do you think?

Participant: I think so. I mean what's been quite concerning as well, in London these cases like the Paddington Cube where conservation areas are being totally dominated by huge developments. I think if that trend continues, it does beg the question what is the point of a conservation area if development like that is happening. I think that is a real threat to them as well just in terms of their rationale. But I think again, it goes hand in hand with local authority resourcing but I suppose in Westminster that's not the answer.

It is more this general, I think as a mentioned, trend in terms of being more pro development in relation to lists than was perhaps the case in the past.

Interviewer: I'm not entirely sure whether this is the case or not but I felt that at one point it seemed like conservation areas were not very high on the agenda policy wise, I think around the era where conservation consent was abolished. I know it was duplication but around that time it seemed like they were going to be sliding. But what I found in the focus groups is that local people seem really keen on them, that is both in the civic groups but also in local authorities. They seemed to still hold quite a lot of value. Do you have any sense on how locally people value it or is it more of a national?

0:29:06

Participant: Well I think the anniversary of conservation areas has done quite a bit in terms of promoting the image of conservation areas and Heritage Council have done quite a lot of work on it as well. I think there is always going to be a tension. I think the people who I've had interaction with in my roles always do value conservation areas but I

think that reflects the type of person which I'm having an interaction with. There are obviously always people who either just have no idea that they're living in a conservation area or actively hate the idea and just ignore it anyway.

But I would very much like to live in one but I don't. I think they generally are valued. I think they are increasingly valued with the further liberalisation of planning laws and the new measures to now build up on top of existing buildings. I think increasingly, the rest of the built environment is going to look more and more like a dog's dinner so the value of conservation areas is going to increase.

Interviewer: The last one on that then, the role of national listing in the future, what do you think? Will it stay the same or any...?

Participant: Well as I said, my personal view is that there has been this drift towards maybe addressing what was legitimate criticism in that people felt like a listed building, they couldn't do anything with. In order to correct that, I feel like there has been perhaps a drift too far the other way. Straightening up a little bit back the other way would be good in my view but I do still think that there is a role for Historic England in relation to grade II buildings and to step back from being involved in cases in relation to grade II buildings is too much of a...

0:31:52

You can't just say that because something is a grade II building that Historic England, in my view, shouldn't be involved because there are numerous factors. Whether the fact that it might have been listed in the '60s and if it was listed today it might have had a higher grading. Or the fact that it might be the only listed building in an entire area or town and therefore the landscape and local community has more importance than the grade II* or grade I might have in some other

locations where they're inundated with beautiful historic buildings. I am slightly concerned about that change in approach.

Interviewer: You've kind of touched on local and national values there, which we haven't really discussed yet. What's your view on the values that we're using now in both I suppose legislation, policy and guidance?

Participant: Well like I say, I think it is important to get the message across that because something is listed, it shouldn't be kept in aspic and not used. But to make that case, I think that we probably have gone too far at the moment in terms of being pro development. It's a very fine line. I think the danger is that the heritage sector has been making that case at the same time as the government has been making a huge pro development push. I think it's the fact that they've both come at the same point has probably not led to optimum conditions.

0:33:55

Interviewer: How do you feel current legislation and policy and guidance work together?

That's my last big gun by the way. That's the tough one.

Participant: I mean my sense is that in terms of legislation, legislation isn't really much used day to day. Most of the stuff is either guidance or the NPPF. In a way, I think it's quite separate. In terms of the NPPF, it's way too dominated by the Ministry of Housing and housing agendas. There is lots of back and forth in trying to make the heritage sector's concerns registered in that. Whilst there were some positive changes, it was very much an uphill battle. I think that shows the government's priorities.

Guidance, personally I think there is too much and it's not clear enough about how it relates in terms of planning decisions and what influence it should have on local councillors making decisions. I think there is

something around that and communicating guidance to councillors making decisions, making it easier for them to access that.

Interviewer: Would that be guidance targeted towards elected members?

Participant: Yes because I see so many decisions where they have absolutely no clue obviously what they're doing and they're not following even the NPPF really. I think they feel like they just have no way of stopping things. I think that's basically where a lot of it- there is obviously a huge amount of work done by Historic England but I don't know whether it's necessarily always reaching the places where it needs to reach.

0:36:44

Interviewer: That seems to link. I was going to ask something about the relationship between national policy and local implementation.

Participant: I think there is a big gap. My local council, there was something in the press last year, one of the councillors went to some meeting organised by City Hall and she made a speech saying how it was mad that the councillors on the planning committee, she had had something like 10 minutes training. You can write all the guidance in the world and make it the best thing ever but if the people actually making the decisions get 10 minutes, if they're lucky, then what's the point?

Interviewer: That's really interesting because what's starting to come out of the focus group research was obviously they've got lots of practical stuff on heritage, historic buildings, listing, etc. But also what started to come out was about the relationships between the civic societies and the local councils and the council officers and their relationship with

the members and then the members' relationship with the civic groups and then Historic England's relationship basically with all of those.

It seems like that's something similar to what you're saying about the councillors really who end up making the decisions. Yet I think most of the guidance is probably aimed at council officers and maybe interested local stakeholders.

0:38:35

Participant: Exactly. The guidance is useful if you're preparing an objection to something but as you've said, it comes back down to resources. If you have a very limited team in a local authority, they probably haven't read the guidance so it relies on a local group to make the case. But if you're relying on that guidance in an objection, on a personal or as a civic group, does that objection even get properly registered by the councillors actually making the decision?

Maybe not, maybe it's one line in the officer's report that so and so group has objected, not the page of detailed objections based on the guidance which you have prepared for them. I think targeting councillors is really key, especially in an age of reduced officer support, really key. I think it is just bizarre that you have people making planning decisions with no formal training in the system they're making decisions in.

Interviewer: How are we doing for time?

Participant: Yes, it's fine.

Interviewer: I don't know if you come across this too much but what do you think about the relationship between designation and development management? We swayed into the development management realm pretty easily there but yes, listing and then actually managing.

Participant: In terms of managing, do you mean redevelopment of listed...?

0:40:29

Interviewer: I guess I mean the fact that in Historic England we have, at the moment, one group of people dealing with designating assets and we have one set of guidance, a set of values defining listing but then we have different, in Historic England. Also, for the national list, we've got that Historic England designation and then local authorities doing the development management case work, planning application side of it.

Participant: It's not something which I've given great thought to previously.

Interviewer: That might be telling in itself then. Is that not particularly a distinction that you think of?

Participant: Not hugely.

Interviewer: I think in Historic England, I'm finding that people see that distinction quite strongly. I think partly because their job is probably one or the other and they see someone else is doing the other. But I'm not sure that should be the case.

Participant: I think there are probably benefits in having a more joined up approach but as I say, it's not something which I've given much thought to.

Interviewer: Fair enough. One last one. I don't know if you've ever done this at Historic England. I went to some event or other of theirs and they had

a room 101, you can bin any part of the planning system or the heritage system. But I've widened it out so if you're going to make any one change over the next 10 years, what would it be and why? You can bin something, you can add something new or you can change philosophical angle if you want.

0:42:47

Participant: My most hated thing is permitted development. I mean totally binning it is perhaps a tad extreme but massively curtail it because I think it's had such a detrimental effect on the built environment. As I say, I think it's going to lead to conservation area ghettos of niceness and everywhere else is just going to be increasingly depressing. I think it's really interesting that government has got this better building commission. It's looking at beauty and new developments.

I think it's really bizarre to focus on creating these beautiful new environments and then as soon as people move in they can stick on an ugly porch and totally change the windows, rip the roof off. I think it's really strange that the government is both interested in the beauty of new architecture but at the same time is creating more and more measures to enable people to undermine what makes a place beautiful to live in together.

Especially with the permitted development rights for loft conversions has been so badly thought out in that they work if you're just doing the rear roof slope, you don't really see it. But then where I live, it's a Victorian area and there are lots of Victorian terraces but they all have hipped roofs on the end. We've now ended up with a situation, because the permitted development right allows it because it's only the side which is facing a road, they've all got these hideous box extensions. They're all done differently. It's extremely visible. I think that's where it's gone wrong. The permitted development rights should be things which shouldn't be seen by other people.

Interviewer: Obviously that's a main bit that is recently changing and growing.

0:45:10

Participant: Yes.

Interviewer: Well that is all of the questions I'm going to fire at you. Is there anything that you feel we should have discussed but haven't, were there any big concerns that you'd like to mention?

Participant: I think probably we've covered most things. I suppose the only thing which I think would be useful is Historic England's approach to where things aren't listed or they don't comment on a particular application because - I've had experience of this - that is taken as an endorsement. If Historic England hasn't listed it then councils take that as making the case that this hasn't got any historic interest or they don't want to comment on the application so it must be fine.

I think there is a big piece of work in developing a standard statement, it reduces work for Historic England as well, which clearly sets out that it's not the case that this building is not historic interest. In fact, as I've said before, it could be the most interesting place in that local authority, it's just not listed. But I think it's my own personal experience but I assume it's happening elsewhere that councils are taking that as, "Well it doesn't matter. We'll just pass the application." I think that's something which could be worked on.

Interviewer: Did they used to have such a letter, I feel like inspectors used to be able to send out, "We're not commenting but that's not to say that this doesn't..."? I don't know if they did or not.

0:47:17

Participant: Well I think there is a form of words but I don't think it's necessarily clear enough in terms of making that case.

Interviewer: I know that when I worked at the CBA, they had stopped doing that because if we sent something that said, "We're not going to comment," there was a risk that we might cut across someone else who was commenting, that almost we were making a statement like, "We're not commenting. That doesn't mean that it's not important." But then someone else has chosen to- it seems like there is a hierarchy, rather than if there was just nothing from us.

It was just like that's not what we've chosen to do or no one even really notices the absence of it. Perhaps with Historic England that absence is more noticeable.

Participant: I suppose the same thing in not listing things as well. I almost wonder whether Historic England should have a power to add something to the local list if it doesn't list it. I'm talking about two separate things here.

Interviewer: They've decided not to designate but then they could just add it to the local list?

Participant: Yes, this should be added to the local list. I don't know.

0:48:56

Interviewer: Yes, that would be interesting. Well thank you very much.

Participant: Thank you.

Interviewer: That's it, unless there is anything else you wanted to add.

Participant: No, I don't think so.

Interviewer: Okay, I will stop this then.

END AUDIO

Interview 022

File: 181219_0022

Interview date: 19th December 2018

START AUDIO

Interviewer: I think everything survived. Luckily, everything was covered. Right, shall I give you a bit more context to this?

Participant: Please, yes. Definitely.

Interviewer: Okay. Collaborative York and Historic England, as we've just said. The short title is 'Beyond the List', the longer one: 'A critical examination of development and impacts of statutory and non-statutory heritage lists on the national management of heritage in England'. It's quite a mouthful, but basically the key bit is that it could have been quite a historic overview of what's happened with the lists but I've actually chosen to do it in a more current and forward-looking way to try and inform where we might go with the lists.

0:00:52

Like I say, statutory and non-statutory, all of National Heritage List for England in all of its component parts. The non-statutory part has come to be defined for this project as the local lists, conservation areas and HERs.

Participant: Right, yes.

Interviewer: And doing it from that national perspective, rather than the local implementation, I suppose. To put the interview in context, I've already done some focus groups. I've done focus groups with mainly civic societies, basically local stakeholders in three case study areas across the country, and then I've done focus groups with heritage professionals, mostly local authority staff and heritage consultants.

Participant: Yes.

Interviewer: I've got those perspectives from the focus groups and the individual interviews are in order to gain that national perspective with the overall.

Participant: Can I ask whether you've got very different reactions from your varied groups or are people largely thinking and saying the same things?

Interviewer: There are some slight differences. What I would say is, I'm
0:02:26 coming up to halfway with the interviews now. The individual interviews are not providing a uniform picture. Whereas there were some themes running through with civic societies and with professionals at the local authority level, I'm getting much more of a mixed picture individually.

Participant: Fine, yes. Okay. I have to qualify all of this in saying that I'm slightly detached for it. You know, five, six years ago when I was at the coalface doing daily casework, I probably was more closely in touch. I hope I can be of some help at the policy level and of seeing the

national overview through the [organisation] and the bigger cases that come up at this end as well.

Interviewer: Yes. It's also about capturing the sector as a whole. Obviously, I want to make sure that the amenity societies are included in that. Yes, so thank you for participating.

Participant: My pleasure.

Interviewer: This is entirely up to you, do you want to do this from an [organisation] perspective?

Participant: I find it very difficult to separate out the [organisation] from the [organisation], but I'll try and be clear when I'm answering whether I am speaking with one hat on or the other.

Interviewer: That's fine. What people have been doing so far, actually,
0:03:56 mostly, is just saying they're going to do it from a personal perspective, and then it allows them to bring all of their experience.

Participant: Fine ok. If that suits you, that's perfectly straightforward.

Interviewer: Okay, yes. It is whatever suits you, really. Okay, that's fine. Are there any questions about what I've given you on the information sheet? I know you haven't had much time to really read through.

Participant: No. All looks very straightforward.

Interviewer: And about the context, is that alright?

Participant: Yes, very clear.

Interviewer: Cool. Would you mind then briefly summarising some of the roles you've had in heritage that you feel might inform your perspective and where in the country they cover as well?

Participant: Oh, where to begin with that? As a [job role], and that was initially for [organisation] and then subsequently for [organisation], I have done all parts of England and Wales at certain points, although that's shifted around and become more narrowly-focused.

0:05:13 Over the last five or six years, or a little bit longer if we're taking into account the [organisation] side, I've seen the questions in a different way, much more about national designation policy and how it compares with other countries like Scotland and Wales and things.

That's been my more recent focus, though from the more distant past I've had plenty of direct experience of individual cases and designated/not-designated, whatever you like.

Interviewer: How much have you worked with Historic Environment Records?

Participant: Well, as you know well, the buildings world as opposed to the archaeological world, if we can make that distinction, is not very well set up for using HERs at all.

It's been quite eye-opening from my perspective to be part of the steering group that's- I forget even what name it's got now. It's the group that's looking at the way HERs are managed and whether the national record is held in one place or spread out among a range of authorities.

So, yes, totally eye-opening to see that, but it has shown just how little people like me who are primarily dealing with standing buildings use that resource in day-to-day work.

Interviewer: Is that part of Heritage 2020?

Participant: No, it's not that. It's the thing John Cattell has been overseeing for quite a while. Do you know what I mean?

0:06:55

Interviewer: I'm not sure. No, I'm not sure.

Participant: I'll look up its proper title for you.

Interviewer: I can probably find it somewhere.

Participant: Yes, it's got strategy in there somewhere.

Interviewer: It might be then that, for the parameters of our discussion, we think more about the statutory lists and then local lists and conservation areas.

Participant: I think I'd be more helpful to you on that, but just the point that the HERs are not well-known or used is pretty critical there.

Interviewer: Yes, I think so. Thinking about just the function of heritage lists - this is a broad, opening question - in identifying assets, what's your view on first the national lists and then local list and conservation areas?

Participant: I'm sure everyone's said it, but patchy, patchy, patchy in terms of geographic and building types and recent as opposed to historic and all these things. We all know that it's a very imperfect record, but at the same time extremely useful. I wouldn't want to be without it, but we all have to know its

0:08:27 shortcomings when we're using it, I think, to appreciate that we may be getting a partial or inaccurate record or a really good one, depending on when it happened and what it was being done for at that particular time.

The local level, sometimes that can be invaluable, but I've always found you pretty quickly run up against the limitations of it as a system. It may look good, but is it really going to count for very much? Have local politicians bought into the idea? Is it an individual officer's piece of work that doesn't count for much more than that?

I've probably been too removed from day-to-day casework to know whether it really has significant impact on things like neighbourhood planning. I suspect it hasn't, but that's where it really should come in most effectively, I think.

Interviewer: Yes. I've had a sense personally that conservation areas have perhaps - I think, sometime around the time when conservation area consent was abolished, even though that was a duplication and it's still in the system as planning permission, I think around that era I had a sense

that conservation areas were being pushed aside, that their importance was going downhill and the intention on them was decreasing too.

While I've been doing the focus groups, I've had a sense that, at a local level, conservation areas are a really important tool. I wondered if you had any sense of that kind of...

Participant: Yes. There's quite a lot that could be said there. No one was desperately worried when that legislative change happened and they, sort of, got absorbed in planning. I know there was a bit of talk prior to it about loss of their individual significance as a specific form of designation.

0:10:42

In practice, no one I know has been terribly worried about the change or the implications of it. I do wonder whether that is because, actually, conservation area controls are so limited in their scope that, really, it's not making much of a difference either way.

The other side of the coin is, if you go back to the early days and when this legislation first came in and all of that, which was rather celebrated when the anniversary came out recently, it was a massive thing. The campaigning that went on, really at grassroots level, to deliver that change in legislation was so critical at that moment in time when great groups of buildings and terraces and everything else were being flattened daily that we mustn't lose sight of that.

Like green belts and other forms of big planning change, this was a real moment in planning history and it's become rather forgotten about and diluted. We almost need to go back to that essence of what it was about and reinvent it, I think, for the modern world. It's arguably more important now than it's been for many years with the pace of change and development going on in many sensitive areas.

Interviewer: I guess with conservation areas, it might be that it's not so much about new designations, the focus might have changed.

Participant: No, no. I'd agree. Just strengthening what we've got would be a great start. Yes, while it's a fresh thought, [anonymized] is Charles Wagner, who was head of planning at HE for a long time and would be only too happy to talk about conservation areas.

0:12:40

It was a massive focus of his work, but also he was involved in relatively early times so knows all the history of that, if that should be of any use to you, I'm sure he would help.

Interviewer: Thanks.

Participant: What else was I going to say there? I lost that second thought. I shouldn't have been diverted by Charles. It'll come back to me. Carry on.

Interviewer: Feel free to move about through the questions as you like.

Participant: Right.

Interviewer: Lots of people answer the second one last and things like that. How do you feel about changes to managing heritage that you've seen since about 2010? Looking at after Draft Heritage Protection Bill.

Participant: When that bill fizzled out, I feel increasingly that we lost an awful lot at that point by not seeing it through. No fault of anyone in the heritage world that that happened, but there was a lot in that and, somehow, many of the things have just been side-lined or forgotten. It's quite a long time ago now, it's eight years. And Wales marched on and is ahead of us, in my opinion.

0:14:03

The fact that they implemented things that the English bill was talking about is to our shame and their credit, I'm sure of that. Things like interim protection, you know, which we really, really should have. I personally feel the, kind of, fiddling around with building preservation notices and grants in lieu of compensation that Historic England are doing are feeble and purely a result of the fact that they know there's no political will to do anything of substance in the field at the moment.

Whereas, Wales, they've been there and done it and no one is complaining, as far as I know, about the change. Yes, a lot lost in 2010.

Interviewer: What do you think has been the biggest change in recent years?

Participant: Do you mean to the system as a whole or to the listing regime?

Interviewer: I guess focusing on listing, yes. I wasn't thinking of a landmark case or anything, I was thinking more of the system.

Participant: Yes. I would say threat, you know? The fact that threat now has to be the primary factor in judging whether a case is taken forward or not, if it's beyond a theme or anything like that, is crucial. A major change. They at HE had to do it, I guess, because of resources.

0:15:54 For me, one of the key moments in determining the fate of a building is when it changes hands, and the fact that that is not considered threat in itself now as a rule is a major shift. We will probably see the effects of that, I suspect.

Interviewer: Yes.

Participant: Having said that, we had a really good recent case here [organisation] where we did put up an unlisted building, which was a clear candidate for listing at the point of sale, because that's when it came to our attention. I think it was the fact that it was unnoticed, rather than that it was for sale, that was the major point there. It was listed, so it can happen. I think HE aren't wholly consistent about it. The party line is still, "Sale does not equal threat," therefore we won't automatically look at it.

Interviewer: Picking up on Draft Heritage Protection Bill stuff, have you seen any changes with Enterprise and Regulatory Reform Act?

Participant: Yes. There's the forgotten piece of legislation, yes. No, from my perspective, it hasn't changed a great deal. Not really noticeably. There were some interesting small things in there. I think the thing we should all be watching to see what the full impact is is last October's change to planning conditions. That could, in some ways, have a bigger impact long-term than some of those Enterprise and Regulatory changes.

0:17:40

Interviewer: With the focus groups, I explained the exclusionary part of the provision in ERRa to civic societies as well. I think the trajectory of

thinking was almost the same in every single one, which was, kind of, “Oh, that’s a good idea. That makes things clearer. Hang on, what about curtilage? What about setting?” In quite a few groups as well, moving on to things like, “We’ve got a building that just the façade-” and then you get into really interesting...

Participant: I know. I feel slightly that it undermines the cause a little bit that we’ve all been saying for years and years, “No, listing means the whole thing. It means the whole thing. It means the curtilage.” Then, all of a sudden, these things shift and people turn around and feel you’ve misled them or you haven’t been telling the truth all along.

Yes. I haven’t seen really terrible examples of those changes affecting things yet, but there may well be one round the corner we haven’t yet seen.

Interviewer: Yes.

Participant: Certainly, if we’re onto curtilage, the recent ruling about farm buildings and farmsteads and when a farm group was curtilage or not is quite alarming, and I think there’s still quite a lot of worry out there about that and the implications of it.

Interviewer: When was that, sorry?

0:19:23

Participant: I could give you chapter and verse. It was much mulled over at [organisation]. I think it was a Somerset case and the legal level decision was, if there’s farming activity going on in farm buildings, that is a separate usage to a farm house. Therefore, if you’ve got a

single farm group but these different usages then the farm buildings will be separate and not curtilage to the farm house.

Interviewer: Right, okay.

Participant: Effectively, you divorce the two and you lose the listed status on the ancillary building there.

Interviewer: Yes, okay.

Participant: For a coherent farm group, that's catastrophic, really.

Interviewer: Yes.

Participant: As far as I know, that is the legal position that HE have felt legitimate.

Interviewer: Has Enriching the List entered the sphere much?

0:20:28

Participant: Well, between you and me and the digital recorder, I confess I haven't actually done it in anger, although I was one of the prototype testers. Again, between the three of us, I tried to test it to destruction to see how far I could push it before HE put up the barriers and said, "This was an inappropriate comment." It came pretty early. You know, I didn't need to put very much in before they got quite alarmed about what I was saying and said, "That wouldn't have been an acceptable comment if you'd been doing it in a public forum."

There wasn't anything particularly offensive about it, it was just the kind of stuff that amenity societies think and talk about all the time. You know, "Shame about that window." Things that were a little bit more than the purely factual or purely observational. The shutters came down quite fast.

Interviewer: Okay.

Participant: It may be they've loosened up a bit over time in seeing the thing work, but I still believe it was a really brave and sensible and useful think for them to do.

Interviewer: We haven't talked, really, about values yet. Do you see a role for something in the way of Enriching the List or another tool to capture values that aren't on list descriptions? Or do you think that's necessary at all?

Participant: Well, I was going to say that, that being [organisation] through and through, we are very much tangible, fabric-based people and we believe that, actually, all the meanings you need can be found in the fabric of buildings.

0:22:31

We're a little detached from that whole way of thinking. As a historian, it's fascinating stuff and it's always good to have as much information as you can, and maybe enrichment is the device for doing that. I would be wary of it diluting the value of a fabric-based list, so it's better, I think, to keep those comments slightly separate.

Interviewer: Yes. No, it's good to make sure that the research is capturing a full range of perspectives, otherwise it's unbalanced.

Participant: We really did have that kind of issue with all that's happened over the Whitechapel Bell Foundry, because there were people who felt very strongly it wasn't just the building, it was the usage that was central to the discussion about the future of the site. You know, you get a sense of that from the listing, but it's not what listing is really there to do.

Interviewer: How would you feel about an alternative mechanism that was separate from listing for those kinds of issues?

Participant: It might work, but it might make things even more complicated than they already are. Yes, there's really no mechanism in the planning system for things like continuity of a business or historical associations with an individual two centuries back. Unless you change the fundamentals of planning, I'm not sure it would help an awful lot.

Interviewer: I suppose it could be outside of planning. I'm not sure what
0:24:22 that would amount to.

Participant: That would be interesting and it might make people take more notice of a building, but ultimately, if it can't be of any relevance to a planner's decision, it's not going to shape the future of the building much.

Interviewer: Yes. I'd like to just think for a moment about the role of different lists going forward.

Participant: Sure.

Interviewer: Where would you see, I don't know, you can start with any of them, conservation areas, local lists or statutory lists, going forward?

Participant: Well, one area I'd like to see improved or resolved in some way is the overlap of scheduling and listing which, I've come to the conclusion over the years, causes more problems than it helps with. It just prevents solutions being found for some standing structures and also confuses people about what takes priority and what this thing actually is, you know? I think it's more a historical accident than anything cleverly designed.

Interviewer: Yes. That's an interesting one, actually. It seems like quite a basic one, and yet I'm not sure anyone else has picked that out.

0:25:47

Participant: Really?

Interviewer: Maybe they've got so used to it.

Participant: Well, from your CBA background, you'll see the issue. We do because we cross that boundary, but not many people do go there. Even within HE, there's a pretty rigid division between the monuments inspectors and the buildings inspectors and they try not to overlap.

Yes, it's a problem. You only need to look at the heritage at risk register and see that the bulk of things on there are scheduled structures that just can't have an easy solution for them.

Interviewer: Do you see a continuing role for local lists?

Participant: Well, yes. Going back to my earlier reservation about not knowing quite enough, really, about how they're being applied, it would be very nice to think so and very nice to think that neighbourhood planning is working and making proper differences.

It still does rely on the point you'll have heard from everyone else about having sufficient experience and well-qualified people at local authority level to interpret and identify and make use of this information. It could all too easily just sit there and be completely worthless, otherwise.

0:27:32

Interviewer: I'm going to just move on to something a bit different here. How do you feel that current legislation, policy and the guidance work together?

Participant: Atrociously (Laughter). Simply because the legislation has one set of language and policy and guidance is using a completely different one. If you speak to lawyers, you speak to planning inspectors, they will all say, "It should still be the legislation that overrides everything," but it doesn't, does it? We all know that it's NPPF language and it's related guidance that is driving everything at the moment.

I think there's a fundamental problem in there which hasn't probably been tested to destruction yet.

Interviewer: So, NPPF language being the driver there, how do you feel policy change is relating to sector practice?

Participant: Well, if we're agreed that what you get in the NPPF is largely derived from Conservation Principles as the underlying document and that that comes from the ICOMOS way of thinking about the world, that's a completely different genetic strand to the [organisation] one, even though there's plenty of overlap.

We don't see the world in that way, which means it's quite difficult for us if we're applying our views to a current application that has to be judged against NPPF criteria, that we just don't see it that way in the first place. That's a problem. It's a problem for us, you know?

0:29:45

Interviewer: Yes.

Participant: Where it became, I believe, a problem for Historic England, is that the most recent redrafting of Conservation Principles looked to be far more closely aligned to government policy than the first version. Whereas I might disagree with the first version in some ways, I disagree with the second one most strongly because I think a national agency shouldn't have its own principles aligned with any particular government strategy. Do you see what I'm saying?

Interviewer: Yes.

Participant: They should be independent. They might still have to follow government policies, but their overriding strategy should be more timeless, I think. It was drifting, in its language and its general principles, much closer to the present government's agenda, which tomorrow might change, you know?

Interviewer: Yes.

Participant: Whereas we, at least, having a 141-year-old manifesto, are a fixed point. People know, they may disagree with the SPAB, but it means that they know where we're coming from, I guess. That's pretty constant.

0:31:04

Interviewer: Yes. So, for you, you can actually maintain the sector practice, to some extent, regardless of what policy and guidance- well, certainly guidance is coming out.

Participant: Yes, indeed. Yes. Well, even policy. I would prefer HE set its conservation principles for itself, not feeling it had to align itself with government policy, I think, still.

Interviewer: Yes. It's a little bit more, at the moment, being government-lead rather than HE-lead.

Participant: Yes. I think, on the record or off the record, that HE is so nervous of central government at the moment of whether it feels it's liked or not. It's sensitive about its public perception that it's having to get very close to government and that's not necessarily a healthy thing.

Interviewer: Yes. It's an interesting comparison that I've become aware of with Natural England where they're potentially- well, I think they are - doing more to interact and influence local plans than they are national. So, they're less bothered about national policy and more bothered about getting into local plan policy, because that's equally, if not sometimes has more weight, than the NPPF.

Participant: Really? I think that's very sensible.

0:32:43

Interviewer: I suppose, on that as well, less focused on individual cases and more focused on...

Participant: Yes.

Interviewer: Because obviously there are more local plans to get involved with than one national policy, so it's the weight of attention.

Participant: Yes. I see the sense in that. I gather they use a lot more standing advice than we tend to do in the buildings world. I don't know whether that works or not, but I think HE are alive to the fact that that can be a better way of using resources.

Interviewer: Yes. There are definitely some differences in approach that make an interesting comparison.

Participant: Then you've got the Welsh and Scottish models, which are quite different really, with CADW very much government and not a separate agency, and Scotland having split in two, I think, so that HES now is more detached, whereas its policy arm got absorbed by government. I think that's left them a bit more independence than they had.

Interviewer: Do you have a sense of anything about the relationship between national policy development and local implementation? That might be one for people who are dealing

0:34:06 with cases, perhaps.

Participant: Yes. I may have moved too far away from that, I feel. Have you come across the Birds Eye case?

Interviewer: No, I haven't.

Participant: I think that's relevant to what you're saying. This one is not my case, it's Catherine Croft's, actually. The issue there is that this is a listed building that's not in great shape in Walton-on-Thames that was the HQ of Birds Eye. It's up for total demolition despite being- and this was an interesting point too. When HE commented on it, they said it's at the upper end of Grade II, as if even... (Laughter) Yes, they did. Everything has its own stratigraphy, doesn't it?

So, we've got a building that's upper end of Grade II and demolitions were proposed, obviously a serious and controversial thing. The council have come to the view that there's a housing shortage in their borough and, because of national policy considerations, housing trumps listing. So, they're minded to grant consent for demolition because the housing need is greater and HE have got on with it, which is pretty significant stuff.

I think, as an example of primary national policy having a real impact over other legislation and local concerns, that's a strong one.

Interviewer: Yes. That sounds like it's one of those things about the balancing acts as well that are big in the NPPF.

0:36:12

Participant: Yes, and who makes that final decision, really. I don't think there's anything in the NPPF that says, "If you have a housing shortage, you can demolish listed buildings."

Interviewer: No

Participant: But, you know, on that scale obviously the housing need would have to be pretty strongly in the public interest to do that.

Interviewer: Yes. Just to go back to going forward with the listing, did we cover conservation areas, their role in the future?

Participant: A little bit.

Interviewer: We did it, sort of, at the start, didn't we?

Participant: Yes. Just anecdotally, this may or may not interest you, but I happen to live in a street where one side is in the conservation area and the other side isn't. The approach taken is bizarre, really, that if you happen to be on the other side of the street- there are some quite stringent controls over really very trivial things like railings and stuff like that. Over my side, anything goes, you know? They don't give a damn, really.

It's all the same thing. It's one street, it's very much the same age. Pure accident and bad boundary-defining to say, "This side is and this side isn't," but, on the ground, it makes a ludicrous difference to how people live their lives, the controls over them.

Interviewer: I heard similar on a larger scale with the World Heritage Site
0:38:14 boundary, obviously with the Mersey. They wanted to include views from across the Mersey in the World Heritage Site, but that would have involved putting Birkenhead within the World Heritage Site and working with another local authority, so the boundary is in the Mersey just before you get-

Participant: Really? (Laughter) So, if you're in a boat, you can look that way, yes.
All of a sudden-

Interviewer: Then yes.

Participant: Oh dear. Yes, that is the nonsense of it really, isn't it? That very rarely is something so tightly defined that you can say, "This is special."
[inaudible 0:38:50] We both know the so-called setting of conservation areas is really like the setting of listed buildings counted for precious little, really.

Interviewer: If you were going to make one change over the next 10 years... Now, I sort of borrowed this question from a Historic England event where they did a Room 101 and you could bin something from the planning system or Heritage Protection system. I thought that was a little bit negative, so you can change something.

You may bin something if you want, but you can also put something new into place or change a philosophical angle, if you wish.

Participant: That's such a good question, I really don't want to miss my
0:39:45 opportunity. This is about designation, really, that's the kind of response you want?

Interviewer: Well, listing more thoroughly. It could be designation but it can be managing heritage through lists.

Participant: Well, that's nice and broad. I suppose I'd have to say I would like any form of formal designation to bring some kind of support or incentive for maintenance, which we have never had.

Which could be a council tax reduction, it could be major national taxation regimes, it could be grants. Lots of ways you could do it, but just to bring the understanding that if you judge something to be of public value and therefore to be more worthy of protection than the average, ordinary thing, there's some kind of state responsibility to back that up too.

I think it would bring the system into much better repute as well, you know. It would remove that sense that designation is just a nuisance and you avoid it if you possibly can.

Interviewer: Okay, thanks. So, I think that's all of the big questions from me.

Participant: Okay.

Interviewer: Is there anything that you think is a key concern at the moment, or anything you think I should be aware of and thinking about?

Participant: I haven't let you have the summary of the last [organisation] discussion in response to Matthew's questions, because it's
0:41:39 Not properly written up, even. I did a, kind of, bullet point thing of what people had said, so I can send that to you if it would help.

Interviewer: Yes.

Participant: There were lots of interesting areas of discussion, but one of them was: are very modern, very detailed listings a disadvantage because they divert what limited resources we have away from doing wider work? You know, do we really need these extremely detailed listings when we might get five of them for the price of one if we did something simpler. I hadn't thought about it before, but that's a fair point, I think.

Interviewer: Yes, that's an interesting one. I posed more questions to the focus groups around things like the content of the list descriptions and generally got the feedback that- in fact, I think almost everyone was positive about the new descriptions in feeling that they offered more clarity.

I think there were only a few people who went down the line of- you know when it's like the problem with mentioning everything is then that if something is not mentioned...

Participant: Indeed, yes.

Interviewer: Yes.

0:42:57

Participant: Well, I mentioned some of the major cathedrals which have one, two lines. Maybe that's enough because there's lots of information out there about them, you can't include it all in a listing description, so why bother? It's enough that it is designated.

Interviewer: Yes, cathedrals are a good example because there's so much that you'd have to-

Participant: Well, to do it properly in the modern sense, yes. It's years of work almost, isn't it?

Interviewer: Yes.

Participant: We all hate those 1970s, sometimes 1980s, descriptions that are three lines long and not very accurate and, kind of, mislead and do that, but there is a middle ground, I think, between things that are reasonably accurate and reasonably thorough but aren't three, four pages long like they sometimes tend to be.

Interviewer: Someone came up with an idea that there could be a text box or something on list descriptions basically to say what the listing is and what it means in terms of those classic issues around interior, exterior, what's listed, and then maybe a link for where you can find more information about that.

0:44:34

Participant: Yes, very possible. Someone very sensibly in this [organisation] discussion said, "Why not just have a first sentence which you add to all listings very quickly that just summarises why it was worth listing it in the first place?" You know, which might be because it's Georgian or because it's largely intact or whatever it may be.

That's not a hard piece of work, even though there are a lot of entries. I think you could get through them quite quickly with some stock phrases that would help often explain to the layperson why it had happened.

Interviewer: There tends to be, sort of, three sentences at the top trying to explain why it's listed [Crosstalk 0:45:29].

Participant: Sometimes, but often it's still in very technical language, isn't it?

Interviewer: Yes.

Participant: Which can be impenetrable.

Interviewer: I had a go at some of that kind of thing because last year I actually went and did a placement at Historic England in the listing team.
I reviewed something like 21 different designations, so saw that process of how the- I was effectively writing list descriptions - but saw the very fixed process of how that list description ended up as it does, which was an interesting thing to do. It's very rigid, basically, as you might imagine from what the outcome is.

0:45:58

Participant: Yes, sure.

Interviewer: Yes. What do you think, just to go back a little bit really, about engagement with list descriptions? Do you see them as a tool for people working in the sector or more a broader thing? We're talking about the audience for those list descriptions.

Participant: Yes. A fascinating thing for me has been this thing- you know, the British listed building website. The fact that you can take stuff that's already there and somehow make it work for a much wider audience. I

find myself using it from time-to-time because it's a lot easier to get at the information. Why is that?

Interviewer: I don't know.

Participant: But it works.

Interviewer: It always comes up higher on Google, doesn't it?

Participant: It does.

0:47:05

Interviewer: If you search for a building, it will often come up in a way that NHLE doesn't come up.

Participant: Very quick, and the search tools are, sort of, simpler, really.

Interviewer: Yes.

Participant: But that shows that there's a popular audience, I think, because that wouldn't be working and wouldn't get those Google hits if people weren't using it.

Interviewer: Yes.

Participant: I'm sure they are.

Interviewer: Some of the focus group participants were using that. Some of them were using it and were not aware of the official Historic England one.

Participant: Oh, really? How funny.

Interviewer: Yes. I would have it up on a screen, the National Heritage List for England, and sometimes people were saying, “Oh, how do you get to that?” Then other people would say, “Oh, it’s the British Listed Building-” ahh no it’s not, actually. It just shows
0:47:56 people don’t know that it’s out there.

Participant: Intriguing.

Interviewer: Anyway, cool. I think I’ve covered everything that I was planning to ask you. As you probably gathered, I had some set questions and then I’ve diverted from them as well. Was there anything else you wanted to mention?

Participant: Yes. As you were speaking, I was thinking, actually, there is that oddity still we have in England of the system being part-political, part-civil service or whatever HE want to call themselves. We all see the consequences of that often enough to know that it’s not the kind of detached, objective, non-political system it sometimes makes itself out to be.

Interviewer: Yes. I think that’s also an interesting one when people are receiving decisions which are couched in terms of architectural historic values but where the actual decision is a political one.

Participant: Yes.

Interviewer: I think that cases in London might reflect that more.

Participant: Other ones, certainly. There's that damn university building. That was controversial, wasn't it?

0:49:18

Interviewer: Yes.

Participant: And wholly political, as far as I could see.

Interviewer: Yes, that's very true. Okay.

Participant: Good, was that helpful at all?

Interviewer: Yes, definitely. Don't worry. I'm aware that some people look at me like, "Really?" They're, sort of, quite broad questions, aren't they? They're very similarly aligned to what I've asked different people, so it allows me to-

Participant: You've got to follow your script, yes, absolutely. Yes, to get your comparison.

Interviewer: Yes, group everything together at the end, so hopefully that'll work. If you do think about anything else that you want to add, feel free to email me.

Participant: Yes. Well, what I will definitely send you is that [organisation] discussion summary which covers a lot of the things we've talked about and Charles Wagner's details in case you want to speak to him. Apart from his long-term national view, he's now heavily involved in a lot of west London conservation area local groups and things like that.

0:50:25

Interviewer: Right, okay.

Participant: So, he sees it quite differently to me.

Interviewer: Okay, yes. That would be really interesting, thanks. Yes. I may well contact him in the New Year.

Participant: Good.

Interviewer: Great.

Participant: How much longer have you got before you've got to conclude and submit?

Interviewer: I'll be submitting one year in January. I've got a year left.

Participant: Yes, so quite a time to digest it all.

Interviewer: Yes. I'm on schedule, hopefully it will stay that way. Yes, I've got the year. I'm getting towards the end of all the data collection, so I'll have a good chunk of time to, like you say, digest it all. I will also meet Matthew and we'll talk about what he's gathered.

0:51:13

Participant: Oh, yes. He'll have some interesting conclusions, I'm sure.

Interviewer: Yes. I think, from what I've seen, he sent me what he sent out to everybody else and the brief bullet points. His research should address some of the more pointed technical issues, whereas I suppose mine is more targeted at wider level potential for sweeping.

Participant: Oh yes. The scope of your stuff is far broader, isn't it?

Interviewer: Yes. It's potentially too big in some ways because it's not going to be quick turnaround kind of stuff. It is much more the longer view. I guess that's, hopefully, what they wanted from it. I did ask them in the beginning why they wanted to support a PhD rather than have commissioned research and that kind of academic rigour and that depth and long view was what they were after.

Participant: Yes. It may well be better for them in the long-term that they can say, "This isn't just us, people writing something because we asked them to." Independence is important.

Interviewer: Yes. So, yes, thank you very much for participating in that.

Participant: Pleasure, nice to see you.

0:52:35

END AUDIO

Interview 023

File: 181220_0023

Interview date: 20th December 2018

START AUDIO

Interviewer: So firstly, could you just briefly summarise some of the roles you've had in heritage in terms of how they've informed your perspective and areas of the country you've covered.

Participant: Ok I'll start with academic stuff because I made a deliberate choice to do architectural conservation in my final year of an architecture degree knowing that I would want to work in the historic environment so I started off with the academic grounding in listing, designation etc but then professionally, my first job was working as an architect but working primarily with historic buildings as a deliberate choice and the only real reason for moving from architecture was because the practice folded, but that pushed me into [organisation] as an [organisation] scholar so I had the classic nine month full on conservation, hands-on experience which has the interesting, useful setting of being UK wide, so you get a bit of all sorts of different things from all sorts of different places and then when I finished that, it so happened that [organisation] needed a [job role] so I landed up their doing statutory casework, albeit mostly ecclesiastic exemption stuff which, as you know, is mostly CofE in England and then after three years of that, [organisation] got funding for [job role] so I went out of doing casework for five years and into doing training, but within the training part of that was a bit of teaching about significance, listing, designation, faculty, within the church wardens training about maintenance so I've done on a practical

basis in the amenity society world, I know listing from a casework point of view, but also from a teaching point of view. When I moved to [organisation], I actually kept the teaching bit interestingly. So I've done some internal training for our staff on designation and listing and what that means but I haven't been that actively involved in it because, as not everyone entirely grasps, listing isn't terribly important in [organisation] world because we don't define heritage. We don't have an absolute priority in terms of significance because we're looking at projects holistically and we don't worry specifically about things being on official registers, things like Heritage at Risk registers, we're only interested if things are at risk for a range of reasons so it's a kind of backdrop more in an [organisation] sense, and I do ask the technical questions for people about what does it mean if it says this or what do you think about this building... its more... its context I suppose, more than anything.

[00.08.04]

Interviewer: Ok. When I'm talking about listing in this, I'm sort of thinking not just about designation... at the point of designation... but the whole thing, the way we manage through lists as well, just to make sure you know. Because sometimes there is a bit of a distinction in Historic England about whether you're talking about 'listing' or 'development management'

Participant: True

Interviewer: ...and I'm talking about the way we use lists to manage

Participant:

There is an interesting mapping which is the points of interaction between an HLF funded project and the people who are the grants officers and monitors on that project and then all the bits of listing because people ask people about listing as part of asking then if they understand their heritage, we will expect them to have engaged with what it means for something to be listed whether that's statutory or non-statutory because we fund the breadth of heritage actually the non-statutory lists are almost... well, they are as important. In some ways they can be more interesting because they might... people connect with those buildings in a slightly different way. So there's an interaction there, it does get recorded on case papers. It is in the decision making process, albeit it's not any kind of a decisive factor. But then, there are interesting moments in the life of a project where there might be tension in the development control end of the spectrum because it might be that the applicant wants to do something and we've supported the project because holistically, the project looks sensible, wonderful thing but there might be an element within it which not everyone agrees is the right thing to do in terms of managing change so the cause celebre of recent years is Bath Abbey where the HLF has supported the project, because of all of the things in the project which is a lot of really good stuff about people, communities, outreach and all of that but there are technical things within the project proposals which have caused... I think friction would be [laughs] a polite way of putting it, to the point where it ended up in the consistory court and of course that was all about the significance of Bath Abbey but particularly about the significance of the floor and the Victorian furnishing. So there is a little exercise which is kind of interesting where you look at the point of conversions where we might ask about listing and we might end up in conversation that has something to do with significance and then I suppose the other aspect is that my role, as Head of Historic Environment, I am the keeper of the guidance on things like conservation management. So I have been rewriting that guidance over the last few months but also trying to get beyond the list in the sense of explaining our interest in non-statutory designations. So talking about

heritage is valued because people value it, and not because its necessarily on any one of whatever types of list so there will be another piece of guidance which is just called something like 'understanding the value'. So there's a more democratic take on things that exists which is the notion of value I guess, versus significance which is quite a [inaudible].

but either way it's interesting that there's... our applicants, because they're novice applicants, find the vocabulary and the whole business of designation and development control very complicated.

Interviewer: I should say, this is entirely aside from the PhD, that I've just finished a 50% HLF funded church conservation project in the centre of York.

Participant: Goodramgate?

Interviewer: No, it's St Denys

Participant: Oh, ok

Interviewer: I think we just whisked through to be honest. I didn't really...

Participant: HLF projects, if there's a good profession team of people with a little bit of knowledge about what they're doing

[00.12.39]

Interviewer: I felt like I had an advantage... a massive advantage

Participant: Yeah, they're usually fine. The biggest problem for any project is usually that most of our applicants, and I can't put a number on it, I've no idea, my instinct is that it's a high percentage and I know [inaudible] they get into trouble because they don't know and it's the thing about because they don't know, they don't know what they don't know, and if you don't know what you don't know, how do you know where to start looking for the answers? And that seems to be the perennial problem for a lot of [inaudible], is that there's plenty of good information about designation, development control and what a HLF project is, but by the time they've found out, they've already started to make decisions that may or may not have sent them in the right direction.

That's my existential angst kind of question.

Interviewer: Well when we went to the first meeting, it was myself and [anonymous]

[00.13.50 – 00.14.30 irrelevant discussion of interviewer's experience of HLF]

Participant: Having said that, there is an interesting thing that as soon as our staff realise that they're dealing with people who aren't novice applicants they ease up because they know they don't need to do as much handholding or check up on things as much, so actually if you've got a little bit of credibility it does actually make the process a bit easier... which it shouldn't. It's a difficult one. Everyone should get the same level of support... but actually, they don't need it.

Well done for completing the GPOW.

[00.16.19]

Interviewer: You mentioned about the value of the local lists and the value of the statutory lists, which basically comes to a question I was going to ask which is, thinking about the function of heritage lists, to identify assets, what's your view on the statutory, the local listing and the HERs or conservation areas?

[00.16.40]

Participant: That's a much tougher question than it sounds at first glance.

Interviewer: You can handle each one individually if you like.

Participant: I suppose my take on it is that I find the system interesting because like all of these things, it's got a history and a life of its own so if you were to take a blank sheet of paper you wouldn't design any of this system – statutory and non-statutory as it is because it's completely illogical in that sense. But that doesn't mean there's anything wrong with it, it just means it's a slightly curious beast. If you're a professional you just get used to it and it's fine; it's a tool. And if you know how to use it, it helps you get projects done. It unlocks doors. It gives you a structure to think about projects and it gives you some sense of where the opportunities are. But, for a non-professional, it's always difficult to say because I've never been a non-professional if that makes sense, I've been in the world since I left university, it must look very strange. But I find the participation angle quite interesting because I think one of things it's not used well enough for is the business of participation and engaging people. So it has this kind of feel of being a set in stone thing, which of course it's not, it's changing every day. And it feels quite passive in that sense. Whereas actually there's potential for it to be more active. I think it's a little bit where Historic England tried to start going with Enriching the List. Trying to get people to engage with

it more but it's hampered by the fact that it's a very bit thing so you've got the statutory list, by the time you add on the HERs particularly, because there's a huge amount of data in there, then there's local lists, you've got this thing that there isn't actually enough resource to manipulate, use, get the best out of. So there's a sort of untapped potential in lots of ways. At the other end of the spectrum, just a sort of means to an end.

[00.19.21]

But people do feel very – there's a certain sense of ownership about it. I find it intriguing that people can feel very very proud of the fact that they have a grade I listed building versus a grade II listed building and yet actually, in some senses there's not a lot of difference between the two. That's into the technical nuance end of the discussion about what actually the difference is and how the philosophical [inaudible 00.19.57]

But the local list I think is therefore the richer thing in many many ways because that feels more democratic particularly because local authorities who've got a bit of sense do it in a participatory way. The statutory stuff is the preserve of the experts, albeit with the idea of Enriching the List there is some non-expert engagement but that's – the phrase is sort of 'below the line' – it's not fully participative. It's a kind of "you can guild the lily if you like", "you can add colour to the picture but you don't get to change what the picture is". Whereas Local Lists are a discussion. They can be used in a very different way. The way they are used and the potential is quite different.

HERs again, completely different sort of thing and I think for us, in HLF, that's the thing that applicants least understand. I don't think they understand what it is, partly because it looks different in every county and the way it operates in every county is different. And it's quite a difficult thing to have defined. The heritage lists you can say, "well, it's got buildings on it, and it's got battlefields on it, and it's got shipwrecks on it." Those are quite easily definable things. The Historic

Environment Record, it's got anything and everything on it. And because you can't visualise it. You go to the heritage list, you get a list entry and it's a page on the website. If you look at an HER, it's a field in a database or a certain field in a database so I think that one's more difficult for the non-specialist to grapple with, and actually even for professionals probably too. I don't think professionals use the HER nearly as much as they could or should. I think archaeologists, on the whole, because it came more from the archaeological starting point. But architects? No. Somewhat less convinced about that one. And we try at HLF, to encourage people to submit their data to the HER and there are occasional projects that specifically say "we will do this as an outcome of our project." And we try and say all along that actually, it is a method of engagement. It is one of the ways that you can meet our outcomes in your project. It's never really bedded in, I don't think.

[00.22.43]

One of the things on the wishlist for our new website is a page about HERs – what to do with them. And actually, the key part of any guidance would be, what is the value of. Because if people can see the point of it, then they might do something, they will interact with it. But if they just think "you're telling me to do a thing, and I'm just going to do it because you're telling me to do it rather because I see the point of it", it's never a great outcome.

Interviewer: Earlier, you mentioned the value of local lists. How do you feel about that in comparison to the statutory lists?

[00.23.23]

Participant: The statutory list feels like something that is part of a process. So, it's part of the process of writing a conservation management plan, it's part of the process of a viability appraisal, it's part of the process of getting

permission for a project. Whereas the local list is much more about people. So I would say it's, thinking this through as I'm going, but I think my take on it is that the statutory lists, the heritage list, is about stuff – that great technical term – and local lists are more about people because they tend to be more likely to connect with local stories and the 'why' of something rather than just the 'what'. Because Local Lists, they seem to me... they're done as an exercise where you look at a whole area and you see what from that whole area you might put on a local list whereas because the statutory list, ok, there were thematic bits of survey done and there were bits of area survey done, but it has a general feel of being individual buildings. I would never say there was a connection necessarily between the statutory list and local identity whereas I would say that about the Local List.

This is making my brain hurt.

[00.25.12 laughter]

Interviewer: Sorry, I'm trying to think of the follow up as well because it's sparking lots of ideas.

[00.25.23] Obviously there is a lot of variation across the country in the statutory list, it's coverage and what's in list descriptions. There is also a lot of variation in local lists. What do you think about that?

Participant: It is interesting. It is still fascinating when you happen to look up a building thinking, "I'm going to get a good feel for this" and you get the one line, four walls and a roof and you think, "Ok". I think if you're a professional it doesn't matter so much because you know if you're starting a project... I'm going to slightly change that... if you are a good professional... you know that you can't just use the list and nothing else, therefore you know that it sort of doesn't matter whether there is one line or twenty lines, you're still going to have to do other

work and you're going to have to talk to people and to involve other specialists perhaps to get that rounded picture of what is important about a place before you start thinking about what you can change in it. So to a certain extent, if you're a professional it's a bit like looking up Wikipedia: it gives you a hint about what the thing is, and a hint about whether there is a lot of scope to do practical things or not. It's like taking the temperature I guess. But I think perhaps if you're a home owner, building owner, someone who's not professional it might be the only thing you've got to give you that, or the only thing that you're aware of that exists that gives you some sense of what's important about the building or even just it's history, just the very bald facts of its history. So for those people it maybe does matter when they look and they only get a line or two because if they're relying on that it doesn't help them at all whereas obviously if they happen to land upon one of the newer designations then you've got that very detailed information. Then for a homeowner that's probably enough for them to get a sense of why their building's special, what can they do. So I think it's very user dependent.

[00.28.00]

If I was a professional and I was looking at one of the newer designations that was quite long, I still wouldn't take that as gospel in the sense that I might take that as gospel of what is the HE and the statutory role point of view about this thing but I would still assume that things were up for debate. Interesting question about whether other people would take the same view or whether they would literally, 'oh crikey if that's what it says then there is no room for discussion here because this is chapter and verse'. Whereas if you've got a two line entry clearly there is always going to be room for discussion because there's a whole lot of stuff no-one's said. So does having longer list descriptions open up or close down discussion? Interesting point.

Interviewer: Yes that is an interesting thought. I too would, always, regardless of how long it was, see it as up for debate. You need to be at a certain level perhaps.

[00.28.55]

Participant: It's also because you and I come from a background where we know that all building conservation professionals have particular fondnesses for particular periods of time, types of building, prejudices dare I say? Therefore, there is no such thing as an objective list description. Whereas if you are a member of the public, you would treat it as a thing written by experts and therefore it is objective. Maybe that's the difference.

Although I find it interesting the Historic England view on, my perception of the Historic England view on the longer list descriptions that it is about 'derisking'. 'Derisking' is a word that has become very common in recent years. So the idea of... and I know what they mean in the sense of, they've set out their stall: 'this is what we think's important, you mister developer, client whoever, you go in to this knowing where we're starting from. This is our negotiating point' so in a very commercial situation, I can see that is actually quite helpful because at least from day one there is a line in the sand of sorts but that's back to the idea that the professional developer then knows that. 'Ok, that's their line. There's my line. And there's discussion'. So it's maybe, it works probably better for some people than for others.

[00.30.30]

Interviewer: Ok. We'll change tack a little bit. How do you feel about changes you've seen to managing heritage through lists since about 2010?

Participant: 2010 right, let's see where I was in 2010.

Interviewer: So it's after the draft Heritage Protection Bill

Participant: Ahh yes. The great hope of interim protection and things like that. That's true. We all had great hopes of dealing with all the strange loopholes and grey areas through the Heritage Protection Bill and then it never happened.

Interviewer: And in the focus groups, instead of just asking them that question, I used examples of Enriching the List, which you've already mentioned a little bit, I explained the exclusion provision under the Enterprise and Regulatory Reform Act and then showed them Selection Guides, a set of which were completed...

[00.31.36]

Participant: Yeah, they date from that, of course. Selection Guides are fascinating. I think they're brilliant. I feel it's only about three people in the country who know about them. Possibly slightly more, that might be a little unkind. When I've lecture on historic building legislation, I always put up a couple of screen shots of the front covers with a link and say, "these things exist. If you want to get some sense of why one house is considered more worthy of designation than the other, the answer is pretty much there." Again, they're another brilliant engagement tool that's just put on a shelf somewhere. If you're savvy you'll find them but if I did a straw poll of the architect's I know, I wouldn't expect a large number of them to be particularly aware of them and I've never particularly seen them used in making a case for something to say "well, actually, we think [inaudible 32:35] to support or challenge an argument. Definitely a bit of a missed opportunity.

But yeah the Enterprise and Regulatory Reform Bill was quite interesting in that, again, I think if you're a professional you're probably very aware of the change, or I think you'd be aware of the difference if you ended up dealing with a case where the change had an impact on how that case was managed but in terms of wider awareness, I suspect most folks haven't noticed. The impact on HLF, I would say, no, there's nothing there that I think would change anything anybody says, does or thinks.

[00.33.25]

It makes me think a little bit about the concept of having a building contract. In theory, you never need a building contract until the point where things go wrong and then you get it out of the drawer and figure out how to fix the problem. So some of the stuff in the ERR is a bit like that. Normally, things are fine but there are a few things in there that are useful if things go wrong. Or that's not accurate because there's other stuff too, because there's the whole class consent orders and stuff like that but I think it's proved quite difficult to get that stuff implemented. The Canal and River Trust one, it's just about there I think. It's a great idea but the number of people that are actually going to be able to benefit from it, or can be bothered making the effort to try to. It's pretty minimal. So you think, this is legislation for two or three organisations. So there's obviously a piece of work that needed to be done to say, "well actually, now that we've got this thing, how do we actually make it work better in practice" because the principles made perfect sense I think. But of course, it turns out that the devil's in the detail. I suppose what it boils down to is this idea that in theory, lime mortar repairs or repointing is quite straight forward. It turns out, everyone wants to argue something different every time its done in every different place. So I think perhaps the issue is people not the legislation.

[00.34.58]

Interviewer: I suppose that's a variation, isn't it? When you get to the implementation stage [inaudible 00.35:08]

Participant: But then that's the whole tension with all of the business of designation and control and management. You have a system which in theory is quite straight forward but because you're always applying it to individual places which are by definition, individual, it always boils down to being something which is subjective. No way round that one!
[laughter]

[00.35:35]

Interviewer: It's an interesting one because one of the approaches that I'm taking to this is to make sure I'm including planning literature in reviewing the heritage literature, expanding it into the planning side of things which seems very obvious when you work in the areas where it is about development management and yet in the academic literature, they rarely do that. It's a real hole. And one of the things is that, in planning literature academically, they very much accept that there is a national policy and when it gets to implementation it is varied, not just regionally but place by place and person by person almost and I think that's something we don't really address as much in heritage. I don't think... that's just one of the things I'm sensing at the moment is that we don't have such an acceptance.

[00.36:37]

Participant: Well there is in places. Because where there is an acceptance is, funnily enough, faculty jurisdiction. In the sense that, within the Church of England, because they know they have their... I'm going to say 44 dioceses, because they slightly change it, I may not be quite right, 40 odd dioceses – and their just in an acceptance that they have

one set of faculty jurisdiction rules and that they are applied differently in 40 places. And although they were tempted to streamline and create certain standard lists with what used to be called de minimis, minor works now, it's still a matter of an archdeacon's subjective judgement at the end of the day. People are comfortable with it. I don't think people like it because everyone I think would prefer it if there was consistency but it's much more acknowledged perhaps.

[00.37.36]

Interviewer: Yeah. Maybe that's it, it's the acknowledgement of it.

Participant: Yeah. But also the consistency issue is slightly connected to Historic England in that if you're a conservation officer, a local authority conservation officer, you will discover that in the next door borough, the advice is contradictory to the advice that you would expect to get but for very obvious reasons, Historic England cannot openly say, 'yes, everything we do is subjective'. It has to look consistent from a corporate point of view. So there is probably not a great deal of enthusiasm there to accept that it is a process that is managed by people, and people are people. So if you're the government's statutory advisor you're trying to be by the book and consistent.

Interviewer: Yes, definitely. So basically, I'd like to think about the role of different lists in heritage management going forward. So, again, statutory, local and conservation areas perhaps this time. Let's start with local listing, where do you see that going in the future?

[00.38.58]

Participant:

Where would I see it going? Which is a different question from where would I like to see it going. The answer to where I would like to see it going is, like I said before, I think it's a tool to engage and I'd like to see it used as a tool to engage in conversations about what is important. I think in terms of the realities of where the lists are going, because there is less resource around and because it is probably more important to prioritise, I suspect that actually all of the lists, with the exception of the HER because the HER is more of a record rather than a tool you would use necessarily to prioritise perhaps, but I think it might become more about finding a way to accept that some things might be lost. So being able to say, 'well there are a hundred of these things, whatever they might be. Can we agree which are the 10 we think are really worth saving? And by doing that, are we expecting that the other 90 might not be saveable?' So the whole pressure on prioritisation I think will, there will be some interaction between that and designation in the sense that the stuff that doesn't get designated potentially will be under pressure. But I think even just the scrutiny of... if you accept that you're going to have to lose stuff, does that change how you go about designation? Do you become more selective in the first place? Does it raise the bar or not? I'm not sure I know the answer to that. But I think it's a question that [inaudible 40:45] become more prevalent.

I think actually also, the business of modern buildings, modern places. Those twentieth-century stuff. The rolling thirty year thing that we have has never felt to me like the right mechanism. And the Twentieth Century Society will tell you repeatedly that it doesn't work as personal preference and everything else can get in the way depending on who the minister is and all the rest of that. So I think there is still questions around late twentieth century or just twentieth century full stop. And whether actually any of the listing regimes properly deal with stuff that is new.

[00.41.45]

And I think there is also tensions too maybe that might arise for what I might call 'difficult buildings'. Nuclear power stations. Which I know is something that trouble certain corners of Historic England quite

notably in that architecturally and because there actually only are a few of them fullstop. Therefore if you decide that they are an important part of the heritage of the country, what the heck do you do with something like that? So I think there are some quite challenging questions coming up. What do we do about designating modern infrastructure? Victorian railway bridges are one thing, but what about Would you ever get to a point where you would consider listing the M25? Or M1, because it was the first motorway?

[00.42.50]

Interviewer: I had a bit of a sense, this is my personal opinion, that conservation areas started to receive less attention, around the time that Conservation Area Consent was abolished, and I know it was duplication. It moved into planning permission so that's fine, but about that same sort of time I started to feel like they had decreased importance. But as I've done the focus groups, I've found that locally, both for the civic societies and local authorities, conservation areas are still seen like a really valued tool.

[00.43.32]

Participant: I think interest in Conservation Areas is on the rise again. And that is a lot to do with the activities of Civic Voice. So I think that you make a good point that actually they're having a sort of resurgence but in a different way. It's not, I don't think, particularly to do with designation or even legislation. It's a more holistic thing now. So it's gone beyond just a designation and a way of, well Conservation Areas were really about managing change on an area based level. I think it's probably tied in to things like place-making and regeneration policy rather than designation legislation. So they're kind of evolving and I think that must be that... something to watch because I think that will continue. Civic Voice clearly have decided that's their thing. Possibly quite

rightly so actually. And it does seem sensible because if there's a lot of government agendas that are about place then talking about areas, it seems a good fit. Then of course you layer on top of that the recent HE work on Heritage Action Zones, £40 million [inaudible] in the budget this year: those two things go hand in hand.

[00.45.08]

Interviewer: One last big question from me.

Participant: If it's a difficult one, I may refuse to answer it.

Interviewer: [laughs] How well do you think current legislation, policy and guidance work together?

[00.45.24]

Participant: How do the legislation and guidance work together. There's a diagram that I used to use when I did the [organisation] lecture on conservation legislation. I actually didn't start the diagram. I updated it. I inherited it. But it basically plotted from the 1990s, from the Planning Act, through to at that point, the present day, legislation, and then there was a layer of policy and guidance. It was three layers from memory plotted over time. And what it basically shows is that in 1990 things were quite stable. They had the Planning Act and then we ended up with PPG 15. Actually what has changed in recent years is the frequency in which guidance is added to, changed, updated or whatever so the graph as shown through time towards the modern era – modern era in relative terms – gets really busy. That I think is quite telling because I think a lot of people now are just a bit confused. Most people just want simplicity. I think because things have changed a lot

no-one's quite as certain as they were. When does guidance become policy? When is policy guidance? When is it advisory; when is it statutory? And I got to the point a few years ago now where I just said, 'well actually, the only thing that is the real core statutory bit is the Planning Act'. If it's in the Planning Act, that is the bit you can go back to and it's secure and stable. The other stuff is kind of, not inconsequential but the core of it is [inaudible 47:30]. If in doubt, go back to the Act. The NPPF, people have got their heads around that but then, I confess that the stuff that Historic England produces, which is guidance, I've no idea what status that actually has. I wouldn't like to be a planning inspector. Given the amount of cases [inaudible 47:57] that comes out of that. Contradictory stuff. There is a struggle there. But then all of this stuff is in the realms of the professional. If you were a home owner or a client again, you're not going to engage with any of that. So I suspect that we're generating an awful lot of extra work for ourselves by trying to negotiate the great soup of guidance and policy. Does it help? I don't know. I'm just very aware that when I lecture on this topic, what used to be quite easy to explain is no longer easy to explain. So that seems quite telling. And if I got to the point when I was lecturing of saying, 'actually folks, I just decided that [inaudible 48:50] I go back to the Act and the principles of selection and that's about it.'

[00.48:57]

Interviewer: [inaudible] big grid because I teach heritage protection, which used to be legislation and policy.

Participant: You've probably got the same diagram then.

Interviewer: I don't have a diagram that goes through time. It's just a current one of different heritage consents along the top and then...

Participant: If I've got it, I'll dig you out the slide. It'll be three years out of date because I would have last given the lecture when I left [organisation]. But I'll dig you it out because it's quite a nice way to show it. It's possibly not super accurate but it gives a sense. I'll dig it out. The credit I think might have originally might have been Matthew Slocombe maybe. I just updated it.

[00.49.44] But I don't think it's clear is the short answer. And do they work well together? Yes in the sense that actually there's not a problem particularly. [inaudible 00.49.57] problems. Its interesting you mention planning. I think where things get more difficult is actually planning because then it's planning that gets you into all the important stuff about sight lines and setting and stuff like [inaudible 50:16] weighing up public benefit in some cases for why is this scheme as a whole allowed. Historic buildings stuff is probably more straightforward. It's just the very fact that you have people writing planning blogs every week where they try and demystify the process suggests that it's unhelpfully complicated.

[00.50.41]

Interviewer: Do you have any [inaudible 00.50.50] relate in any way to the values questions that are around? Different values being in legislation, policy and guidance.

Participant: We did comment, we 'HLF' did comment on Conservation Principles draft guidance which appeared. Was that this year or was that last year?

Interviewer: [inaudible]

[00.51.05]

Participant: It felt like quite a while ago. That was interesting for lots of reasons. It was interesting just because it... you sort of think that the whole discussion about values had settled and then that proved that actually it absolutely hasn't at all. It's an interesting thing because it's a very academic conversation about values that's very interesting and trying to codify it kind of makes sense, but does that really make any difference to what actually happens on the ground in terms of saving a building? I rather doubt it. So that discussion of values has always felt quite an academic thing to me and people who like huddling around tables always arguing about it, I don't see how that has actually any bearing on projects that say, HLF funds. We haven't funded something because someone's made an eloquent case about the aesthetic value versus the community value. People don't talk to us in that language. [inaudible 00.52.17] talk to us in that language and I wouldn't encourage them to. I would just encourage them to say tell us in your words why this thing is important. An academic could look at that paragraph that they write and pick it apart and say, 'oh they've identified some aesthetic stuff here, some whatever over here.' Fine, whatever. But day to day, it's what makes it a bit elitist I think. It's a slightly nerdy thing. I'm not dismissing it as unimportant. We do need to understand what it is that makes people value stuff. But actually just to help those of us who try to elicit this from people who own their heritage. We use that to help have those conversations [inaudible 00.53.00]

I started to lose the thread of that towards the end of that sentence, apologies.

[00.53.13]

Interviewer: It's alright. I think I know what you mean. Ok, so, you might have been asked this question before at Historic England things. I don't if you've ever been to a session where it's like Room 101, if you could bin one part of the planning system or the heritage protection system, what would it be? Now, I've asked it a bit more broadly, so you don't have to bin something but you could also... what one change would you make in the next ten years?

Participant: What one change, let me think.

Interviewer: So you could add something. Or you could bin something.

Participant: I'm trying to do that thing where you clear your head and just let the first thing that comes out, you know the first thing that pings back in. And the thing that pinged back in when I'd just emptied my head was language.

Interviewer: Oh ok

[00.54.10]

Participant: If I could get through the rest of my working life without the word significance turning up in it ever again, I actually would be quite happy. Now that's not because I don't like the idea of cultural significance in a Burra charter kind of a way. What annoys me is that it's caused so much difficulty and people get so hung up about it. Tails wagging and dogs comes to mind. It's not the language that people on the street use. Like I had a brilliant argument in writing the new guidance for the HLF because I don't use the word significance, I put

value and that did upset people in Historic England. [laughs] and elsewhere. Other statutory agencies are available

[00.55.03]

Interviewer: [laughs]

Participant: Because we professionals are so used to having to deal with it in the planning system that we forget that other people do not know what we all know when we use the word significance.

Interviewer: Yes

Participant: So language definitely is the thing. Can we get to a point where we can talk about all this stuff in language that everyone will understand. And maybe that goes as far as dealing with this whole Grade I, Grade II*, Grade II. Why do we have a system where we have to explain to people? Why can't we have a system where it's just obvious. And the fact that you get people being nerdy about how you put the two – a Roman numerals two or...

I'm not going to have a rant, it's fine. Language.

[00.55.56]

Interviewer: Language then.

Participant: Sort language out. Get it into plain English. Decide what we genuinely mean by some of the words and stand to it. There you go.

Interviewer: Great, thanks.

Participant: Didn't know I was going to come up with that! That surprised me. No it didn't, it didn't surprise me once I found I'd had the thought. And that's partly because I've spent the last two or three months wrestling with language. Because the HLF puts you in an interesting position of being a professional in a world where actually most of the people you're dealing with are not professionals.

Interviewer: Yes

[00.56.32]

Participant: So I've found myself being slightly in the role of interpreter and then I get frustrated because I think I shouldn't need to be in the role of interpreter. As I mentioned we should be able to make ourselves understood.

Interviewer: Yes. That's cool. That's something that no-one has said.

Participant: I like being unique. I like that, that's made my day.

[00.56.52 laughter]

Interviewer: So at this point, I normally say I've left a few minutes for anything you want to discuss, but actually we are just over.

Participant: I should have warned you. I can just keep talking. Sorry.

Interviewer: No, that's alright. It's because we started with a chat as well isn't it. Is there anything you feel we should have discussed? Anything you expected to come up that I haven't mentioned or anything that you think I should be aware of?

Participant: Nothing particularly pinging into my head right now. What will happen of course is that probably about Westminster-ish on the tube I will think of something. If you don't mind me, if I do happen to have another random thought, chucking into an email and aiming it at you, then I'll do that.

Interviewer: Please do.

Participant: But I wondered if you might, just for interest, like to see the – they're not in the public domain yet in that they're not on the new website but they will be soon – but I can let you see the new guidance that I've written on conservation management plans and understanding value just because I think it will give you a better understanding of the [inaudible] I've had to do.

I will encourage you, once the new HLF website is up and running, to have a look at some of the other stuff I've commissioned to support that conservation planning stuff because it's a bit to do with things like value and public participation and you can observe how little perhaps things like designation come into it.

[00.58.19]

Interviewer: Yes, that would be great. Definitely really interested in the Understanding Value. Yes, that would be good.

Participant: I've been much lobbied by Kate Clark. I'm not entirely sure that she's happy that I've done all that she thought I should do but she lobbied quite hard on the business of how we talk about value.

Interviewer: Yeah. Cool. Great.

Participant: That was fun.

Interviewer: Thank you very much for doing that.

END AUDIO

Interview 030

File: 190218_0029

Interview date: 18th February 2019

START AUDIO

Interviewer: Is it alright if I just pop this on now?

[0:01:07]

Participant: There we are. [All done].

Interviewer: Excellent. Thank you very much.

Participant: I don't know how much you know about my background but, as you can see, most of my working career – a large part of it – was at [place]

Interviewer: Right. Okay.

Participant: My working life was very much London-centric local authority based.

Interviewer: That's great. Thank you. My first question will help cover that as well.

Participant: Right. Okay.

Interviewer: Shall I start by giving you a bit of background information-?

Participant: Yes. I was going to-

Interviewer: On my PhD?

Participant: That would be useful. Then I know. I can put it into context, yes.

Interviewer: I don't know if you've come across Matthew Saunders who is doing a piece of research as well.

Participant: Oh.

Interviewer: On listings [for Historic England 0:01:58].

Participant: Yes. I have seen that just very broadly because it's come through the IHBC. [anonymised].

Interviewer: Yes.

Participant: So, yes, I know he's doing it and he's being referred on to various colleagues of mine to help him.

Interviewer: Yes.

Participant: So this is linked to you, or is it two separate-?

Interviewer: It's not really. It's just that a lot of people seem to have come across one or the other and are wondering how they are, sort of, connected. Mine is one of the collaborative PhDs, so it's Historic England and the University of York. I think it came about partly on the back of the idea that the legislation is remaining the same so, in practice, how is that working for us and what are we going to do in the future? What is the work-around? How is that working out?

Participant: Right.

Interviewer: I think where the research stemmed from... The short title, to start off with, is 'Beyond the List'. Unlike Matthew's research, the list looks at not just the NH list but a much wider spectrum of heritage listings. The long title is 'Beyond the List: A Critical Examination of the Development and Impact of Statutory and Non-Statutory Heritage Lists on the National Management of Heritage in England'.

Participant: Right. Okay. I've got that.

Interviewer: The key bit, really, is that it could potentially be quite a historiographical look at how lists have developed but I'm focusing more on the forward-facing aspect: Where are we going to go with heritage lists in the future – statutory and non-statutory – obviously National Heritage Lists for England in all of its component parts.

Participant: Right.

Interviewer: Non-statutory has come to be defined in this project as local lists, HERs and conservation areas.

Participant: Okay. I was going to say are conservation areas not statutory?

Interviewer: Well, yes.

Participant: That's my first question. Anyway, alright that's just the way you've defined it.

Interviewer: Whichever one you want to put that in [but it is 0:04:18] one of those.

Participant: Yes.

Interviewer: Looking at the national perspective... To put the interviews in context, I've done five focus groups so far. There's meant to be a sixth one [in May 0:04:35], which have been in pairs around the country with either local stakeholders – mainly civic society members – and then heritage professionals in the same areas. Then I've developed the questions for the one-to-one interviews out of what came out of those focus groups. That's why the types of list are what they are.

Participant: Yes, okay.

Interviewer: That gives you the context.

Participant: Are you going out to people outside the sector at all, looking at building owners or others involved?

Interviewer: No, I'm not really.

Participant: Not on the day-to-day work side or things? It's more within the professional and voluntary sector?

Interviewer: And interests groups.

Participant: Okay. Yes.

Interviewer: Yes, so in the local stakeholders ones I've [gone in and 0:05:35] I've had civic society members and historic research groups, local interest groups, groups that a dealing with planning applications and groups who have been specifically formed around developing a local list.

Participant: Right.

Interviewer: Those kinds of groups. They were all people who had an interest to start of with, sure.

Participant: Okay.

Interviewer: Any questions on either any of the stuff that you read or-?

Participant: [Crosstalk 0:06:02]. Yes, I did have questions about the time tabling of it. When is the, sort of-?

Interviewer: I've done two years now.

Participant: Right. Okay. Good.

Interviewer: I've got one year left to do the writing of everything.

Participant: Yes.

Interviewer: I am considering at the moment how best to disseminate it to the sector in a digestible way that's not a thesis.

Participant: Yes.

Interviewer: I've already talked to SBAB about an article in their magazine. Heritage Alliance are happy to publicise it. Of course, an article in 'Context'-

Participant: Yes. I was just thinking when you said that, I thought, "Wow. 'Context' would be..." Yes, do keep in touch nearer the time and we can see. Although, there's a long lead-in time to 'Context' so the sooner you can get your slot, the better. Then you know about getting it and getting in. That sounds a very good way of getting this stuff across.

Interviewer: Yes. I'll be at the CifA conference this year. I might do something with CifA or IHBC the following year, when I've actually got more results.

Participant: I'm just trying to think where conference is next year. I think we're in Scotland next year.

Interviewer: Oh right, ok.

Participant: [anonymised]

Interviewer: Right. Okay.

Participant: Anyway, that's the order.

Interviewer: Or is it Brighton next year?

Participant: Is it the other way around? It might be Brighton next year.

Interviewer: I feel like I've seen Brighton advertised.

Participant: Maybe it is, actually. It might be Brighton next year. In which case, that would be ideal. Again, keep me in the loop on that. Book your place early because the [annual school 0:07:54]... I can't remember what the main theme is going to be, actually. Once it begins to get settled it settles very quickly. Then suddenly people are coming along and saying, "Well, I'd like to do something," and we're, "I'm sorry. We're all full up."

Interviewer: Yes. It's not a call-for-papers style, is it?

Participant: No. It's usually through internal discussions: "Here's the theme." Then it branches off into, "Okay, who do we want? Where are we going for all this stuff?" You won't see anything like a call for papers.

Interviewer: Yes.

Participant: By all means keep in touch with me and I'll keep you informed. In fact, I'm going to note that down anyway. 0:08:36].

Interviewer: I'm really keen to make sure it does get back to people in the sector in particular.

Participant: Yes. Right. So that's [scribbled]-

Interviewer: In a format that's not a thesis, because who wants to... who has got time to read a thesis as well?

Participant: I know.

Interviewer: Yes.

Participant: That's fine. Okay.

Interviewer: That would be great. Thank you. Okay. Any other questions?
Obviously, you can ask as we go along if you think you've got some.

Participant: I was going to ask you your background. I'm sure you've told me before. You're an archaeologist and then-?

Interviewer: Well, I started off in History of Art, actually. I started off in architectural history background.

Participant: Alright. Okay.

Interviewer: Then I did the MA at York with John Schofield, Cultural Heritage Management. I kind of moved into the Archaeology Department there. Then I went on to work for the Council for British Archaeology as their Listed Buildings Caseworker, which I think must have been where I was at a meeting, for some reason or another.

Participant: It could have been. Yes, I know we met at Waterhouse Square at one time. I wish I could remember exactly when it was.

Interviewer: Yes. It was probably somewhere where I might have been filling in for Mike Heyworth or something 0:09:53.

Participant: Yes, that could have been it. Well, okay-

Interviewer: Now I'm back at York University, in the Archaeology Department but with Gill Chitty.

Participant: Yes. Do send her my regards.

Interviewer: Yes, I've got them both. I've got the archaeology and the-

Participant: Yes, you've done the architectural and the archaeology.

Interviewer: Yes.

Participant: That's good. Thank you. Okay. That's fine. I'm happy to-

Interviewer: Right. I'll start firing some questions at you.

Participant: Yes. [Fire away 0:10:22]. By all means.

Interviewer: I wonder if you could briefly summarise some of the roles you've had in heritage, particularly the ones that you feel influence your perspective on things and the areas of the country they've covered.

Participant: Right. Okay. My main roles have been, first of all in my early career, as a Town Planner working for [location]. Then, while I was there, I moved into Conservation and got a post-graduate diploma in Conservation. I decided to specialise in that. I then, for the last, I would say nearly 25 years, I led the Conservation and Design Team at [location].

I was dealing with listed building casework but all the other things that local authorities do in terms of dealing with historic environments,

apart from archaeology, whether it be development in conservation areas, Article 4 directions, making applications for listing, the odd building preservation notice from time to time. All that side of things at [location]. It's very much London-based and all the local authority functions, I guess, involved with this [sort of 0:11:35] environment.

As I say, with the exception of archaeology, because, being in London, there's the Greater London Archaeological Advisory Service... There's always a reliance on them for the archaeological side of things.

I took early retirement from [location] just over five years ago. Since then, I've been working as a consultant, so advising different clients on Heritage. Some are private, some public but the same sort of thing. This time doing things like Heritage Statements for them or advising other local authorities on applications. I've done work for [organisation] and various others – [organisations]. I've been giving them advice, as well.

On top of that, I've been doing quite a lot of teaching and training for different organisations. That's where I've moved slightly sideways since I was working at [location]. Actually I might as well give you the whole CV. I've done a lot for the [organisation] as [job roles].. I'm involved, shall we say, country-wide, or four-nation-wide, in terms of the [organisation].

That's not quite, shall we say, as important as the stuff I've done earlier on in my career, I think in terms of in-depth knowledge; I've got more of an overview from the [organisation]. The other things I do is I'm on the [organisation role] buildings committee. I'm also on various design review panels for various boroughs. That's my spare time dealt with. Lots of things going on.

Interviewer: Yes. Okay, great. Thank you. Firstly, I'd like to ask quite a broad question which is, thinking about the function of heritage lists in identifying assets, what do you think of each of those that I've

mentioned? NHLE, local listings. Have you had less involvement with HERs?

0:13:47

Participant: You could say I'd had very little involvement with HERs. In fact, I wouldn't even call HER a type of listing. I see it as a curatorial function, perhaps. Obviously, again, my experience is very London-specific and the HER is part of London region Historic England... well, it was English Heritage, now Historic England.

Interviewer: Right.

Participant: My only dealings with them would have been on an individual basis in terms of sites. We have had odd training sessions and things where somebody from London HERs has come along to say about what they've got and what they do. Yes, I haven't really seen that as a designatory function. It's merely an information base, I guess.

Interviewer: Perhaps, if we focus on the NHLE, local listing and conservation areas?

Participant: Yes, I would know that side pretty well.

Interviewer: Firstly, I'm thinking how important do you feel each of those are?

Participant: I would think they are all important. I would put listed buildings and conservation areas on a par, really, as important in terms of protecting heritage. Local listing, if we make a hierarchy, would come just a little bit below that. It's important but a little bit below that.

In terms of listed buildings, first of all, and then special areas, I would say they are almost on a par. It's rather difficult to say. Yes, I think probably that's coming from the background where conservation areas sometimes can be undervalued by organisations and people. It needs something to be boosted in the world, I think.

Interviewer: Right. Okay.

Participant: I don't know whether it's right to mention at this time: I think there is public perception that conservation areas are a lot more important than the statutory powers that go with them actually are. This is just anecdotal but I keep getting people saying, "Well, it's in a conservation area. They couldn't have done that." You say, "Well, they might have been able to do that because it was permitted development and you need to have the Article 4 directions."

I think there's a perception that conservation areas involve a lot more statutory control than they actually do. It takes people like me to explain to people, "Well, it's not quite what you think." Yes, there's a perception issue there, I think-.

Interviewer: Yes, that's interesting.

Participant: In the wider world.

Interviewer: I've found in the focus groups the conservation areas to be quite highly valued by local people. I don't know if that's a perception-

Participant: I think that is right. You could say, just from people liking the value of their houses to be on it because they're in a conservation area. It's a lot

more than that. People really do recognise that places are special and they do have a value. Quite rightly they want to preserve or conserve them. That's probably another whole issue about degree of conservation or preservation that's appropriate for those areas.

Interviewer: Thinking about the content of the descriptions that you get with the statutory lists or the local lists, what do you think about those?

Participant: Let's start off with statutory lists. I mean, they have improved enormously in the last few years, simply because the approach has been taken now that if a new listing comes out it will skim it in some detail, will state something about the significance and value. I'm even quite okay with the separation of the parts of special interest and the parts not of special interest, which has been quite controversial even taking that approach. I'm relatively comfortable with that approach.

I can see there are issues because the listing process may have missed something that comes up later. That's always a danger but that's always a danger anyway, wherever you are. Generally, that's been a great improvement to actually do that. In, shall we say, times gone by, we would always be looking at it. We would be saying to people not, "Ignore the list description," but "It may be a full list description but, in most cases, it will be a few lines and all it is is an identifier." In each case you've got to assess what the significance and the importance of the building is when you get to it. The new listings do improve upon that a great deal, I think. I think that has been a change for the better.

Of course, the downside of it is that is very resource-heavy for Historic England to get on top of all that. Conservation areas as well.

Interviewer: Yes.

Participant: Yes, conservation areas is probably a bit trickier and a bit more difficult to handle. Obviously, the designation function lies with the local planning authority. The standards they apply might be, shall we say, variable, according to the authorities. That isn't necessarily a bad thing. What is an important conservation area in one area might actually seem less important in another.

I was working for a borough that had about 75% of its area in conservation areas. We were getting to the stage of, "Have we actually reached the stage of...? We can't have the whole borough a conservation area." Even some of the quality areas in our borough probably wouldn't necessarily have met our standards for a conservation area. In other areas, we'd have been seen as, "Ooo this is good... This is the nicest part of our town. We should designate." There is a case for being place-sensitive rather than just standard-criteria sensitive for conservation areas.

Interviewer: How do you feel about local listing in those terms?

Participant: That's one thing I didn't say earlier. All the time I was in Kensington and Chelsea, we never had a local list. That was mainly because most of the borough was conservation area. By dint of that, any buildings that were unlisted in the borough, 99% of them had some protection anyway because they were in the conservation areas. It was just sort of, "Well, we're not going to lose anything really by doing a separate survey and making that local list."

That was a very specific case. I can see elsewhere local listing is going to become very important because your few important buildings in an area may or may not be in a conservation area. If they are in a conservation area, it becomes less important because through your conservation area appraisals, and management plans, you identify

buildings of interest or less interest or not of interest, or neutral, or however you put it.

It's for those places where there isn't already [wide 0:21:48] conservation area designation. You've got odd buildings around the place that do need to be recognised. I think it's very valuable that they are. Having seen what quite a number of boroughs have done, it's very impressive. I think a lot of local lists were put together originally just by someone quickly driving around and going, "That, that, that and that one." It was probably somebody like me doing it from going around very quickly and putting them together.

I think now, with the very good advice from Historic England about, "If you're going to put a list together, you have to be fairly rigorous on how you do it. It can't just be for some spurious reasons or because somebody likes the building," local amenity groups have taken that up with vigour. Local authorities have as well.

Local lists have been a very good way of local authorities engaging with communities. In Hackney, I think, someone very good got a lot of people involved and sent them out. "Do your reporting." Then they have some way of assessing it all and prioritising and putting the list together that way. So, it's a very positive way of public engagement, actually, local listing. It also has some value at the end of the day in the planning process.

Interviewer: How do you feel about this variation you get with local lists? You mentioned it with conservation areas that you get similar with local lists.

Participant: I think the same thing applies. Some of my recent work, [I said 0:23:26] with the London Legacy Development Corporation, in Hackney Wick... I don't know whether you know Hackney Wick and that bit, beside the Olympic Park. It's a former industrial area, now

better known for being colonised by lots of artists. The building stock, shall we say, is not exactly of great architectural merit but there is a value to it in terms of a sort of cultural aspect but an industrial archaeological aspect to it as well.

Some of the buildings identified there – not by me, actually, I just came into this later on – you would look at and go, “I’m not sure about that.” Given the context, it was sort of worth it. I think my answer would be the same as with conservation areas. The value of a building in that place there might be a bit less than if it was over here but because it is there. It’s “Hold on to these things.”

That’s been a battle at Hackney Wick where there are massive amounts of redevelopment going on at the moment. Some of the buildings people look at and go, “Really? Is that important?” Actually, they are much more important than you might think, for all sorts of different reasons. If I give one example, it is a 1860s or ‘70s workshop or factory building. It was where the first synthetic plastic was made. Something completely out of the blue like that. There it was in amongst a lot of other industry, a lot of which has gone, residential that has gone actually, in wartime bombing and things which destroyed things. It becomes valuable just for that reason. There’s a rarity there. It’s something of the whole history of manufacturing that might have been missed otherwise.

Interviewer: Are there slightly different values underpinning the local list?

Participant: I think yes. I mean, boroughs doing it well will have set out their values to begin with. That probably is one of them, I don’t know – industrial, scientific, technological – however you want to dress it up. There are lots of significances, I think, that can be identified.

Interviewer: Yes. I've worked with Blackpool and Fylde. Fylde has got Lytham St Anne's in it.

Participant: Yes.

Interviewer: That kind of area. The same conservation officer worked with both of them to produce local lists. They ended up doing a multiplier criterion. Blackpool doesn't have that many listed buildings. If they had used the same criteria for both places, they were just saying that everything in Fylde would have been on the local list. It's a bit like your example with the conservation areas.

Participant: Yes.

Interviewer: So what they decided to do was put extra criteria. There had to be two of the criteria.

Participant: I see.

Interviewer: They were very aware there would be buildings in Blackpool on the local list that would never have made it onto the local list in Fylde and that there were building in Fylde that didn't make it on to the local list that would easily have been candidates in Blackpool. It's very localised.

Participant: It is. That's a great example of that, where you have to be sensitive to the area. Did that go down well with members of the public? Was it

accepted rather than people going, “Well, they’ve got that one locally listed. We haven’t got ours locally listed”? Did they accept that?

Interviewer: I don’t know how much they publicised the fact they were using different... It was probably just that in Blackpool they did it this way and then when they were working in Fylde, they did it another way.

Participant: Yes.

Interviewer: They were working with civic groups both times. Those civic groups definitely talk to each other.

Participant: Yes. There was acceptance of how it was done?

Interviewer: Yes.

Participant: That’s a good example, actually. I’ll remember that. You don’t mind if I take notes? I always learn things from these. Blackpool local lists.

Interviewer: What happened was that the conservation officer in Blackpool did the local list first and then Fylde Civic Society went, “That’s good. We’d like one of those.” When it came to a point where they had some money to actually help fund it, they then paid for a consultant, which happened to be the conservation officer from Blackpool, to help do their local list.

Participant: Yes. That will work very well then. That’s great.

Interviewer: I'll just move on slightly. I just wanted to ask you how you feel about changes that you've seen to managing heritage, in particular through lists, since about 2010, so more recent changes.

Participant: Right. I mean, the big, obvious change is the inclusion of significance, which, as far as I remember, before conservation principles, wouldn't have had much of a role at all. That has been very significant in itself. In fact, that is the most significant thing in terms of analysis and any work either in designating or in considering proposals for buildings. Yes, significance has become the major issue.

I don't know whether this is the place to mention it but recognised not only through Historic England Conservation Principles, but the BS7913 Conservation of Historic Buildings. I think that's its title. It's sort of recognised in the work of Historic England particularly but also in the BS as well. We've got something quite fundamental underlying control and designation that has made us look at things differently, rather than a rule book of what you can do and what you can't do.

That's been quite a fundamental change to analyse the significance first and then decide whether this is going to be acceptable or not acceptable in terms of the degree of intervention.

Interviewer: That's interesting. A lot of people mentioned Conservation Principles but not necessarily the British Standard. How do you feel that one is-?

Participant: I can tell you exactly why that is. It's because if you look on British Standard's website and want to purchase it – and the document is about 60 pages long – it costs you about £180. IHBC offer a discount on it because we've done some deal with them but it still costs you £120. I shouldn't say this in an interview. People get it not legally. I could not

possibly recommend that people do it, however it is out there and practices can buy it and other people can use it.

It tends to get ignored simply for that reason. [It's somebody going 0:30:40], "What? That's an expensive document. What's that there for?" So it's frustration with government, shall we say, in having British Standards that's not at an affordable price.

Are you going to interview anybody about the BS? A chap called John Edwards was the principle author of it.

Interviewer: Okay.

Participant: He will tell you a lot more than I can about it. The valuable thing about the BS is it has a list of significances in the appendix or half-way through. I can't remember now. It actually widens that idea of significance further than just the four values that Conservation Principles has and puts it into a more, "Yes, I recognise what this is all about." It will have all this technological, scientific and other values that might not necessarily be so obvious just from looking at Conservation Principles. There you are. That's my plug for BS7913. (Laughter)]

Interviewer: Okay. So that's the biggest change. Any others that spring to mind to you?

Participant: I think the Guidance on Local Listing came out post 2010, did it?

Interviewer: Certainly the revision, yes.

Participant: Yes, so it might have been in another guise before. That's become a bit better, in terms of being more rigorous in terms of the way it's being applied. Conservation areas – I don't think it's been-

Interviewer: Some specific examples – I sort of explained things with the focus groups.

Participant: Yes.

Interviewer: Three things that I picked out were Enriching the List.

32.44

Participant: Yes.

Interviewer: The Enterprise and Regulatory Reform Act.

Participant: Yes.

Interviewer: I explained the exclusion provisions, specifically. Then I showed them the selection guides which had kind of been completed [in that era 0:32:59].

Participant: Yes.

Interviewer: I introduced those to them [and sought their feedback].

Participant: Yes. That's probably the things I wasn't necessarily thinking of. I was trying to think whether the ERRA is really... It seems quite radical in a way but it hasn't really added on a huge amount. The things like the class consents and things like that are going to be so narrowly used that it probably doesn't make a lot of difference.

I do lectures and the ERRA is part of it. I'm just trying to go through my list. Heritage partnerships agreements – that just made use of what was there before. Class Consents. Certificates of Lawfulness – it's just tidying up things really. Conservation Area Consent combining with planning permission is very sensible because that just clears away bits of unnecessary duplication. Certificates of Immunity. Yes, it didn't really add a huge amount. It was just bits and pieces, I think.

I'm just trying to think [whether, with 0:34:12] with conservation areas there has been anything particularly fundamental or significant that's happened since then. No, not that I can think of. I'm trying to think whether either through Historic England or local authorities their attitudes are different but I'm not sure they really are. No. Tell me if you think there are changes in there.

Interviewer: No. I don't necessarily think there are any with conservation areas. One perception I did have when I was in practice and around that time, where the Conservation Area Consent was moved into Planning Permission... I don't think it had anything to do with this but I had a sense that maybe it seemed it was less favoured for conservation areas. Then, as I said, when I was doing the research, I found they were variable by local authorities and by local people. I think maybe I wonder if their role might have changed from making new conservation area designations towards more managing conservation areas that we've got, perhaps.

Participant: Actually, I think you are probably right. It's probably not at saturation point but maybe yes, we have reached a point where the majority of areas that are going to be conservation areas have been designated. You have made me think, actually, what has probably changed is the amount of local authority resource being able to be put into conservation areas. It's not a matter of things significantly changing but, obviously, a thing that IHBC is particularly concerned about is the reduction in the numbers of local authority conservation officers. At the same time, the lack of money being put into either new appraisals or updating appraisals or management plans and just keeping them up to date. That definitely has been something.

At the same time as we've said they are valued by members of the public that maybe hasn't been reflected by the resources that local authorities can put in, just for the old reasons of their lack of resources to put [money 0:36:30] into it.

Interviewer: Yes. I think now it would be a good point to think of the role of these different lists in heritage management for the future. Going again for the NHLE, local lists and conservation areas – you can take whichever one you like first – where do you see its role in the future?

Participant: Are you asking should there be a change where I would like it to be? I think in terms of listed buildings, I think we've probably still to come to a balance between significance and fabric and getting to grips with that as a concept. It all sounds very nice but actually when it comes down to it, it becomes quite difficult and messy. I think we're probably in a period of change at the moment where things probably need to settle down.

I ask these questions when I do lectures and things. "Where's the balance between different significances going to lie? If the significance is a very cultural one, because if Winston Churchill lived there, what

does that mean in terms of how much alteration to the building there is?” That, I think, we probably haven’t quite got to grips with. Yes, perhaps pushing that back to Historic England in terms of more advice.

I know Historic England are working on advice on Heritage Statements at the moment. I think that probably the key to it is how they are used and abused, or hopefully not abused, in future and how that is dealt with in terms of the staff or professional people dealing with them as well. You’ll know there are all these debates going on about use of accredited professionals and things like that. I think that’s something, again, that will be flushed out over the next year or two.

I’m not particularly, if you want my personal view, in favour of it. I think there are too many conflicts of interest for having accredited professionals doing heritage things or having minor works just to prove, just because they’ve got IHBC or something similar after their name. I think it’s a difficult path to go down. In a way, it’s similar to what’s happening in building control, which has not always been successful.

So, yes, I think the issues that will probably come out in the new few years will be use of Heritage Statements, advice on how they are used and about how they are embedded into the system and how important they are.

Interviewer: Drawing on your point about the balance between significance and fabric, have you any thoughts about intangible heritage?

Participant: Yes, that is the nub of it, in a way. Have I got any? I’ll sound like a politician, “There are no easy answers to that.” There certainly aren’t. Yes, it’s where a lot of people do struggle over the concept of significance because a lot, I suppose, is to do with culture and people, really. Then, how do you marry that up with how a building might be altered or not?

I'll give you an example, where we took a very, very liberal approach to it. I mentioned Winston Churchill. That was just by chance. He occupied a house in Hyde Park Gate. Now, did he live there or did he just hold Cabinet meetings there? It was an unlisted building in a conservation area. No, it was listed because of that Winston Churchill connection. There were Cabinet meetings held there during the wars. There were various important things going on. It was significant. He might have lived there at the same time. That was it, basically.

The rest of the building was just a Victorian building in the conservation area but nothing special otherwise. There was the issue about protecting the interior. What was special about it? No sign of what went on during World War II because they were just using a house that was there ___[0:41:22]. We were very liberal about what could go on in the house, as long as it wasn't taking it and gutting it completely.

It was sort of, "Yes, well it remains as a house. Its significance was that that happened there." As there was no physical record of what was there, how far do we go? I think there's a degree of pragmatism in terms of how much cultural significance will affect the fabric of the building, you know?

Interviewer: Would you still think listing is a good tool?

Participant: I mean, that's a good point. Actually, there's a house near where I live, was unlisted, not in a conservation area, has a blue plaque. It was the poet Stevie Smith who lived in Palmers Green in North London. I look at that building. I pass it. She lived in it. It was just a very typical Edwardian terraced house that she lived in, it must have been soon after it was built. She came there as a young girl and lived there until virtually the end of her life. She was there for a long, long period.

As I say, it's unlisted in a conservation area. It has a blue plaque. Subsequently it must have been converted into two flats. It now has a satellite dish on the front and a big dormer window at the front. I think, "That doesn't quite reflect it as she was there. Maybe a bit more protection actually might be worth it in that case." I don't think anybody has thought about it. That's London Borough of Enfield and I don't even know whether it's on the local list or not. I haven't checked. I've just walked past it a number of times and thought, "Yes..."

Interviewer: That's interesting.

Participant: Yes, it is that thing – that association with people sometimes where it is [that difficult 0:43:18]. I don't think I've got an easy answer for that.

Interviewer: I don't think anyone has.

Participant: That one is a sort of, "Oh well, yes." You could see that awful front doors could have been put in it and things. You think, "Would it have looked quite nice if it was just that Edwardian house that she lived in right up until..."? When did she die? It was like 1970s or something. Yes, that's probably it. It's survived all that time and it would be better if it was better preserved. I look forward to your conclusions on that, on whether there's something good coming out of it.

Interviewer: At the beginning of the project I was kind of like, "Well, the statutory list, the NHLE, doesn't really deal with intangible heritage so I will try and not deal with that." As I've gone along, I've realised it's not possible.

44.00

Participant: No. Yes, it's somehow grasping that. Yes, there are lists of significances and how do we deal with it? It's a great one to work on. I don't envy you having to come up with some sort of realistic conclusions.

Interviewer: I'm certainly not going to invent a system for it.

Participant: No.

Interviewer: There might be some international comparisons to make [in some form 0:44:33].

Participant: Yes. Maybe there is something to come out of it. How do we deal with those aspects?

Interviewer: Okay. What about local lists in the future? How do you see those?

Participant: I think the big issue around local lists... I think it is quite tricky, actually. It's the idea of non-designated heritage assets, which may not be on the local list. I think a local list is fairly straightforward. It might cause some building owners to be not so happy with it. At least they can see why it's there and what it's about and that's understood. The non-designated heritage asset that might be identified that's some time during the planning process...

I do quite a lot of lectures to architects on our RIBA conservation course and I mention that. They look with horror. "You mean a conservation officer or somebody from Historic England or a local amenity society [0:45:42] might come along and go, 'That's in important building. We've never really noticed it was there?'" It was

tucked away on some estate or other, in some area that nobody really had access to before. It's suddenly identified as being a non-designated heritage asset.

That puts them into a panic. I think it shouldn't necessarily do that. If they are doing their job, they will have alerted their client right at the beginning of a project. "We've come across this little early 19th century cottage on the estate that nobody knew about. It might actually be sort of important. Maybe, maybe not." It's recognising that. I think there maybe has to be more work done on that.

The local lists themselves, I think if they are done properly, work quite well or should work quite well but then it's the other non-designated... I can see why, if you are a property owner or a developer or something, it can cause you a great deal of panic when somebody suddenly throws some spanner in the works that you didn't know about.

Interviewer: The time-

Participant: I'll tell you something.

Interviewer: Go on.

Participant: Do you want to stop?

Interviewer: Do you want me to pause?

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START AUDIO

Interviewer: There we go.

Participant: Right, okay, let's get going. Keep on with your questions.

Interviewer: Okay, the last one for the role in the future is conservation areas.

Participant: Conservation areas. I think it's going back to the point I was making before about the lack of resources that local authorities are able to devote to conservation areas. I think they're being probably less appreciated... Well, no, not by members of the public. Members of the public do appreciate them.

But in terms of the pressures, I think, for development will get more. Particularly with the pressures on housing and government policy on housing. So they'll become squeezed, and there'll be a pressure for more development in the conservation areas, and the setting of the conservation areas.

I think setting, in a more look outside London. In fact, outside and inside London. That pressure on the setting of conservation areas is going to become more and more intense.

Tall buildings in London are beginning to crowd out, particularly in suburban areas. The idea of suburbia and what it is, and what its character is, is being swamped rather. Not necessarily by development in those areas, but just in the immediate surroundings of that are all beginning to hit on them, I think, in one way or another. So yes, I think that's probably what's likely to happen.

And I guess more with either relaxation of permitted development rights, that will be town centres as well, that's the other big thing. Yes,

looking at very immediate things as the allowing of changes of use from non-residential to residential in town centre conservation areas is all going to have an effect.

And I think if it's uncontrolled, it could really be a disaster for conservation areas. So that's where the pressures are, yes. So it probably needs some very strong local authority and local amenity society responses to that to try and keep a check on that, so it's a lot.

I heard some weasel words on the radio this morning from somebody. I don't know who he was representing, but it was, "Oh, well, yes, we'll be making town centres more vibrant, because there'll be more residential there." But they won't be really more vibrant, and particularly if they're commercial, because that's why they're vibrant in the first place.

So yes, I think that hasn't been well thought out in terms of government policy. I think that's a real danger for the future.

Interviewer: So in responding to those kind of pressures, do you think that's using the conservation area tools?

Participant: I mean, that should be a way of doing it. But, of course, if the legislation changes, that's the difficult part of it. So there is a sort of campaigning role in there as well. Yes, if the legislation changes, there's a limit to how much you can do within the existing legislation to deal with change, I think.

And it's that change quite often concerned with use, rather than built form, that's actually important. I think that's not always recognised. And probably, with the way things are going at the moment, will become more and more of an issue. It's that idea of that thing of character, rather than just appearance, is going to become, yes, much more of an issue.

Interviewer: Okay, thank you. I think I've got one last big question, which is how well do you think current legislation, policy, and guidance work together?

Participant: That is a good question. I think, and we're probably going back to what I've said previously, there is a big problem of the disconnect between significance and what the legislation actually says. And this probably won't be the first time you've heard this.

But yes, dealing with significance and having methods of dealing with significance is fine. But at the end of the day, the tests that are in the 1990 act are the special architectural or historic interest of listed buildings. And then with conservation areas it's the, again, special architectural or historic interest and character or appearance of which one has to preserve or enhance.

In fact, I do lectures on this. It's that the difficulty for practitioners, professionals, is that you've got to cover all bases. And where it comes to the fore is actually on appeals. It's that you can't just say, "Oh, we'll dump the significance and that's alright."

At the end of the day, you have to demonstrate either that something, we'll say for conservation areas, it does preserve or enhance or it doesn't, or the special character of the listed building is being preserved or not. So it makes for a bit of a difficult way, and there's no easy answer to doing that.

I went to a seminar the other day, a local one, and we had an inspector from ___[0:05:42] who was talking about various heritage issues. And she just said, "Yes, that's right, cover all bases." There wasn't a simple...

Until the legislation and significance are meshed together in tandem, then we're always going to have that. And I think that is, yes, a

difficulty that we've all got to face with Brexit, obviously. The chances of that legislation coming along any time soon are pretty remote. But it remains, yes, something that we've got to...

That, I think, is the biggest disconnect. Though pressure, I think, just through the NPPF. And the shifting balance, I think, between development and conserving is also a problem as well. I think that's going to become...

I mean, understandably there's priority for new housing. But it's going to be, again, it's getting that balance right between that pressure for new development and keeping what's important. It's going to become much more of an issue, or is an issue at the present time, actually, I think.

Interviewer: So on the disconnect, is that, do you think, mainly about the terms we're using for values? Is that what you're thinking of [Crosstalk 0:07:11]?

Participant: Yes, I mean, it's the using significance as the analytical tool, should I say, and that disconnect with what the legislation actually says. You can weave it in together, but it's not quite as straightforward as it ought to be. You're talking two different things.

And it probably goes back to what we've been saying before about you're asking about intangible. It's, yes, how does that come into... In conservation areas, character is the intangible bit, I suppose. But how do you keep that in and translate that into alterations and built fabrics?

Interviewer: Great, thank you. I'm just going to ask you one more. It's a bit of a broad question. So I was at a Historic England event and they said, it's like Room 101, "If you have been any part of the heritage or planning system, what would you bin?"

I wanted to ask you a bit more broadly though. You don't have to bin something, you can add something if you wish. So if there was one change that you were going to be able to make in the next ten years, what would it be?

Participant:

I'll tell you a thing. This is very much a hobby horse of mine. The thing I would change would be, and it's going back to what I was saying about conservation areas and people thinking there was a lot more powers than there is.

I would make sure that the powers enshrined within conservation areas meant that you restricted all permitted development, and you didn't need Article 4 directions.

If you've ever worked for a local authority and have to do Article 4 directions, it's an absolute pain, really. You're thinking, "Why do I need to be doing all this stuff?" And you need to be very specific about what you're protecting and why.

And it's like the government has laid on this layer upon layer of stuff to do, rather than just saying, "Okay, you're in a conservation area, you don't have permitted development rights."

Everyone would know where we stood. There wouldn't be all this confusion about different areas, and why you can paint your front door in that area, and you can't paint the front door in that area, or if you're applying for planning permission.

So yes, that would be my thing, would be strip away all that part of it, yes. It would make life a whole lot easier. Everybody out there would understand. Everybody outside of local authority would understand, and it would settle down to a much easier system.

Interviewer:

So how do you feel about Article 4s and local lists?

Participant: How do you mean? I mean, as two separate issues or using Article 4s?

Interviewer: Yes.

Participant: Yes, that is a good use, I have to say. A good use of Article 4s is to protect a locally listed building. I mean, again, that would be another one to... I could weed that out at the same time. But by local listing, you've got a degree of protection there that's well understood without having to do an alteration. That, again, is so much easier for the local authority to do.

Oh, my other one, have you read the latest Historic England web chat on building preservation notices?

Interviewer: No, I haven't read it.

Participant: Anyway, well, do have a look, because there's a contribution from me in it, in which I suggest that interim protection, as in Wales, would be the other good thing. Yes, this is openly wanting more control rather than less, but that would be a nice thing to...

Probably totally unrealistic at the present time, but it would be a nice thing to have in there, interim protection while the normal listing process is underway. Having seen first-hand examples of where it's gone wrong.

Interviewer: Yes, and that was in the draft Heritage Protection Bill, wasn't it?

Participant: Oh, was it? Yes, I was trying to remember. I couldn't remember whether it was in there.

Interviewer: And then Wales went ahead.

Participant: It probably was, and I know Wales... And I've looked, and I've gone, "Wow, that's great, Wales has done it. They're ahead of the game." Fantastic, yes.

Yes, I have spoken to colleagues at Historic England who go, "No, there's no chance we're going to get that," or, "It's easy for Wales. They don't have as many cases to deal with. It's more complicated here, resources."

Interviewer: It should be on the wish list.

Participant: Yes, that's right.

Interviewer: So it might be on the... Yes.

Participant: Put it in there, yes.

Interviewer: Excellent. Well, that is the last question from me. But just about left a few minutes if you feel there's anything we should have discussed but haven't? Anything you wanted to mention or you think I should be aware of?

Participant: No, I can't think of anything off hand. Am I allowed to get back to you in a few days with a quick email and just say, "I've just thought of something or other?"

Interviewer: Of course, yes, yes.

Participant: Yes, that would probably be best, but I think you've covered it well.

Interviewer: Yes, feel free to get back to me if you have a...

Participant: Actually, we didn't talk about registered parks and gardens.

Interviewer: No, we haven't.

Participant: Or scheduled ancient monuments. Scheduled ancient monuments, I must admit, I have relatively little direct involvement with. Parks and gardens, I think, are undervalued bits of the system.

It's a shame there isn't a bit more protection that goes along with them, but that's a tricky one as well. It's interrelated to planning. But yes, that'd be something I'd quite like to see more work on, I guess. Yes, that's just off the top of my head.

Interviewer: Yes, yes, no I've let those kinds of ones go as the conversation. Because in the focus groups, what I've found was that listed buildings and conservation area really come to the fore. Because that's what people know about, or as a conservation officer or planner, that was what they were dealing with so regularly. So those ones tend to have just come to the fore anyway.

Participant: Yes, it's the majority of things that are going on that people, yes, are going to relate to, yes, yes.

Interviewer: Yes, yes, so it's just how it's happened. Okay, great.

Participant: Good.

Interviewer: Thank you very much for that.

Participant: Okay, my pleasure.

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Interview 031

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START AUDIO

0:01:26

Interviewer: Okay. So this is one of the collaborative PhD's. Have you come across them before?

Participant: No.

Interviewer: So basically they're funded by the Arts and Humanities Research Council and their collaborations between heritage sector organisations and universities. So mine is Historic England and the University of York with Gill Chitty and John Schofield]. And then Joe Flatman has been supervising me up to now in Historic England.

So the title and- Well, the short form is 'Beyond the List', the longform is 'A Critical Examination of Development and Impacts of Statutory and Non-Statutory Heritage Lists on the National Management of Heritage in England'.

So the key aspects being, that it could have been something quite historiographical looking at the lists in the past but I've chosen to focus more on the impacts and look at recent impacts and how we might go forward with heritage protection through the lists in various sorts.

Those sorts being, the statutory NHLE in all of its component parts and locally managed lists so local lists, conservation areas and for the purposes of this project, those lists have also included historic environment records, the HERs.

0:02:54

So the parameters for our discussion today are basically that national and those local lists, if that's okay? Then, also in that title, you get that it's the national perspective that I'm looking at. It's limited to England for Historic England purposes, of course.

To put the interviews into context, I have run five out of six that I'm going to do, focus groups, in three case study areas in the country, with local stakeholders and then heritage professionals. So consultants, conservation officers, planners.

The local-

Participant: Those areas being?

Interviewer: So one was in Nottingham capturing Nottingham City and Newark and Sherwood and those areas. The other one was in Lancashire, Blackpool, Fylde and the Wyre. The third is in Kent. Focused around the rural areas, so Sevenoaks is the base to bring everyone together.

So trying to capture their geographic spread, also economic spread so that local authorities looking at this research might feel that their local authority fits. That there's the missing element there is probably the London borough.

Participant: Or metropolitan, yes. Is there any crossover or link between what you might call the development management activity? So would you or could you have also looked at, for example, where the most

development activity occurs, is going to be where quite often any heritage designation is going to be used very proactively? And I'm just wondering in terms of the places that you've chosen, to what extent is there much development activity.

Just say, for example, Westminster deals with 2,800 listed building applications a year. That swamps- I think something like 1/10th of the whole of the activity of Historic England. I know that's repeated in places like Bath and just various other cities that I can't remember.

I remember having to contact the cities that had the highest pay load in terms of listed building activity, for example, when we were looking at trying to lobby the government for listed building fees. So it was quite interesting because the spread that I got was from the equivalence of the Metropolitan area but it also went into slightly odd areas like Cotswolds District Council. That's got a very high number of listed buildings.

Also, quite a large number of applications, most of which may be domestic. People putting in kitchens and stuff like that. Nevertheless, they had- I'm just wondering in terms of the way... Well, I'll just leave it with you to think about.

Interviewer: Yes. So I mean, at the beginning of the project, one thing that we were aware of was when selecting those, not to select anomalies, basically. So Westminster and also York, for other reasons, and along some of the new infrastructure, were ruled out as potential further research, but not within the scope of this PhD. How would I find out which local- How many planning applications-

Participant: From your heritage-whatever-it's-called? What's it called? Heritage Works? The annual thing?

Interviewer: Oh, Heritage [Counts 0:06:57].

Participant: Yes, that will actually tell you the numbers. I don't know if it's- I haven't looked at the latest one but I always used to look at it every year. Just to see who's going to- Who's got more and who's got less. They also say, actually, told you something about the economic activity and robustness of an area as well.

That's where we used to get our comparative sources from.

Interviewer: I will check that and see if any of my case studies fit into it. Thank you.

So that's where the interviews fit. I've gone to the case studies and I've talked to mainly local and civic society groups for the stakeholders or people who were in groups that were dealing with a local list or commenting on planning applications.

So those- The professionals working at local level. Then, I'm doing interviews to try and capture a more national perspective.

Participant: Sorry, can I poke in a bit further? Which is that in looking at the civic societies, there's also- Civic societies, not all of them, were interested at the beginning. Some of them have changed but some of them have resisted doing neighbourhood plans. So I've certainly got experience in areas where the civic society, who are the natural repositories of longevity and understanding about how planning works and also knowing about their area, suddenly seemed to be superseded by this other slightly rival group who are drawing up a neighbourhood plan which, obviously, needed to actually understand and acknowledge the heritage in an area. I just wondered if in those civic societies, whether you've got any that have also got to the stage of looking at neighbourhood and adopting neighbourhood plans?

Interviewer: No, I haven't actually. The main interest with these local groups seems to be preparing local lists, lobbying for local lists or dealing with planning applications, really, in areas where they haven't got one at all. They haven't really been brought up in the focus groups. Either neighbourhood plans or a rival group with an overlapping interest. I have tried to expand in each area this sort of invitation to the focus group, so it's not just one civic society in the hopes of getting heritage interest groups from the region. I would pick up people who were interested in ___[0:09:40]. Yes. There's always so many places and so many different examples. Have you got any other questions on anything you've read?

Participant: No, not so far.

Interviewer: Of course, feel free to ask as we go along. So this is a set of questions basically that I've asked to a group of people, so none of them are aimed particularly up to you in that way. Feel free to come back to the questions and that kind of thing. Am I okay to start firing questions at you?

Participant: Please do.

Interviewer: Also, do have a Jaffa Cake if you fancy some morning sugar.

Participant: Thank you very much. Orange and chocolate is something I really can't stand.

Interviewer: Oh really?

Participant: I've never liked Jaffa Cakes.

Interviewer: Oh, that was a bad choice. (Laughter)

You've touched upon it already, but could you briefly summarise roles that you've had in heritage and particularly focusing on the ones that you think influenced your perspective and the areas of the country that they've covered?

Participant: Well, ha, right. Well, I've got a slightly odd educational background in that my first degree was sociology and then I did postgraduate Town Planning and then I did the long slog of the architecture part time. And then I did architectural conservation at the AA when they were running that course and then did the management qualification.

So my career started in the private sector doing kind of architecture before I was an architect, you know, architecture and a bit of planning and then at some stage I transferred into local government and remained there for the rest of my career.

So when I was in full time employment anyway, I worked in the private sector, I worked all over the country and when I was in local government, I worked exclusively in [location]. But because I was... Well, so in my career I started off as a generalist planner but because I was doing architecture part time, I very quickly morphed into being the person who would deal with things like urban design, conservation, historic buildings, et cetera.

So I began to move from being generalist, I suppose, to being a specialist. I've got to a stage in my career where I became a manager instead. So I managed a multidisciplinary team. But in doing that, because I had come up through the kind of design side of things, I was

always responsible wherever I was for kind of heritage management, conservation management and design management, et cetera.

So I had a team of people who, even though there might have been in multidisciplinary teams, also reported kind of directly to me on that score. I was very active while I was working in setting up the [organisation], which eventually became the [organisation].

I was also a trustee of a national amenity society, the [organisation] for many, many years. You're not allowed to do it nowadays according to the charity commission. I had to say I was involved for 22 years. I was also on the technical panel of the [organisation] as well as other things that are in the sense, heritage. I was always quite active among the planning but built form field and also landscape.

Because of involvement in those other things outside- working in the metropolitan area, I actually had a kind of what you might call an overview, a scan view because I would be being asked about issues relating to planning and heritage anywhere across the country, either for the Amenity Society or in terms of being the regional person for London. It meant that I met all the other regional people on the IHBC, you know, sort of looking at policy and training and applications and all that kind of stuff.

So that's my background.

Interviewer:

Great. Thank you. This first question is a very broad one. You may find it a little bit too broad with your experience, but thinking about particularly the function of heritage lists, to identify assets, what do you think of each of the three – the national heritage list for England, local listing and HERs?

Participant: Well as far as the national list concerned, obviously, it was set up when it was set up in, whenever it was, 1882 in terms of, - we're talking about schedule monuments as well as the national list aren't we?

And then the historic buildings lists has just being a notation that the building was important. And then later on the added bit about, actually, seeking and needing to seek consent and that model has kind of now worked its way through for, well... is it a century? I'm not sure? I can't quite remember.

We're counting conservation areas in this, are we? It's local. We're saying they're a local list although they have to be registered with HE.

Interviewer: Well, however you class them. They're basically, these ones are the ones that have come to the fore through the focus groups.

Participant: So going back to the national list. The national list is obviously extremely important for the culture and the benefit of the country. So it needs to be there and it needs to be done, prepared at a level which is, in a sense, beyond reproach which, I would have to say, I think in general terms with the numbers of challenges that there are now against listings, is a shame that the people who are drawing up the lists, including the Heseltine bit [0:16:04] have them, in a sense, privatized, but normally, they were people who had either worked at English Heritage or indeed were conservation-type architects.

So that expertise, it's important to authenticate and to be able to stand up to challenge. So, yes, there should be that framework and that framework, obviously, needs to be kept up to date in terms of people being able to access it in ways that now take on digital and the other mediums that people require to see them.

I'm very much a fan of conservation areas, very keen on conservation areas; Westminster, before my time, should have been the first

designated conservation area in the country but they held back because no one was clear whether we could designate without the GLC actually saying we could.

When I say 'we', my forebears who were very annoyed about it when I arrived at Westminster to have been beaten by Stanford who actually designated first but, otherwise, it would have been AG- WCC. But, I'm very keen on conservation areas but I think that the permitted development rights scenario that we have albeit that for Section 15, which is conservation areas, there are modifications to permitted developments, but nevertheless that in a very important case called Shimizu [0:17:38] have caused problems for conservation areas and there's that phrase 'death by a thousand cuts'.

That is continuing in terms of continuing the deregulation and the intentions of the government to try and allow people to build upwards, to the highest height, for example, in a street and all sorts of other nonsensical ideas that they've got. I think those are problems for conservation areas.

We now know that every single local authority in the country has at least one conservation area. I think they are better tools than local lists. I am not a fan of local lists. I think that they raise people's expectations about what legally you can do. I suppose Westminster- My experience at Westminster was, it was a very tough environment to work in. Everything you did was challengeable. Barristers around your neck the whole time.

So you needed to be absolutely certain of what you were doing, when you were drawing a line and saying, "No, you can't do this," or things that were preferable or things that you were encouraging.

A local list in Westminster would have had absolutely no value at all because the people would have said, "Is it listed or not?" "No, it's on the local list so what's the framework?" It's a general encouragement to do something. Well, that doesn't actually hold water when you've got very high property values and fairly tough people.

So of course, it requires you, therefore, to have proper conservation areas, you know, and, and a good spread of the conservation areas because most of the locally listed buildings are likely to be in conservation areas. So that's the other way of kind of covering it.

Now that of course doesn't necessarily assist you across the land where you've got much, I suppose, poorer environments and you've got buildings which, for nostalgic reasons, or for what other reasons, people have great attachment to. So I can see in other places that people feel they want to draw up a local list, but I just feel that it's a bit of a toothless thing. Nevertheless it can have other advantages, which is, you know, for people's value of their area and acknowledgement that other people share.

It's not just you that's interested in this pub on the corner that actually isn't going to be listed and is standing on its own in an area that's [a poverty of 0:20:15] environment. To a degree that government has tried to help by bringing this thing about assets of community value, which kind of sometimes happens to coincide with the value of what is seen as a building of some maybe architectural or historic merit in an area.

Again, the true test is that just because you have something on the assets of community value, it doesn't mean to say that you're going to be able protect it because it just gives you a breathing space during which time you're supposed to try and rent- raise the market value of the property if you're going to buy it as a community enterprise or something.

So there's one other area which I sort of do find a difficulty with and that is when you have buildings which are described as schedule monuments but there are equivalent buildings which are listed buildings.

I'll give you one example because I happen to be a trustee of the Old Royal Naval College and the Old Royal Naval College is two scheduled monuments. One above ground and one underneath the

ground. I've no objection to Greenwich Palace, which is under the ground being a scheduled monument. I find it quite difficult to know that the standing structures of Old Royal Naval College are a scheduled monument when I have dealt with buildings of equivalent architecture and activity within them, like the Banqueting House or Palace of Westminster; they're not scheduled monuments. They listed buildings.

If the activity that happens in them- schedule monuments, they're very... the way they're looked at is a very archaeological way. And what I've discovered since being a commissioner and on two of the committees here, HEAC and LAC is that there was actually an interesting dichotomy between officers who have been trained in the archaeological route and those that have been trained in architectural history, who often become the people who become the kind of development managers who deal with the alterations to the listed buildings.

I haven't quite, kind of, come to a conclusion on that, but I just find it very odd. Find it odd.

Interviewer: I find it very interesting as a student, as an Undergrad of art history, but basically architectural history and doing my MA and PhD within an archaeology department. So there's two very – the two different perspectives.

With the Old Royal Naval College, is that a case where it is both a listed building and a schedule monument?

Participant: No. Just a scheduled monument.

Interviewer: Right. I came across quite a lot of the duplication ones when I at [CBA 0:23:10].

Participant: Yes. So it's a building which is now used as a university and what you might call a museum, I suppose. Associated buildings and a tourist shop, et cetera. That's the normal... I think it's the normal way, the normal way anywhere I would expect to see them dealt with this by listed building procedures and listed building procedures are more inclusive.

They allow people to make comments on number. Scheduled monument consents are a very different kind of animal.

Interviewer: With the permitted development issues that you raised with conservation areas and the lack of teeth with local lists, I wondered how you felt about the application of Article 4 directions?

Participant: Ah, a bit 'noir', Article 4s. The government is continually saying, "Oh, it's all right, because if you really find it that important, you can serve an Article 4." Article 4s take an enormous amount of work, officer work. They cost money. In the first year you might be actually having to pay the equivalent of kind of damages.

I tried seven Article 4 in St John's wood area of Westminster because it was an area which had very high garden walls and people wanted to pop their cars in their front garden and the value of a car parking in the front garden... you know, was valued by estate agents as being x thousand pounds on top of the property.

And so a lot of people wanted to knock down the garden walls and tarmac over and all that kind of stuff. So what we want to do was serve an Article 4 which says you can't do this because obviously for certain walls you could do it by PD rights.

I got all the way, all the way to committee. It was a very large area to it to have surveyed. But we were being pressurised to do it by local

amenity societies and [0:25:16] the St John's Wood Society. And then at committee, I actually had to say what could happen is in a year's time, the PD rights will mean that there is no compensation but between them and the 12 months, compensation can be paid and the compensation would have be the deterioration of value of the house without the parking space at the front.

And it ran into... I can't remember. Several million pounds for the numbers of properties that we had. The council obviously backed off because they said St John's were just full of lawyers and even if they've got no intention of having a car in their front garden, the opportunity to apply for the money, it would be fool's paradise.

I know some watering down the compensation opportunities are there. But nevertheless, the key thing is that in diminishing resources in local authorities doing an Article 4- some people say, "It's all right, you can do blanket Article 4s." Well, again, I was always told that you can't do blanket Article 4s. So you know, if you have an area that consists of single family dwellings and then the next one is two flats and the next one is single family dwellings. The flats don't get the PD rights but single family dwellings do and legally you're not supposed to serve an Article 4 on things that actually haven't got PD rights which means quite a lot of research has to go on.

It's another piece of work which is outside- for most local authorities because of up to 40% cuts that they have had in terms of staffing. You were continually being asked by the bean counters, "Are you doing stuff which is peripheral? Are you just doing core work?"

So you need to be doing planning applications, you need to be doing enforcement, you need to be writing your UDP or your local plan. Those things are actually statutory pieces of work. Article 4s aren't statutory. They're something that you're going to choose to do as is conservation management plans. I would of course ___[0:27:31] people and try and say, "Yes, but you know, there's a requirement... English Heritage, as it was, or HE, in their guidance are saying you're

supposed to have management plans.” They’re giving you guidance which, in a sense, has an authority because they’re appointed by the Secretary of State.

The reality was, it wasn’t statutory. So your staffing really shrank back to that level. Article 4s are not easy mechanisms and so they are complicated things to use.

Interviewer: How do you feel about changes that you’ve seen to managing heritage through lists? Since about 2010? I would say 10 years, but I’m trying to cut out the draft Heritage Protection Bill, really.

Participant: What are the changes I’ve seen?

Interviewer: Yes, how do you feel about changes? Perhaps, first, what do you think has been the biggest change in that period?

Participant: Well, I mean, there are various things. I mean the fact that the listing went from being what you might call, pick and choose towards thematic and quite kind of, we’re not going to step outside that. More than that, the fact that the lists were as full as they were - much more detailed than they used to be. I’ve got a thing about that because- and it’s a very personal view which is that I think that’s the wrong way to use your resource.

You could provocatively say that’s actually jolly nice for the listing people because they’re like yourself, they’re architectural historians and what a wonderful job it is to wander around notating the [frills and furbelows 0:29:25] in great detail of a listed building.

If you’re under pressure and you are dealing with applications to destroy, mutilate or change listed buildings, your focus should be on

stopping people doing that. And I think you're better off doing it, doing the kind of research and full programme that we're talking about when there's an application. Now, that completely flies it against what the government has been saying.

The government is saying, "Oh, we've got to give people, you know, every opportunity to be able to plan the development future of any property by knowing on day one when they buy it, that there are these things of significance in the building, which will give them an idea." I have to say, my experience, my experience was that developers never were interested in that. They knew what they wanted and they were going to test it out. They're not that interested in what is says. You may have chapter and verse but they'll see if they can get another person along that will say, "It's not as good as you said," whatever. Or, "We're going to do this and it doesn't really harm the significance of those particular things."

I was part and parcel of this because I used to do a lot of advice to government. I would sit in meetings where developers would say, "Oh, you know, the reason that nothing gets done is because, you know, we never know. We don't have the guidance. We're not sure, it's holding us back. We then have to wait for someone to do x, y, and z."

I just think in a way they weren't really telling the truth because what they did, they didn't actually want definitive stuff because that was going to limit their opportunity to come forward with what they really wanted.

Let's just say you've got 10 members of staff, they're either slogging along through the thematic stuff and doing it. And then what if there's never an application on those buildings? What value is- I mean it's got an academic value. It might mean that your staff elsewhere who are peddling away dealing with the applications are in a sense being short changed.

So I think a full description is a wonderful thing, but I think it should actually be done when there's an application to do something to a

building and you build up your full lists by that, by using that as your core area. That probably doesn't give you the clarity of the thematic stuff.

So I guess there is a bit of a balance at the same time because you know, until someone... I've forgotten her name... the one that does all that kind of 1930s stuff. Who worked with Andrew Saint. Anyway, who's produced that book that's that thick.

If people aren't sort of doing listing of World War II bunkers, then you know, I know perfectly well that you're not going to have that new area of knowledge. So there is a balance between doing some of that, but I actually think rather than saying all lists have now got to be done to this extraordinary standard, you should be doing it for the buildings which are being altered and do it that way round.

So build up the thoroughness at that stage. I don't think it makes the slightest bit of difference to the developers.

Interviewer: Okay. I'd just like to test an idea that I've heard in the research, with you. I've been told that Natural England take an approach where they put more of their resource into influencing local plan policies than individual cases. I just wondered if you thought that that was an approach that might have benefit for Historic England?

Participant: Yes. The weight that the government gives to people having adopted and up to date plans, is significant. And the weight that is given by the courts in that area is also very, very significant.

So tactically, of course, you know, if we had all the staff in the world of course, you know, Duncan McCallum and that lot would be pouring over all, what is it, 340 local authorities in England? All of them producing local plans. And don't forget that the neighbourhood plans also are statutory documents and how many neighbourhood plans?

You might have God knows how many neighbourhood plans, who ought to have, who are required to have in them something about heritage as well.

So I'd be very interested know how- I mean, Natural England might put that as a target but I'd like to know how they actually do it because they're also dealing with 340 local authorities. So how do they-?

Interviewer: I think it would have to be a case of moving resource away from individual sites and I believe the way they do it is to offer quite general advice. Use advice-basis for individual applications which I think maybe where a difference might lie.

Participant: It doesn't work. It doesn't work. I've seen that stuff before. I can remember when the government was, you know, as part of its efficiency drive, it was saying that all the statutory undertakers instead of dealing, you know, you would send a letter off saying, you know, 'is there a harmful effect on this river or drainage' or whatever it is and you'd be waiting. The National River Authority would be waiting months for them to actually reply to you.

So the government- and developers were whinging. So the government said, "Right, what we want is all of the statutory undertakers to a) commit to a timetable of response and b) that the responses should be in a sense, not individualised, but almost kind of generic."

But when you get a generic response, it's hardly worth the paper it's written on because you've then got to interpret what that generalised advice means for the specifics of this issue. So you have a local government officer there, who's not actually expert in river archaeology or flows of rivers or you know, whatever. And is then trying to say what they mean by this generalised piece of advice.

So of course local planner- it would be fantastic for Historic England. And that's why I think Emily and/or others are today at the EIP in the GLA because it's really important, the EIP, today is on tall buildings and the changes in the London plan. So I think, the way that Duncan has done this in the past is that, you know, he's chosen those key cities like York and Derby and Nottingham and Bristol. And has tried to scan whether they've got appropriate heritage policies within them.

Doing that local plan work is really time consuming because it's no good just sort of trotting out a letter. You've then got to kind of track what they're doing with the letter. You may have to go to public meetings and explain why you've said what you've said. You then have to look at the next iteration. Local plans, you know, can go through two or three redraftings. It's a very big workload. The GLA, for example, I mean from a local authority point of view, but certainly from an HE point of view as well, have lobbied at the London Plan to say the heritage policies needs strengthening.

But the problem is that you can't just leave it as, you know... because of course the difficulty is that there'll be a hundred policies in a plan and they all have differing weight.

So you might have something which is platitudinally saying, "Oh yes, we're going to look at- very, very careful about what heritage sites, and we're going to think about this, think about not act on, but think about their significance," which is roughly what the mayor says. But elsewhere he's got chapters on economic regeneration and the importance of building industry and the importance of building housing, which apparently the solution is to do it tall. So you can't even just read that chapter, you know, you're reading documents, which are very complicated.

It's an ideal but I'm not wholly convinced. I think that people will say it's- This temptation, I think, of being critical of people doing conference speeches when they say they're doing x, y and z.

And when you test it out, the staff saying, “We don't do that,” or you know, two years later person has left and all this stuff that they said they've been doing, for example, to make things efficient and whatever hasn't actually happened in real life. So the practicalities of Natural England doing that are interesting.

There is another aspect though, which Laurie keeps going on about, which is this... the capital that Natural England are supposed to have analysed their environment in terms of its natural capital and its value to the UK economy. And that's not just in the sense that the financial value, but it's also the cultural value.

It's the mental value of people being able to walk in the woods and feel better about themselves and walk in the woods and not be obese and walking the woods, you know... So all of those things like the health dividend from that and he's desperate - keeps going on and on about it that he would like Duncan to do something that's very similar. It's really hard work to do it but he would actually like a kind of similar thing to be done for heritage.

That's a bit of a ___[0:40:02].

Interviewer: I'll just have a look what time. Oh gosh, quarter-to. I'd like to just think about the role of those different lists in the future. So where you see the national statutory list or local lists, conservation areas going or you would like to see them go, perhaps. You can take whichever one you'd like to start with.

Participant: Well, I wouldn't want to see the national list diluted in any way. Or the national framework in terms of legislation to be altered. For example, you know, occasionally people will say, “Oh Grade IIs, why don't you just make them like conservation buildings that you can do what you want inside them,” you know, because there's a big workload there.

And how many... another line is, "How many Grade II cart sheds in Norfolk do you actually need to understand about cart sheds?"

So strengthens the ones and the two stars, but be more relaxed about the Grade IIs. I think that's very unwise. So I would prefer to see Historic England still dealing with a certain amount of casework within that area, which may not again be flavour of the month with the HEs hierarchy.

That balance about whether I'd like to see the lists all done to this incredibly complicated and complete level, even when you've heard what I've said about that, and I think there's a different way of doing it, which is the kind of guidelines- you have probably seen them – for example, London terraced houses, was a guideline, which was really, really quite- It was a bit like PPG15 and the annex to PPG15. It actually talks about downpipes, floor plans, panel door, skirtings, cornices, et cetera.

I mean, it was so clear and it had illustrations in it, it actually meant that you could walk into a Grade II house that didn't say the first floor rooms had ornate ceiling raises and covings and a nice fireplace of a particular kind, because you could look at that and say that's the kind of stuff that's significant in a Grade II building of this architectural type. And therefore I know when I walk round, if you want to walk- if you want to knock through the front to the back room and make some vast kitchen with an island unit, you're going to alter the plan form of the building and that is part of its significant. So you may need to do- You may be able to do it, but in a slightly less aggressive way, for example, by still keeping stud walls and making an opening rather than taking out the entire wall.

I'm very keen on and it's unfashionable I think because the government itself- the government, you used to have your statutory plan and then below that you would have various documents which were supplementary planning documents, which meant that they had a veracity and authenticity.

Normally they would have had to have gone through public consultation and then you could adopt them and say, this is how you actually deliver what we've got in this strategic plan for our area. Then the government said these documents are all too- they take too long to produce and they're too fat and big and complicated for people to use. And actually the supplementary planning stuff, we don't want it to have an equal status; we want it to be advisory.

I think that's not the right way to go around it. I think it's actually very helpful. It's very helpful for less trained local government officers who are increasingly having to deal with these kind of applications. And I also think it means a consistency between even Historic England staff. Because you know, if you have a policy paper which says these are the things that are genuinely significant, then they should all be singing from same hymn sheet.

I've already talked about the fact that we need to bring the material up to date and make it accessible. Obviously things that are missing in many of the list descriptions are things like photographs. I know that again, there's a payload that is attached to actually having that additional material which is made even worse by the fact that both here and certainly local authorities are trashing and getting rid of records at a rate of knots [0:45:11].

So local authorities are mostly down to remote storage. That remote storage is never done properly. Stuff is bundled up. It's almost, can never be found again. It's stored in some instances very poorly in terms of dampness. In other instances, local authorities have gone down the route of saying, "Right, I'm only going to scan the decision document," which means that all the notes over the years of- I mean the number of times when we were able to take enforcement notice action because we would have read someone's notes which said that when they went into this front room there was a fire place and three years later you go along, there's no fireplace.

A lot of that material, which isn't part of an application, it's just kind of what you might call research you know, continuing research and the odd photograph, local authorities simply don't have the staff capabilities, resource, money to scan that material.

I know that from bitter experience because I set up a project to try and scan backwards. I mean, not only did we have such a heavy payload and numbers of applications but we had that equivalent number right way back to 1947 and nothing had been scanned. We had some Microfiche et cetera. It was going to cost millions, which government wasn't giving her any grants for et cetera, et cetera. So the best I could do was make sure that the stuff wasn't trashed. But I know from other local authorities that they haven't trashed it. They've just got rid of it. God knows if you actually want to be an academic studying some obscure 1960s architect, because you certainly aren't going to find a lot of material when you go to local authorities in the future.

So I mean, obviously you've got that, well, you've got the project which is now being able to add stuff to lists on a voluntary basis and enriching the lists and obviously that's being monitored in terms of making sure that you're happy about the material that gets portered in and also its status. But, that's an improvement.

I think you've got some enthusiasts that are doing it because a lot of other people are not doing it. So conservation areas... well, we've had their anniversary of their founding and certainly they've grown in terms of numbers and there are queries about some that have been designated for political purposes. I think they're so few in number that really, I didn't know why people got quite so obsessed about them. Of course some of those designations, perhaps have been because the individual is unlisted, but locally listed buildings within an area might be given- would be given more protection if you are able to cobble together a conservation area designation around them.

I don't have any particular radical points to put forward in terms of the lists as they stand. I know that we went through the heritage protection

renewal or whatever it was, the idea that you'd have kind of one designation into which all would go. I just didn't really kind of understand what the point of all of that was and it seemed to me to be necessary.

I have to say, because I haven't been doing too much comparative stuff and maybe you are- I mean I don't know when you think about when we set up a listing and scheduling et cetera, there were other countries – Norway, Germany, Hungary, et cetera – who were also doing it at roughly the same time talking to each other. And I just wonder whether any of them have made interesting moves that we might learn from.

Interviewer: Hmm. Yes, I'm not sure, either. I think there are some big differences coming through Australia, maybe Canada, America, in terms of intangible things, on heritage lists.

Participant: Yes. Fine. They didn't have an enormous amount to list, but yes, I mean the Burra charter and all that kind of stuff. Yes. That's probably, it is worth thinking that through. There's obviously, and there's a really big push in terms of equality, diversity and actually telling the full story now, isn't there? Which will mean in due course that some of the descriptions which are just architectural, will have to have their social history bit added in about how they were built on the back of sugar trade, et cetera.

I can't remember what it was called now, but anyway, they had one of those intelligent square debates last year, which I went to. And that was about, it was all around the furore that was happening in Bristol about taking down statues there to Colston and also obviously the stuff in Oxford. I'm of the view that things should not be removed because of moral indignity.

The story should be told about the reality of what those people or those places- how they came to be.

Interviewer: Okay. If we just move on to the last question, really. How well do you think current legislation, policy and guidance are working together?

Participant: Do you mean in heritage terms or generally?

Interviewer: Yes.

Participant: I would certainly have to say to the rest doesn't work terribly well with it. Erm... hmm ,yes.

Interviewer: My last big taxing question.

Participant: I don't have any particularly strong campaigns that I would say you know, this or that or the other, except for the ones I was talking about, which is this business about standing buildings being listed rather than scheduled. Maybe that other point that I'm saying, which is that the tensions between an archaeological approach and an architectural historians approach to change. So those are the things that maybe I would want to put forward.

I mean there is an area which is to do with this business about substantial and significant, which is really more to- well, it's more to do with understanding each and every piece of case law builds a little bit more in terms of how you work out the criteria of what really is a substantial diminution of the significance of something.

We have had several interesting debates at HEAC and LAC where sometimes the members of those committees and sometimes the commissioners have disagreed with the recommendations from officers. If you're on, as I am, on committees that cover the whole of the country, it's quite interesting because you obviously have different

offices and you can guess those reports will get kind of whatever you want to call them - reviewed by a more senior person before they arrive. It is interesting to see what people really get their teeth into and say, "Ooh, you know, this is absolutely substantial harm and therefore, you know, that means that we're doing to direct." And something else which has harm but not substantive enough too.

It's very subjective. Very subjective. And I've been in meetings where the much lamented head of legal who's now gone off to the Land Registry, actually used to argue with the case officer and say, "I'm sorry but I don't think you've got your interpretation right there because if this or that case," or whatever.

In policy terms, I suppose that, that area of what is substantial harm and- is something- I mean I know it's difficult, you can't really write a policy about it, but I think that we need to keep re-rehearsing in our heads why we actually say what we do.

Interviewer: Okay. If you were going to be able to make one change in heritage protection over the next 10 years, what would pick?

Participant: I'm not prepared to answer that. (Laughter) Maybe if I'd known you were going to ask that question-

Interviewer: That was just my last one.

Participant: I sometimes- I don't like to necessarily give my own view. I quite like sometimes to say to people, "What do you think?" Then, sometimes someone says something that's quite lucid but it's not in my area of expertise and then I think, "Oh, yes, you are quite right." I guess probably what I would say is that within the area of historic parks and gardens, I would actually like that piece of legislation to actually have

the same teeth as built. I remember reading some of the Hansard [0:56:33] transcripts of when the listing legislation came about with Lubbock et cetera.

I remember there was a Tory MP who said, "This is outrageous because they want to list these buildings. And the next thing is they'll try to control the alterations." He said, "What next? They're going to start listing hedges." This was in sort of 1910. I thought, "Well, actually..." (Laughter) "You're quite right."

So yes. So I mean, that's quite interesting in a way because it kind of crosses over. You've got registered historic parks and gardens and then you've got things like historic hedges. Got ancient veteran trees, et cetera. And so there is a crossover into the Natural England territory there where, maybe there needs to be a kind of whatever it is- aligning between the two. I do think that the register for natural but planned environments needs to have the same teeth as the built framework.

Interviewer: Okay, great thank you.

Well that is my hour very much up but I just wanted to say, is there anything that you feel we should have absolutely discussed but haven't or that you want to mention or you think we should be aware of?

Participant: There is one other aside, which is a bit naughty because I don't really know enough about it, but I was lobbied very much, which was to do the marine heritage. And I think that the way that piece of legislation operates there isn't really as good as it could be. It doesn't really control the private sector who are out to find whatever they can to sell. Obviously, it's an area that is being developed and we are listing more wrecks now that we have in the past, but we don't really have- we don't have to staff that are able to kind of monitor that much of what's going on.

So a lot of it is externalised. I know that when they seek licenses from Department-of-something-or-other; trade or maritime industry or something like that, I know that those that know a lot more about maritime archaeology are concerned that the legislation, the way it's operated is rather flabby or weak.

So maybe someone that, you know, you're interviewing might have raised that, but I would raise it as something that you might actually want to seek someone on the maritime side's views [0:59:37].

Interviewer: Yes, that's certainly not my area of expertise, but that might indeed be the very problem that...

Participant: Yes.

Interviewer: Okay, yes, that's really interesting. Thank you. Right, well, thank you very much for your time.

Participant: This is for me to take away is it?

Interviewer: Yes, if you'd like to.

Participant: Yes, I've got [printed 0:59:58].

Interviewer: It's all on email but... [Crosstalk].

END AUDIO

Appendix E: Methods

This appendix contains the rationale, sampling strategy, and implementation details for each of the three methods utilised in this research: focus groups, interviews and documentary analysis. This retains transparency of decision-making for HE while allowing the methodology chapter (Chapter 3) to focus on the application of theoretical and analytical perspectives.

Limitations and weaknesses are considered alongside justifications. To avoid repetition, characteristics of the research are discussed in a single place where it is of highest consideration. For example, wider inference is discussed within the focus group sampling strategy and objectivity is discussed under interview implementation but is also a major concern when running focus groups.

Rationale

Focus groups

Patton (2002, 341) states, “Qualitative interviewing begins with the assumption that the perspective of others is meaningful, knowable, and able to be made explicit.” A subtle realist view agrees that the perspectives gathered through focus groups and interviews are meaningful as reflections on the real world beyond the discussion. A key point for subtle realism and applied policy research is that, as Miller and Glassner (1997, 100) aptly describe, the social world beyond interaction can be obtained. Therefore, focus groups and interviews are valid methods to gather views as reflections on the operation of the heritage sector.

Kitzinger (1994) and Ritchie (2006, 57) endorse focus groups as spaces where interaction enables participants to refine their contributions to discussion: ideal for gathering meaningful and developed views on significance, designated heritage and non-designated assets (1st research question). Kitzinger (1995) identifies focus groups as a vehicle for criticism: useful for, ‘reassessing innovation in policy and practice’ (2nd research question). Barbour (2007, 130) and Ritchie (2006, 35) recognize the focus group as a useful method for the production of ideas and creative thinking: useful facets in seeking, ‘a fresh perspective on the direction of travel for heritage asset management’ (3rd research question). Focus groups are therefore well-suited to the research aims. Within each of the arguments, the benefit of focus groups as opposed to one-to-one interviews is the interactive element. Developed views come about

through focus groups because of the time for thinking while others are speaking, and the chance to return to refine a view after others have commented (Kitzinger 1995; Ritchie 2006, 57). Focus groups function as a vehicle for criticism (Kitzinger 1995) because people seek or find support for their views, and because the anonymity of the group means the critique is not traceable to an individual. The creative thinking cited by Barbour (2007,130) and Ritchie (2006) is developed through the sharing of ideas, one person's comment sparking another. Interaction in focus groups is useful for its role in facilitating thinking, but it is not the focus of this study. Therefore, interactions such as body language, tone of voice or formulation of phrases and expressions are not investigated; analysis concentrates on the substantive meaning of the discussions.

Focus groups also suit the research topic. As Macnaughten and Myers (2004, 65) state, "focus groups work best for topics people could talk about to each other in their everyday lives – but don't." This is apt for the heritage system. Discussion about the system itself, recent innovations, or new ways forward is often cast aside in practice because of the need to pursue the day's task list; there are seen to be more urgent workload priorities. Local stakeholders choose to be involved with heritage and yet they are infrequently – or perhaps never – asked their views on these topics. Professionals stated that group discussion was a benefit of participating in this research. All groups are capable of talking about the topics but they are unlikely to have the time or appropriate space to do so.

Group discussion has advantages and disadvantages. Ritchie (2006, 59) refers to, "safety in numbers", suggesting that focus groups participants feel less concern about sharing their views when others are doing the same; Kitzinger (1995) argues that critique traced back to a group source (rather than an individual) encourages free expression of views. However, the downsides include the limited confidentiality during the focus group, and that some participants may feel less inclined to share their views if they think others in the room will disagree with them. This research mitigates these issues with a twofold strategy: firstly, by forming groups with participants from similar roles, so that people feel their point of view can be understood; and secondly, moderation that encourages all views, prompts for alternative thoughts, and welcomes disagreement as far as it is not prohibitive to the discussion.

Some researchers believe that focus groups can encourage or overemphasize consensus (Barbour 2007, 129; Sim 1998). This critique often arises from analysis which disaggregates

general agreement in focus group discussion to the view of each individual. This is a false interpretation because outside of the group circumstances, participants may hold varying views. This research did not ask groups to arrive at a conclusion or consensus, and the analysis does not assume all members of the group share views, thus avoiding false interpretations. Discussing focus group findings in interviews helped to validate the focus group evidence.

Interviews

Semi-structured interviews with heritage professionals in regional or national oversight roles were used to complement the focus groups. They separated more senior professionals from the focus groups, made scheduling easier, and tested emergent views.

Significant differences in status were avoided in the focus group composition to encourage open discussion (Ritchie 2006, 59). The interviews with senior heritage professionals reduced hierarchies in the focus groups while ensuring the valuable contributions of senior staff were included in the research. Interviews have the advantage of being easier to schedule, and it was felt with significant experience in the heritage sector, the questions should be accessible for the interviewees without the benefit of group discussion.

The interviews included the discussion of issues which emerged during the focus groups. The aim was to test the emergent ideas with those with roles with regional or national oversight to gain a different perspective of the assemblage. While this partly functioned as an early feedback mechanism for the research's initial findings, the insights were not brought to the interviews to see if they were 'correct'. The emergent themes are considered valid as perspectives in their own right; the interviews bring an additional perspective. The interviews were held subsequent to initial analysis of the focus group transcripts to enable the emergent issues to be included in the interview discussion guide.

Documentary analysis

The heritage strategies analysed are stand-alone heritage strategy documents produced by, or for, LPAs often in response to the NPPF (2012, para 126; 2018, para 185) call for "a positive strategy for the conservation and enjoyment of the historic environment". The heritage strategies are analysed to show the official view of LPAs, as distinguished from the views of LPA staff. They triangulate with the focus group and interview data: as an official and collective source, and as 'naturally occurring' data where the researcher was not present

during the production (Silverman 2013, 33). The themes from the texts can be correlated with that of the data generated by the research, providing a measure of validity.

Miller (1997, 77) argues that texts merit study provided that, “the practical social contexts of everyday life within which they are constructed and used” are considered. This matches with an assemblage perspective, where the agency of the creators, users, and of the documents themselves is examined. Data is provided as context for the heritage strategies: the type, location, and deprivation ranking of the LPA, the author, the number of heritage assets and the number of development proposals. These factors are also used in the sampling strategy.

Sampling strategies

Focus groups

There are two ‘units’ (Ritchie, Lewis, Elam 2003, 78) to consider within the focus group sampling strategy: location of the focus groups, and participant recruitment. The location of the focus groups is of great importance to the applied policy research approach. As Snape and Spencer (2003, 18) mention, one aspect of applied policy research sought by organisational partners is for the research to support wider inference. This research project recognizes that Historic England, as a national organization, would be better served by research that addresses the whole country. The differences in local authority areas, heritage in those areas, and local authority approaches, pose a significant challenge for ensuring relevance across the country. Some qualitative researchers, such as Denzin (1983; quoted in Schofield 2002, 173) reject the aim of generalizing from local studies; Lincoln and Guba (2002, 206) state it is incompatible with a constructivist viewpoint. Applied policy research, however, looks to make findings from localized research relevant to wider scenarios. Lincoln and Guba go on to provide a solution, stating that while generalizations are not accurate, inferences are possible. The latter, by their definition, are context and time free, allowing the research to state that the results are applicable on a larger scale, whereas generalizations are explicitly tied to the context of the findings. What they term ‘fittingness’ or ‘resonance’ (Lincoln and Guba 2002, 206) will be used in this research: the characteristics of the local authority will enable the results to be transferred to other local authorities by the degree to which the local authority’s circumstance matches another’s. The research will not say that what is true for one urban case study is true for all urban local authorities, but rather enable a judgement to be made about where the similarities and differences of the local authorities lie, and therefore about whether the research findings may also be applicable to another local authority area. To enable this, the research uses a ‘group characteristics’ purposive sampling strategy (Patton 2015; Ritchie,

Lewis and Elam 2003; Rapley 2007) and records the characteristics for consideration of compatibility.

Purposive sampling is fitting for this project as there is no requirement for the research participants to be a representative sample of the population; the heritage sector in particular is under study. This research uses heterogeneous group characteristics sampling (Patton 2015, 266). The locations for the focus groups are decided using measurable characteristics of places: urbanity, location, economic ranking, and type of authority. It is heterogeneous because the sample ensures a range in each of these characteristics is included in the sample. Heterogeneous sampling is suited to generating in-depth descriptions of each case which reflect diversity across the population and for identifying patterns (Patton 2015, 282). The patterns being derived from diverse cases, the research findings are application to a range of situations. This is apt for Historic England as findings will suggest patterns of experience across the country but will not underemphasize difference.

Heterogeneous sampling has been amended in one aspect: that significant outliers were identified and excluded from the sample. For example, places with a temporary fluctuation in the perception and management of heritage, such as those impacted by the major infrastructure project High Speed 2, were intentionally excluded from the sample. The same is true for places which would be perceived as being different in terms of their heritage or its management: York, for example, was excluded as a place which is perceived to have a lot of designated heritage, a heritage-led tourist economy, and a high proportion of heritage practitioners for the size of the city. The research looks across heterogeneity but does not study extremes. It is hoped that this approach will make the research applicable to the largest range of LPAs without skew from extreme cases, or the perception that some areas under study are exceptional and therefore cannot be compared to another area. This play to audience perceptions is part of the applied policy research approach: if practitioners do not see validity in the sampling strategy, the research will not achieve its aim for impact in practice. The categories of region and urbanity have since been independently used for Historic England research into the heritage dimension of planning applications (Ahmed 2018, 2). This shows that other researchers also identify these characteristics as important for representing England.

The table below shows the selected case study areas with the measurable characteristics. The graphic visually summarises the urban to rural nature of the place and the economic situation.

The sampling framework for focus group locations is based upon three existing measures produced for government and the organizational categories of Historic England and local planning authorities. Urbanity has been measured using the 2011 Rural Urban Classification (DEFRA, 2016). There are six categories: urban with major conurbation, urban with minor conurbation, urban with city and town, urban with significant rural (rural including hub towns 26-49%), largely rural (rural including hub towns 50-79%), and mainly rural (rural including hub towns $\geq 80\%$). The research includes an example from every other category, giving a good spread. The geographic location is divided by Historic England's regions, and the research has ensured that an example from the south, north and midlands has been included, as well as a variety west-east across the country. Two sets of statistics have been used to capture the sense of economic circumstance. The first looks at economic growth within local authority areas in GVA (Gross Value Added) per head (Harari 2016). This captures the economy from the production side, showing how much activity there is in a place (Nayak 2017). It is based on where people work rather than where people live. The second statistic is the rank of average score from the MHCLG's (2015) English Indices of Deprivation. It ranks local authority areas from 1 (most deprivation) to 326 (least deprivation) across the country. This score assesses the standard of living in the place of residence. Using both economic statistics provides a more accurate picture of the place. For example, if the GVA per head was to be used alone, it would suggest that Nottingham and Sevenoaks are very similar places. Adding in the IMD suggests that Nottingham has a greater level of deprivation than Sevenoaks. If the rank of IMD was used alone, it would suggest that Blackpool and Nottingham are very similar places, however the GVA per head shows that there is much less economic input in Blackpool. This is reflected in the more stagnant economy of Blackpool, and so again the combination of the two statistics better reflects the character of the place. The final characteristic used is the type of local authority. It was a particular concern to include a unitary authority as well as authorities in the two-tier system to support wider inference.



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£

Nottingham

Sevenoaks

Blackpool

Urban with minor conurbation	Mainly rural	Urban with significant rural
East midlands	South-east	North-west
GVA per head: £27,645	£27,617	£15,372
IMD: 8	268	1
Unitary authority	District council	Unitary authority

The focus groups were designed to be run in pairs across three different locations, totalling six focus groups. This sample size, albeit small, is deemed appropriate because the information gained from the focus groups is rich. As Ritchie, Lewis and Elam (2003, 83) argue, to do justice to such rich data in analysis, a small sample is needed. Furthermore, there is no requirement to support statistical inference and views within the focus groups only need to be voiced once to be included in the analysis. The sample size is also limited by the time resources of a single researcher during a PhD project. Ideally, the research might have sampled nine areas as other Historic England research has done with a similar group characteristics sampling strategy (Ahmed 2018).

One issue with this sampling strategy is that the selection is based upon place, but that people in that place may be commenting or drawing from a much wider experience. In some ways, this is a benefit because it will avoid a situation where local authorities feel targeted or threatened by the research potentially returning negative views about heritage management in their area. It also makes the research representative of more local authorities. To illuminate the contributions and where they may relate to, a data collection sheet was given out for voluntary completion which asked participants:

1) To what area does your experience of heritage management primarily relate?

- The whole of England
- A particular region (e.g. North East)
Please specify
.....
- One, or a few, local authorities
Please specify, in order of relevance
 1. (most relevant)
.....
 2.
 3.
.....

This question aimed to capture whether the data gathered in focus groups related directly to the area where the focus group was held. This is backed up by the mention of specific places within the focus group transcripts.

An organizational model was used for the participant recruitment (Ritchie, Lewis and Elam 2003, 93). Professionals were contacted through local planning authorities, the Institute for Historic Building Conservation's (IHBC) branches and Historic England. Local stakeholders were contacted through civic societies, civic trusts or similar local heritage groups. In practice, this became supplemented by chain sampling as participants invited contacts to attend the group (Patton 2015, 266; Ritchie, Lewis, Elam 2003, 94). The researcher contacted key individuals in an organization who then either gave contact details for other potential participants to the researcher, or passed on an email invitation from the researcher to their contacts. The chain sampling is not ideal as it increases the potential for bias or reduced diversity within the group as people are more likely to ask people with similar views to them to participate, but this was mitigated by participants coming from multiple organisations: a focus group was never created entirely through one chain sample. Organizational sampling was the primary tool, with chain-sampling being a necessary supplement to access groups. The success of the sampling strategy required over-recruitment by roughly forty percent to ensure a group of five to eight people on the day.

The focus group sampling did not seek gender, age and ethnicity balances. This is because no data is available to assess the balances in the sampling pool. National population data does not provide a comparable measure because it is recognised that local stakeholder and heritage professional groups are not replications of the general population; there are skews toward older demographics of heritage volunteers, and it is recognised that more people from white ethnic groups are employed in heritage. As Historic England (2020) state; "In 2018–2019 only 5% of the Historic England workforce described their ethnicity as Black, Asian or minority ethnic, set against the UK average of 14% (according to the 2011 census)." The research did however record the age, gender and ethnicity of the participants.

Both the focus group location sampling strategy and the participant sampling strategy relied on the willingness of people to participate, and in this sense there was an element of self-selection. This suggests that the participating groups were more likely to be proactive, more engaged heritage groups, and this must be taken into account within the analysis. However, it should be emphasized that the heterogeneous sampling strategy took priority, so a variety of

levels of engagement were sought in local groups and local authorities and particular places were approached.

The research started with the aim to use a single local authority as the focus group location however it became apparent that recruiting the number of participants for a focus group relating directly to one local authority was not possible and would limit the group discussion. Instead, the chosen locations became the centre of a wider area. So the Nottingham focus groups incorporated people in Newark and Sherwood, Melton Mowbray, and the Nottinghamshire area. The focus groups in Blackpool included experience from Wyre, Blackpool and Fylde. The Sevenoaks groups included neighbouring LPAs too. The inclusion of several places with variety was conducive to group discussion because it provided more examples to draw from and a vehicle for comparison. The sampling strategy still centred on the chosen characteristics and the addition places enhanced representation.

Interviews

The sampling strategy for interviews was through ‘key informant’, also known as ‘key knowledgeable’ or reputational sampling (Patton 2015, 284). Patton (2015, 284) identifies this sampling strategy as suitable for highly specialized topics: therefore appropriate for heritage listing systems. The naming of this sampling type is not intended to imply that the interview participants are more knowledgeable or have a better reputation than other participants; their contributions will be treated equally. The sampling strategy in this research sought perspectives formed through experience of a role with regional or national oversight, either in HE or elsewhere in the sector. The participants were therefore directly approached due to their job roles. Bogner and Menz (2009, 19) argue for the relevance of such interviews; “By becoming practically relevant, the experts’ knowledge structures the practical conditions of other actors in their professional field in a substantial way.” This view aligns with an assemblage perspective. While this argument is relevant, the term ‘expert’ is not used in this research. ‘Expert’ or ‘elite’ interviews (Flick 2014, 227; Bogner and Menz 2009; Meuser and Nagel 2009) imply a hierarchy, and no greater weight is given to perspectives from the interviews than from the focus groups or documentary evidence. The participants are called HE or sector professionals.

The sampling strategy directly approached HE and sector professionals through the researcher’s Historic England email account. The use of the professional account enhanced the credibility of the researcher, signposted the involvement of Historic England as a research

partner, and was a noted benefit when recruiting participants. Participants were selected through their current job role and past experience. Purposive sampling through characteristics was used again, ensuring that the experience of the governance heritage professionals reflected the whole country, mirroring the aims of the focus group locations to support wider inference.

The interview sampling did not seek age or ethnicity balances. Regarding ethnicity, this was for the same reasons as in the focus group sampling. A range of ages was not sought, as the roles often require multiple years of experience, skewing the sampling pool toward an older demographic. Gender, however, was taken into account, aiming for an equal balance in case it impacted perspective. Age, gender, ethnicity and length of experience in the sector were recorded on the participant data sheets.

Documentary analysis

Purposive heterogeneous characteristics sampling was used to select heritage strategies for analysis. The aim, again, was to achieve a geographic and place type spread to offer wider inference applicable to the whole country. The sampling pool was only LPAs that had produced stand-alone heritage strategies. This created a slight skew toward more urban authorities, as less rural authorities have produced heritage strategies; however, three strategies were included that cover more rural areas.

Three changes were made from the focus group sampling strategy: authorship was included as a characteristic, the level of heritage activity was assessed through the number of heritage assets and the number of LBC applications in 2018, and an outlier was included. The authorship of heritage strategies is important to reflect LPA in-house production, an external consultant, or in the case of the Sheffield example, a local group's leadership rather than the LPA. A variety of authors helps to support wider inference and reflect the range of activity in the country. Heritage activity was added after an interview participant highlighted that the focus groups did not include an area with high numbers of designated assets, or, in their view, high levels of development activity. Kent actually receives some of the highest numbers of LBC applications each year, but this perception suggested a large city and London Borough should be included in the heritage strategies sample and sparked investigation of the numbers of assets and the numbers of associated applications to inform the heritage strategies sampling. The example from Sheffield is treated as an outlier as the only community-led heritage strategy in the country. It was kept separate in the analysis, but was included as part

of addressing the third research question on the potential direction of travel for heritage management.

The table below shows the selected documents and their respective characteristics. The number of nationally designated assets collates data from Heritage Counts for listed buildings, scheduled monuments and registered parks and gardens.

PLACE	LPA TYPE	URBANITY	LOCATION	GVA PER HEAD	IMD RANKING	NUMBER OF NHLE ASSETS	NUMBER OF LBCS RECEIVED IN 2017/18	AUTHORSHIP
ALLERDALE	District	Mainly rural	North west	£22,005	115	1321	32	Consultant
BIRMINGHAM	Metropolitan	Major conurbation	Midlands	£22,307	7	1534	175	Heritage strategy group
BOSTON	District	Urban with significant rural	East midlands	£18,826	91	523	20	LPA
ELMBRIDGE	District	Urban with major conurbation	South east	£34,764	322	518	31	LPA
ENFIELD	London borough	Major conurbation	London	£20,091	64	310	15	LPA
FYLDE	District	Urban with city and town	North west	£26,544	217	204	18	LPA
HASTINGS	District	Urban with city and town	South east	£18,302	20	575	60	Consultant
NOTTINGHAM	Unitary	Urban with minor conurbation	East midlands	£27,645	8	814	75	Consultant
NORTH TYNESIDE	Metropolitan	Urban with major conurbation	North east	£21,566	130	233	21	LPA
STROUD	District	Urban with significant rural	West midlands	£25,872	284	3385	178	LPA
TORBAY	Unitary	Urban with city and town	South west	£15,600	46	882	47	Consultant
SHEFFIELD	Metropolitan	Urban with minor conurbation	Yorkshire	£19,833	60	1226	76	Community led

Implementation

Focus groups

This section covers the practical considerations of implementing the focus group method including setting up the event and the rationale for the questions.

Ideally, the focus groups might have been run on the same day and at the same time of the week, so that participants would be in a similar frame of mind when answering questions – a Monday morning being very different to a Friday afternoon, especially for professionals. Although other external variables could not be controlled, and laboratory conditions were not sought, it was recognised that a similar time might be beneficial for equivalence in the data gathered and so the same day and time were aimed for. In reality, practical issues of availability took precedent, and the aim reduced variation. The focus groups for professionals took place in afternoons towards the end of the week: Friday from 2pm until 4pm and 3pm until 5pm, and Thursday from 2pm until 4pm. The focus groups for local stakeholders took place on Tuesdays from 2pm until 4pm. Location being another variable that could be controlled, and may influence the participants' thinking, the focus groups were held away from local authority offices where possible so that they were out of the LPA environment.

A 'questioning route', a term used by Krueger (1998; 9-12), was used for the focus groups. A questioning route has more rigidity than a topic guide, but is not a fixed list of questions forbidding deviation (Kruger 1998, 9). An annotated questioning route is supplied in Appendix G, detailing the rationale for the question types. The moderator is permitted to skip a question for time, to avoid repetition, or if it was inappropriate for the experience of the group. In this way, the questioning route was flexible, but to achieve consistency across all focus groups, it was expected that the questioning route would largely be followed.

The questioning route was designed to ask simple questions at the beginning, gradually build to the most in depth questions in the middle, and then ease toward more summarising and broad opinion-seeking questions towards the end, as recommended by Legard, Keegan and Ward (2003, 144). The model was based upon Krueger's (1998) categories of questions to create a structure to the discussion which would facilitate maximum participation and produce worthwhile data to support exploration of the research questions (see Appendix G). The questions closely correlate with the research question for this project, exploring the NHLE, local lists and conservation areas with participants, before moving to examples of recent innovations and then seeking thoughts on the future direction of travel for heritage

management with lists. The questioning route was drafted, then amended after consultation with supervisors to ensure the focus group would meet Historic England and university expectations. It was then trialled with two PhD students and subsequently amended again before use in the first focus group. The questioning route was adapted for the local stakeholders group and the professionals group to suit the participants' expected levels of knowledge. The main difference is an additional question for professional groups: 'how well do you think current legislation, policy and guidance work together?' which was expected to be inappropriate for local stakeholders who are unlikely to have experience applying legislation or policy.

Part of the focus groups explored selection guides, the ERRa provision for excluding parts of buildings from listing, and Enriching the List. Participants were shown examples of each, usually on a projector screen. Paper copies of screen shots were handed out in the Nottingham local stakeholders' group as the projector set up failed. This section involved some talking by the researcher, so the same explanation was used each time to aim for fairness across each group. The next section explains further the methods for moderation and researcher neutrality.

Interviews

The implementation of the interviews paralleled that of the focus groups. With the same theoretical perspective underlying both, it is fitting that the same approach is used, and adapted where necessary for the specific situation. The main characteristics of the approach were: qualitative, in-depth, semi-structured, a responsive style, use of an interview guide, and aiming for neutral involvement of the interviewer.

The qualitative interviews were undertaken in what Rubin and Rubin (2012) term a 'responsive' style. The characteristics of a responsive style essentially align with best practice for qualitative interviewing to develop a rapport with the interviewee so that the detail and depth sought in answers can be achieved. The interviews were semi-structured and open-ended, as common in qualitative research and paralleling the focus group data collection. The semi-structured approach allowed the interviewer to probe emergent issues that were not anticipated before the interview, and to encourage full, rich explanations.

Researchers recognize the increased importance of an interview guide when interviewing professionals, partly due to time constraints (Flick 2014, 228; Patton 2002, 343). An interview guide was used in this research, combining what Patton (2002, 347) categorises as

the general interview guide and the standardized open-ended interview in order that the questions could be written out in full, but deviated from if necessary and with choice in follow-up questions, probes and prompts (Legard, Leegan and Ward 2003, 141). As Patton (2002, 347) points out, if each participant is understood as holding a unique perspective contributing to the views of the heritage sector, it is not a problem if each interviewee is not asked the same question with exactly the same wording. The interview discussion plan follows the same flow as the focus group questioning route, easing in and out of the most in-depth questions as recommended by Krueger (1998) and Legard, Keegan and Ward (2003, 144): “In broad terms, the researcher’s task is to ease the interviewee down from the everyday, social level to a deeper level at which they can together focus on a specific topic or set of topics. Towards the end, the researcher needs to signal the return back to the everyday level.”

One of the potential weaknesses of focus groups and interviews is that they produce generated data (as opposed to naturally occurring, found, or observed data). The transcript is the result of a conversation produced for the purpose of the research. As long as the data captured is a realistic reflection of working practice and accords with daily life, it achieves the aim of being applicable and actionable in the heritage sector and meets the research objectives.

From the constructivist element of subtle realism, it is understood that the researcher plays a role in the production of data in focus groups or interviews. A strong realist viewpoint or associated positivist perspectives would allow that reality independent of ourselves can be captured truly, unaffected by the researcher’s actions. The constructivist viewpoint however, says that the researcher is implicit in creating meaning; they can never fully remove themselves from reality. From this standpoint, Guba and Lincoln (2002, 206) assert that objectivity is not an aim for researcher’s using constructivist viewpoints. A subtle realist stance however, asserts that there is a reality distinct from ourselves and although we are involved in its interpretation, we can try to remove ourselves from the process of creating meaning in the aim of making our observations about reality as accurate as possible. This correlates with Hammersley’s (1992, 51) second key element of subtle realism: “There are phenomena independent of our claims about them which those claims may represent more or less accurately.” This means that the subtle realist researcher recognizes they can influence the production of meaning to a greater or lesser extent and therefore seeks to minimize their influence. This research aims for an objective and neutral approach, seeing it as a valuable

aim although one that cannot possibly be achieved in totality. Legard, Keenan and Ward (2003, 160) summarise a view held by many researchers; “While complete objectivity and neutrality may ultimately be a chimera, it is important to be vigilant in striving for balance...”

To try to be as neutral as possible, the questions for focus groups and interviews were open and non-leading. The planning of the questions and preparation of their phrasing helped to ensure this happened. The interviewer or moderator role sought to contribute minimally and neutrally in discussions, avoiding giving their own opinion and welcoming multiple perspectives. Legard, Keegan and Ward (2003, 161) comment specifically on self-disclosure, advocating the sharing of views once the discussion is over. Several times during the focus groups, the researcher’s own view was sought. The researcher’s strategy on such occasions was to first try to deflect the question back to the group or individual, and if pressed give a short answer. After the questions were over however, the researcher did enter into discussion with participants as due to the nature of the research, the researcher was in a position to offer suggestions and examples from other areas of the country. This helped to make the research a fairer exchange for the participants’ time.

In terms of practicalities, the interviews took place at a time and place convenient for the participant. The interviews were either in a café or in a separate room within the office, ideal for recording but also for anonymity.

Clean verbatim transcripts were produced for the focus groups and interviews. Overspeaking was noted, but the transcription aimed to record each person’s comments in order. Subtle realism recognizes that choices made in transcription can influence the interpretation of meaning. ‘Clean verbatim’ where only filler words and sounds, such as ‘umm’, ‘err’, and ‘you know’ are removed from the text, minimises interference during transcription, thereby aiding the research to be as objective as possible. It was not the intention of this research to study language itself, and so no greater detail was necessary. Anonymised verbatim transcripts also make a near-raw version of the data accessible, so that others can access the validity of the analysis whilst providing participant anonymity. The transcripts for all the focus groups and interviews are in Appendices B - D.

Documentary analysis

Implementing the analysis of heritage strategies simply involved downloading the documents from the relevant websites and conducting textual analysis. All issues relating to its implementation are therefore discussed in the analysis section of Chapter 3.

Appendix F: Ethics Approval

University of York Department of Archaeology Ethics Form

To be used for:

- Small scale evaluation & audit work
- Non-invasive research
- NOT INVOLVING VULNERABLE GROUPS such as:
 - Children
 - Those with learning disabilities
 - People with mental impairment due to health or lifestyle
 - Those who are terminally ill
 - Vulnerable elderly
 - Recently bereaved
 - Those unable to consent to or understand the research
 - Where research concerns sensitive topics / illegal activities
 - Where deception is involved
 - Any research requiring a Criminal Records Bureau check

IF YOUR RESEARCH INVOLVES THE ABOVE GROUPS YOU MUST SUBMIT A FULL APPLICATION TO AHEC: <https://www.york.ac.uk/hrc/ahec/>

Your email address (cp541@york.ac.uk) was recorded when you submitted this form.

Name of Applicant *

Claire Price

Email Address: *

cp541@york.ac.uk

Telephone Number:

Is this a collaboration with another researcher? *

No

Supervision

Staff/Student Status *

PhD student

Supervision

Name of 1st Supervisor *

Gill Chitty

Email address *

gill.chitty@york.ac.uk

Name of 2nd Supervisor

Joe Flatman

Email address

joseph.flatman@historicensland.org.uk

Project Details

Title of Project *

'Beyond the List': a critical examination of the development and impacts of statutory and non-statutory heritage lists on the national management of heritage in England.

Project Start Date *
September 26 2016

Duration *
3.5 years

Is this research under the jurisdiction of any other external ethics board? (e.g. the European commission; Human Subjects Review in the USA)

✓ No

Funded *
✓ Yes

Funding Source? *
Arts and Humanities Research Council (AHRC) and Historic England

Summary of Research Proposal

Please briefly outline the questions or hypotheses that will be examined in the research *

The main research questions are:

- How are the balance and distinctions between 'national' and 'local', 'expert' and 'grass-roots' views of designated and non-designated heritage assets changing?
- How are heritage lists and the heritage management tools that support them perceived by professionals and local stakeholders?
- What innovations are identified in policy and practice since 2010, and how are they viewed?
- Where is improvement sought for heritage management, within and beyond statutory listing?
- What ideas do professionals and local stakeholders have for changing heritage management, within and beyond statutory listing, for the future?

Methods of data collection *
✓ Face to face interviews
✓ Focus groups

How many participants will take part in the research? *
Approximately 50. This is 8 focus groups of roughly 6 people each, plus 5 individual interviews and 5 paired interviews.

How will they be invited to take part in the study? *
Participants will be emailed through a Historic England email address and invited through their connection, professionally or voluntarily, to Historic England or a case study local authority.

Confirm that you will obtain confirmed consent before subjects participate in the study *
✓ I will provide consent sheets for subjects to sign before participating in the study
✓ I will retain these forms for the duration of the research

Please upload your project information sheet to be given to all participants. *
Files submitted:

- C Price_Information sheet_focus groups - Claire Price.docx

Please upload your informed consent form. *
Files submitted:

- C Price_Participant consent form_focus groups - Claire Price.docx

Please upload any additional files.

Files submitted:

- C Price_Information sheet_interviews - Claire Price.docx
- C Price_Participant consent form_interviews - Claire Price.docx
- C Price_Participant data collection - Claire Price.docx
- Data management plan - Claire Price.pdf

Dissemination

Are the results to be disseminated to the participants? *

- ✓ Yes

How will you be disseminating your results to your participants?

A leaflet/bulletin report will be emailed to participants and Historic England as an executive summary of the findings. A link will be provided to the full thesis once deposited with White Rose thesis repository.

Anonymity

In most instances we expect that anonymity will be offered to research subjects.

Please explain out how you intend to ensure anonymity. *

Names and job or voluntary titles will be removed from transcripts. Participants have been made aware through the information sheet that although every effort will be made to ensure anonymity, comments they or others make which may make them identifiable in the research may exist unknown to the researcher. The participant information sheet states that participants can review transcripts and report data that identifies them for its removal. This will be reiterated verbally by the researcher at the time of the interview or focus group.

If anonymity is not being offered please explain why this is the case.

Data collection

All personal and sensitive data must be collected and stored in accordance with the Data Protection Act 1998 and the University's research data management policy <https://www.york.ac.uk/library/info-for/researchers/data/storing/> The University's research data management policy is applied to research undertaken by postgraduate research students and research staff only. This suggests retaining data for a period of 10 years. Although data produced by taught postgraduates does not therefore need to be retained under the current policy we do recommend that you store the data for a minimum period of 2 years.

Please detail the types of data you will be collecting. *

- ✓ Interviews

Where will the data be stored electronically? *

- ✓ Password protected laptop
- ✓ Google drive with no sharing enabled
- ✓ Encrypted folder on hard drive

Where is the data to be stored in paper form?

- ✓ Locked filing cabinet

At what point are you proposing to destroy the data, in relation to the duration of this project? *

- ✓ Ten years after the research is completed

How will you destroy this data? *

- ✓ Secure delete it electronically
- ✓ Shred the paper forms

If you are sharing your data with others outside your department, what steps are you taking to ensure that it is protected? *

- ✓ I am not sharing the data with others

If the data is to be exported outside the European Union, what steps are you taking to ensure that it is protected? *

- ✓ I am not exporting it outside the EU

Perceived risks or ethical problems

Please outline any anticipated risks or ethical problems that may adversely affect any of the participants, the researchers and/or the university and the steps that will be taken to address them.

NOTE: all research involving human participants can have adverse effects

Risks to participants (e.g. emotional distress, financial disclosure, physical harm, transfer of personal data, sensitive organisational information) The answer of "none" will not be accepted. *

Research participants may disclose sensitive organisational information. Participants will be asked to keep what is said during the interviews or focus groups confidential. Upon transcription any information which cannot legally be included will be removed. Historic England, as the partner organisation for the research, will have sight of the thesis prior to submission and can highlight and information which is too sensitive for publication.

Research participants may reveal negative opinions of an organisation when in the focus groups or interviews, risking their professional reputation. Senior heritage sector staff will not be part of focus groups and only interviewed individually or with other staff at a similar level to mitigate this. Even so, there may be some line management within focus groups. Participants will be asked to treat focus group and interview content confidentially. Participants are made aware through the information sheet that they do not have to answer all questions, so there is no pressure to say anything.

Risks to researchers (e.g. personal safety, physical harm, emotional distress, risk to accusation of harm/impropriety, conflict of interest....) The answer of "none" will not be accepted. *

Risks associated with lone working will be present. To mitigate, lone working best practice (such as a partner/friend/colleague knowing where I am meant to be; ringing to confirm arrival or return; meeting a known contact for each case study area) will be conducted when travelling and conducting focus groups and interviews.

There is a risk of accusation of improper conduct or causing harm to an organisation's reputation. This will be mitigated through open, unbiased questions and open communication with my Historic England supervisor. Audio recordings during focus groups and interviews will mitigate risk of accusations regarding research conduct.

University/institutional risks (e.g. adverse publicity, financial loss, data protection....) The answer of "none" will not be accepted. *

If Historic England do not like the research process or findings, there is a risk for the university that the opportunity for further collaborative doctoral partnerships with them would be lost. However, there is a strong process for working with Historic England through the supervisor and the Postgraduate Research Officer which means that problems should be addressed at an early stage.

There is potential risk to reputation for Historic England or local authority reputations should participants disclose negative opinions. This might not necessarily be a bad thing, as areas for

improvement are sought; however, the rigour of the research process, open questions, and anonymous contributions combined will mitigate against accusations of the research intentionally seeking to harm reputation.

Financial conflicts of interest (e.g. perceived or actual with respect to direct payments, research funding, indirect sponsorship, board or organisational memberships, past associations, future potential benefits, other....) *

There are no known financial conflicts of interest.

If selected case studies are remote, financial support for travel may be offered. This will be on an expenses basis, with receipts for travel costs so that it is clear that participants are not being paid for their contribution, only their travel expenses.

Historic England contribute toward a grant for costs relating to undertaking the PhD. This is a fixed amount per year, set before the student starts the project and given to, and administered by, the university. It has no relation to the nature of the research or the findings.

Please draw our attention to any other specific ethical issues this study raises. *

No specific ethical issues.

Ethics checklist

Please confirm that all of the steps indicated below have been taken, or will be taken, with regards to the project submitted for ethical approval. If there are any items that you cannot confirm, or are not relevant to your project, please use the space provided below to explain.

Please tick if true, otherwise leave blank: *

- ✓ Informed consent will be sought from all research participants
- ✓ All data will be treated as anonymously as possible and stored in a secure place
- ✓ All relevant issues relating to Data Protection legislation have been considered
- ✓ All quotes and other material obtained from participants will be anonymised in all reports/publications arising from the study where appropriate
- ✓ All reasonable steps have been taken to minimise risk of physical/psychological harm to project participants
- ✓ All reasonable steps have been taken to minimise risk of physical/mental harm to researchers
- ✓ Participants have been made aware of and consent to all potential future uses of the research and data
- ✓ Any relevant issues relating to intellectual property have been considered (see <https://www.york.ac.uk/staff/research/external-funding/ip/policy/>)
- ✓ There are no known conflicts of interest with respect to finance/funding
- ✓ The research is approved by the Supervisor, Head of Department or Head of Research

Please explain in the space below, why if any of the above items have not yet been confirmed:

Are there any issues that you wish to draw to the Committee's attention? It is your responsibility to highlight any ethical issues that may be of perceived or actual interest.

Declaration

In submitting this application I hereby confirm that there are no actual or perceived conflicts of interest with respect to this application (and associated research) other than those already declared. Furthermore, I hereby undertake to ensure that the above named research project will meet the commitments in the checklist in the previous section. In conducting the project, the research team will be guided by the RCUK Ethical Guidelines for research: <http://www.ethicsguidebook.ac.uk/Research-Council-funding-122>

Type your name to sign the document *
Claire Price

Appendix G: Annotated focus group questioning route

The questioning route shown here was used with professionals. A parallel version was used with local stakeholders.

Questioning route

(15min)

Hello, welcome, thank you all for taking the time to join me today and participating in the research. To start with can you just fill in this brief participant data form. It will be anonymised with the transcripts later. And if you've got any questions before we start, now's the time. Just to let you know, the microphones are already going, but do ignore them! You can review the transcripts of this focus group if you want to, and edit your parts if you want to.

Another formal bit to remind you of – that you can withdraw from the research up to the deadline given on your participant info sheet. One thing I haven't written on there is that I'm actually going to email you with a written version of the questions I ask today so that if you feel there's something you want to add but maybe don't want to say in front of the group, or if the conversation moves on and you don't get chance to say something, you can write it down afterwards. But there's also no pressure to add anything if you don't want to.

Housekeeping wise, if there is a fire alarm we leave by the nearest fire exit, don't use the lift and the meeting point is outside the Skipton Building Society on Market Square at the end of St James' Street.

Everyone ok and ready to start?

The questioning route is written colloquially, in the spoken style of the moderator. Fifteen minutes at the start of the focus group allowed for latecomers, explaining and signing the consent forms, and any questions. This written introductory text was used very flexibly but acted as a prompt for key information to be delivered to participants. As the moderator became more experienced, its use was reduced.

1. Ok, to start with can we rapidly go round the group and say how you got involved with heritage and one thing you like which isn't related to heritage. So, I'll start:
My name's Claire. I got into heritage via a history of art degree and gradually did more and more architecture. 1 thing I like other than historic buildings is tap dancing.

(5min)

2. Can you all tell me a little bit more about how you particularly are involved in heritage. This can be within your professional role or outside.

...scheduled monuments?

...parks & gardens?

...at risk?

...planning apps?

...local lists?

...HERs?

...local management?

...repair and conservation?

(5 min)

The first question is labelled an opening question by Krueger (1998, 23) and the second an introductory question. Both questions are designed to be answered briefly by every member of the group. Part of the rationale for these questions is to encourage everyone to speak. The first question avoids highlighting differences in knowledge and experience, so that everyone feels equal legitimacy for sharing their views. Asking for something outside of heritage also highlights that heritage is the unifying interest in a much wider world. This question worked well for groups where people knew each other, as well as for groups where some people did not know anyone. It also introduced some humour to the first part of the discussion, making people feel more relaxed. The second question introduced the topic of the focus group and was used to gauge the experience of the group to help steer the discussion.

The minutes on the right hand side reflect how long would be expected to spend on the question. In practice, the time was written alongside these minutes so that the moderator could keep track throughout the discussion. Respecting participants' time, it was felt to be important to cover everything within the allotted slot which required limiting time on initial questions. These first two questions served an introductory purpose but also aided moderation as early recognition of talkative and quiet participants could be made and the moderator got practice of moving the conversation on. The prompts in italics were suggestions for the moderator. Not all were used, and sometimes none were needed.

3. At this point, I would like to define the parameters for our discussion. The research is on using lists (i.e. inventories) to manage heritage and while there are several we use in England, I would like to focus on the National Heritage List for England (NHLE) including listing, scheduling and registered parks and gardens, and local listing and the Historic Environment Record (HER).

Thinking about the function of heritage lists, to identify assets, what do you think each of these three (NHLE, local listing and the HER)?

- Are they important?*
 - Why?*
 - Why not?*
- (10 min)

4. Thinking about the form that these lists take, what do you think each of them (NHLE, local listing and HER)?

- Are they useful?*
 - Accessibility?*
 - Content of list descriptions?*
 - Content of local list?*
 - How could they be improved?*
- (10 min)

Question three was the first question where the discussion was freely open, not answered in turn. This was not clear in the first focus group and made an awkward transition which was resolved in the following groups by explicit mention of the free nature of the discussion following.

Question three was used, with the knowledge gained from question two, to make the parameters of the discussion clear. In practice, this was developed with participation from the group. A question asked in two groups was whether conservation areas were included, and their discussion was permitted. This question was useful to emphasise the need to stick to the topic, and also to avoid issues which may have taken over the rest of the discussion. For example, within the Lancashire professionals group, the situation with the HER sounded complex, political and a potential ‘mine field’. It was therefore decided in question three after a summary of the situation that it would be excluded from the conversation as it was not central to the research and might have taken time away from key areas.

Questions three and four are transition questions (Krueger 1998, 25) which start to move into the topic. The aim is to find out what people think of the current set up, addressing part of the research objective on gathering views on local and national, designated and non-designated heritage.

Question three and four were sometimes combined, or prompts used to fill gaps – they were separated in an edit of the questioning route but proved somewhat interchangeable. By this stage in the discussion, participants had started freely talking and moderation was required.

5. We know that in both national heritage lists and local lists, there is variation across the country in coverage and the detail in the content varies too. How do you feel about the coverage and content of heritage lists?

...fair?

...representative?

HALF WAY

Question 5 is the final transition question (Krueger 1998, 25). It addresses the known variation in the national and local lists. Variation in the lists has been identified as common knowledge in the sector for several decades (see Cherry and Chitty 2010). The preamble anticipates the standard answer in order to try to move beyond it to gain a deeper understanding.

6. Do you know of anything that's changed in recent years about the way we manage heritage with lists? We'll make a list together.

List to be made on flip chart or large piece of paper where everyone can see it.

Prompts: What about more recently?

Do you think list descriptions have changed over time?

Do you know of any new practices or policies?

(10min)

**OR so, I think that question is quite difficult, can I introduce you to a few things that Historic England have done recently... you may have come across some... [lead straight into question 7].*

7. Can I introduce you to some of the things Historic England have done recently, and see what you think?
- Have you ever read one the selection guides? They are where Historic England set out the criteria under consideration when listing particular historic building types. [document prompt]
 - Have you heard of Enriching the List? It's where the public can add their own information, in text or photographs, underneath a list description. What do you think about that? [print out prompt]
 - Have you heard of the ERR act, or seen new list descriptions when there is a map with a blue line to show the extent of the listed building? [picture prompt]

Discussion: What do you think of that?

What do you think has been beneficial?/Do you think those sound beneficial?

Has anything been a change for the worse?/Does anything sound like a bad idea?

How have these changes impacted your role over the last few years?/Do you think these will change your role with heritage?

(20min)

Questions six and seven are key questions (Krueger 1998, 25), addressing the research objective of reassessing innovation in policy and practice since 2010. The response to question six was mixed in professional groups, with some groups coming up with lots of answers and others struggling. Therefore, it was used as a lead to question seven. Question six was used tentatively with local stakeholders, without the written list element, and mainly used as an introduction to question seven.

Question seven introduced three visual prompts. These were a useful tool in the middle of the discussion, providing a slight rest for participants, letting them see and listen for a short time before responding and resuming the questions without visual prompts. The visual prompts were delivered on screen – either via a projector or a laptop. The visuals were: the Historic England selection guide for educational buildings, an example of Enriching the List contributions through Cobham Mill and the Palace of Westminster, and an example of the Enterprise and Regulatory Reform Act provision excluding parts of buildings for listing through High Mill. Cobham Mill was chosen because it had only one entry but included an

image and text; the Palace of Westminster was an example shown live, where the technology allowed, which included links to journal articles, text and photographs of phases of scaffolding. High Mill was shown because of its clarity as a visual example. Bridges linking the listed building with unlisted parts make the division obvious. Screen shots of each visual prompt are included in the appendices. Each of the examples had a short explanation from the moderator.

8. Looking forward, if you were going to be able to make 1 change over the next 10 years, what would it be and why? We'll go round the table for this one. (10 min)
9. How well do you think current legislation, policy and guidance work together? (10 min)

Question eight is a key question (Krueger 1998, 25) which used the previous questions as a stepping stone to address the research objective of seeking fresh perspective on the direction of travel for heritage asset management. Participants found this difficult to answer straight away, so it was sometimes added to later in the discussion. To make it easier, while ideas were encouraged from everyone, it was not answered in turns around the table. Question nine was only posed to professional groups.

10. If you were king or queen of your own country, would you want to list heritage assets? (5 min)
11. So to summarise our discussion...
We largely think heritage lists are/aren't useful.
We feel the content of the current lists is...
We feel recent innovations in practice are... and....
And we would/wouldn't list heritage assets.
Is that a fair representation of what we've said here today? (5 min)
12. Finally, I've left a few minutes for anything we should have discussed but haven't. Is there anything you want to mention, or that you think I should add in for future discussion groups? (5 min)

The final three questions transition out of the in-depth discussion. The imaginary set up and lighter tone of question ten signals the end of the difficult questions and is an ending question according to Krueger's (1998, 26) categories. It was altered to include 'ruler' as a non-

royalist and non-gendered term. The question essentially asks whether participants consider listing heritage worthwhile. This was a point where people put forward their own comments and points as they sensed the planned questions were coming to a close.

Question eleven was planned as a summary question (Krueger 1998, 27), which would have given immediate feedback on the interpretation of the focus group, however it was dropped for two reasons: one, it proved too difficult to instantly summarise the often multiplicitous and winding conversations that had preceded; and two, as previously mentioned, it is not the intention of the research to create a unified consensus of opinion which a summary of the discussion might lean toward.

The final question, one recommended by Krueger (1998, 28), proved to be very useful for allowing people to contribute their own agendas, points or views.

Thank you all very much for your time and participation. Just to remind you, if you'd like to review any of the recordings from today, just drop me an email, and if you have any questions on anything at all in this research, at any point down the line, again, I'm available and happy to answer, just drop me an email. Thank you all so much!

Like the introductory section, the final words were able to be widely adapted but provided a prompt.

Appendix H: Sensitizing topics

These are working notes written during the research process; they retain their original phrasing.

Research questions

- (1) gather and critically examine new understandings of how the balance and distinctions between ‘national’ and ‘local’, ‘expert’ and ‘grass-roots’ views of significance, and designated and non-designated heritage assets are changing;
- (2) reassess innovation in policy and practice since 2010, and;
- (3) seek a fresh perspective on the direction of travel for heritage asset management, within and beyond statutory listing.

From the literature review, the follow themes will be looked out for:

- Social and communal value
- Economy
- Public participation and empowerment
- Other benefits of heritage, such as wellbeing, social improvement, tourism, regeneration
- Broad definition of heritage
- Designating assets for reasons other than architectural or historic
- Local lists being more inclusive than national lists
- Role of the expert and the skills necessary for public participation

Focus groups

What themes I am looking for, or expecting, from the local stakeholder focus groups?

- National/local
- Designated/non-designated
- Relationships between professionals and volunteers
- Opportunities for participation, from participant perspectives

What themes I am looking for, or expecting, from the LPA professional focus groups?

- Significance and values
- Relationship to Historic England and local stakeholder groups
- Attitudes towards public participation
- Views on expertise

What am I particularly looking for from the local stakeholder focus groups?

- Their relationship to the local authority, to Historic England or other heritage organisations
- The importance of national designations vs the importance of local designations
- Views on expertise – is it favoured? Are expert descriptions of significance accepted, or challenged? How do they differ?
- How are non-designated assets perceived?
- Activity relating to local designation, and perceptions of it.
- Have the groups heard of Enriching the List, the ERRa provisions or the selection guides?
- What are their views?
- What's the local stakeholder perspective on what needs to be changed?

What am I particularly looking for from the LPA professional focus groups?

- What are the professional views of local and national significance?
- What are the professional views of designation, local and national?
- What are the professional views of non-designated assets?
- How do the local lists and the NHLE compare in their view?
- What do they think of EtL?
- What do they think of the ERRa provision?
- What do they think of selection guides?
- Where do they think the priorities are for the future?

Interviews

What themes I am looking for, or expecting, from the HE interviews?

- Relationships between the sector and local stakeholders or LPAs
- Attitudes towards public participation

- Ideas around social value
- The impact of national legislation and policy compared to other influences such as international agendas, political rhetoric or academic trends

What themes I am looking for, or expecting, from the sector interviews?

- Significance and values
- Relationship to Historic England and local stakeholder groups
- Attitudes towards public participation
- Views on expertise
- Views on national legislation and policy
- Views on how the system works, doesn't work and should work
- Intangible heritage

What am I looking for from the HE interviews?

- Are the national views different from LPA staff or local stakeholders? If so, how?
- Do the participants see themselves as experts or refer to other expertise?
- How do participants view grass-roots views of significance or designation?
- How do participants view designated and non-designated?
- Comparisons between the NHLE and local lists
- How participants view the HER
- What are the biggest changes participants identify?
- Where do participants see heritage management going?

What am I looking for from the sector interviews?

- What are the professional views of local and national significance?
- What are the professional views of designation, local and national?
- What are the professional views of non-designated assets?
- How do the local lists and the NHLE compare in their view?
- What do they think of EtL?
- What do they think of the ERRa provision?
- What do they think of selection guides?
- Where do they think the priorities are for the future?

Appendix I: Codebook for heritage strategies

Name and description of nodes

NAME	DESCRIPTION
Appreciation of heritage	Captures text which expresses either the appreciation of heritage, a lack of appreciation of heritage or efforts to encourage appreciation of heritage. This code also captures references to people 'valuing' heritage; specific heritage values are separately coded.
Archaeological potential	Expressions about archaeological potential, known or unknown Inductive
At risk	Capturing references to heritage at risk or buildings at risk, including the Historic England register and other at risk records. Also includes references which might link to the mention of at risk heritage in the NPPF.
Audience	Statements in the heritage strategies which show their intended audience.
Authorship	References which show the authorship of the heritage strategies.
Capitalising	References to capitalising on heritage or making the most of it. Inductive
Character	Capturing text which relates heritage to character
Characterisation study	Mentions of using any type of characterisation (historic area, landscape, urban) as a tool. Inductive
Collaboration or partnership working	Capturing text which relates to partnership work or collaboration. This code is separate to people/participation/involvement because it captures references to two organisations (professional or voluntary) working together, rather than local authority attempts to involve the public. Inductive

Collections	Capturing references to museum, library and archive collections. Inductive
Community	Capturing expressions related to community including community groups.
Conservation Areas	Capturing all references to conservation areas or to specific examples of a conservation area.
Conservation Principles	Capturing all direct quotes and references from English Heritage's 2008 publication Conservation Principles, Policies and Practice. Themes linked to the principles are also coded here.
Conserve conservation	Capturing all references to conserve, conserving, conservation and conserved, serving to compare against references to preservation or protection.
Culture or cultural offer	Capturing all references to culture, cultural offer or cultural benefits.
Definition of heritage	Capturing all text which gives an explanation of what heritage is.
Designated assets	Captures all general references to designation or designated assets. Note that specific assets are coded to the NHLE, conservation areas or other designations.
Development	Captures all references to building development and development management. This code does not include general usage of 'develop', 'developing' or 'development' - only that pertaining to the new or reuse of a site relating to planning. Regeneration is separately coded. Inductive.
Diversity	Capturing text which expresses something about diverse heritage, a diversity of heritage or a diverse audience for heritage. Inductive.
Documents policies strategies plans	This code captures all references to local authority or government documents: policy documents, supplementary planning documents or guidance, and strategies. Except for the NPPF, international documents, Conservation Principles and local plans which are separately coded. This code was created

to show that many heritage strategies state they are related to other local authority documents or government advice and the code captures which documents are specified. Inductive

Economics	Captures all text related to economic issues: tourism, jobs, funding for heritage, heritage contributing to the economy. Also includes references to economic benefits. Regeneration is coded separately.
Expert expertise	Captures all references to experts or expertise.
Future	Capturing all references to the future, either general (future generations) or specific (action plan for the next 5 years). This code was created to consider the use of the term given the AHRC Heritage Futures project.
HER	Captures all references to the Historic Environment Record.
Heritage champion	Captures all mentions of a local authority Heritage Champion. Inductive.
Heritage statements	Captures all discussion of heritage statements as part of the planning application process. Inductive
Identity	Captures all text relating heritage to identity.
Intangible	Captures all references to the word intangible, and also examples of intangible heritage whether stated as such or not.
International documents	Captures all references to any international documents or charters.
Irreplaceable	Captures all references to the word irreplaceable. Inductive, but related to the use of the word in the NPPF.
Learning education	Captures all references to learning and education related to heritage, but not understanding which is separately coded. Inductive.
Legislation	Captures all references to legislation, general or specific,
Local	Captures all references to the word local. This was originally one large code, but was then subdivided to reflect its different uses.
Local character identity distinctive	Captures all references where local is combined with the atmosphere of an area.

Local defined heritage	Captures all references to local heritage or heritage defined by a local community or at a local level.
Local developer business	Captures all references to local developers or businesses
Local economy	
Local interest value significance	
Local people communities	Captures references to local people, communities or groups
Localism	All references to the Localism Act or localism.
Referring to the place spatial level	Captures all instances of the word local where it is used to distinguish from a national level generically, or not within the other coding categories for local.
Local List	Captures all references to local lists, whether existing or not.
Local Plan	Captures all references to the Local Plan
Local implementation of national policy	
Management	Captures all references to management of heritage, managing and manages etc. Inductive Designed to show that local authorities see heritage as something to be actively managed and to explore the link between heritage and its management.
Natural or environment	Capturing all references to the natural environment, but also to the word environment or environmental, including environmental benefits. The use of the word environment does not have to mean a natural one.
Neighbourhood plans	Captures all references to neighbourhood plans or planning. Inductive.
NHLE	Capturing all references to the National Heritage List for England, or specific examples of an asset type or asset on it. Listed buildings, registered parks and gardens and scheduled monuments each have a sub-code.

LB	Specific reference to the listed building designation system, not to named buildings
P&G	Specific reference to the designation term, not to named parks and gardens
SAM	Specific references to scheduled ancient monuments, not to named sites.
Non-designated	Captures all references to non-designated heritage or specific mentions of heritage which is not designated.
NPPF	Capturing all references to the National Planning Policy Framework - the 2012, 2018 or 2019 versions. Also capturing text which appears to draw upon the NPPF even if not explicitly stated.
Open spaces	Capturing all references to open spaces or green space or specific examples of non-registered parks, gardens or open spaces.
Other designations	Capturing designation types outside of the NHLE, Conservation Areas and local designation. Includes Sites of Special Scientific Interest, natural environment designations and local archaeological designations.
People involvement participation	Captures all references to involving people, or public participation. This code captures text expressing the local authority giving opportunities for participation. It is not about collaborative working with organisations which is coded separately.
Physical heritage either built or archaeological	Captures references to particular buildings or archaeology which do not state whether they are designated assets or not.
Archaeology	
Architecture	
Promotion or celebration of heritage	Capturing text which expresses promoting, celebrating, raising the profile of, or raising heritage up the agenda. Inductive.
Protection	Capturing all references to protect, protecting and protection. To compare with conserve or preserve.

Purpose of document	Captures all text explicitly expressing the purpose of the document.
Quality of life	Captures all references to quality of life.
Quotes	This code is just a place to keep quotes which are interesting or might be useful.
Regeneration	Captures all uses of the word regeneration. Inductive
Resource constraints or cuts	Originally coded as resource cuts, this code was expanded to capture expressions about resource constraints too.
Sense of place	Capturing all references to sense of place or spirit of place. Character coded separately.
Significance	Capturing all references to significance.
Social benefits	Captures all references to social benefits, but not specified ones such as wellbeing or social cohesion which are separately coded.
Social issues cohesion wellbeing	Captures all references to wellbeing, mental health and social cohesion but not general references to social benefits which are separately coded.
Understanding	Captures all references to understanding heritage either to appreciate it, learn about it or to inform judgements about significance or planning decisions.
Values of heritage	This code captures the types of value which underpin judgements about significance or retaining. Statements about generally 'valuing' heritage are coded under 'appreciation of heritage'
Volunteering voluntary sector	Captures all references to volunteers, volunteering or the voluntary sector. Inductive.

Appendix J: List of heritage strategies

Allerdale

Bowles, J. and Green, S. (2016). *A heritage strategy for Allerdale*. Allerdale Borough Council. [Online]. Available at: <https://democracy.allerdale.gov.uk/documents/s114215/Allerdale%20Heritage%20Strategy%20FINAL.pdf> [Accessed 1 April 2021].

Birmingham

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Boston

Boston Borough Council (2017). *Heritage strategy for the borough of Boston*. [Online]. Available at: <https://moderngov.boston.gov.uk/documents/s5489/Appendix%20A%20-%20Heritage%20Strategy%20for%20the%20Borough%20of%20Boston.pdf> [Accessed 1 April 2021].

Elmbridge

Elmbridge Borough Council (2015). *Elmbridge heritage strategy*. Elmbridge Borough Council. [Online]. Available at: <https://www.elmbridge.gov.uk/planning/heritage-strategy/> [Accessed 1 April 2021].

Enfield

Enfield Council (2018). *Making Enfield. Draft Enfield heritage strategy 2019 – 2024*. Enfield Council. [Online]. Available at: <https://new.enfield.gov.uk/services/planning/heritage-strategy/> [Accessed 1 April 2021].

Fylde

Fylde Council (2015). *Plan for Fylde – Plan for the future. Built heritage strategy for Fylde 2015 – 2032*. Fylde Council. [Online]. Available at: <https://new.fylde.gov.uk/resident/planning/regeneration-and-urban-design/heritage-strategy/> [Accessed 1 April 2021]

Hastings

Hastings Borough Council (2018) *Hastings heritage strategy 2018*. Hastings Borough Council. [Online]. Available at: <https://www.hastings.gov.uk/my-council/policies-strategies/heritgagestrategy/> [Accessed 1 April 2021].

North Tyneside

North Tyneside Council (2014). *Our North Tyneside: past, present and future. A heritage strategy for North Tyneside 2014 – 2021*. North Tyneside Council. [Online]. Available at: <https://my.northtyneside.gov.uk/category/636/heritage-strategy> [Accessed 1 April 2021].

Nottingham

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Sheffield

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Stroud

Stroud District Council (2018). *A heritage strategy for Stroud district. Valuing our historic environment and assets*. Stroud District Council. [Online]. Available at: <https://www.stroud.gov.uk/environment/planning-and-building-control/conservation-biodiversity-listed-buildings-trees-and-hedgerows/a-heritage-strategy-for-stroud-district> [Accessed 1 April 2021].

Torbay

Torbay Council (2011). *Torbay heritage strategy*. Torbay Council. [Online]. Available at: <https://www.torbay.gov.uk/media/8200/sd98.pdf> [Accessed 1 April 2021].

Abbreviations

AHD	Authorised Heritage Discourse
AHRC	Arts and Humanities Research Council
ALGAO	Association of Local Government Archaeological Officers
AONB	Area of Outstanding Natural Beauty
BAME	Black, Ancient and minority ethnic
CAQDAS	Computer Assisted Qualitative Data Analysis Software
CBA	Council for British Archaeology
CifA	Chartered Institute for Archaeologists
DCLG	Department for Communities and Local Government
DCMS	Department for Digital, Culture, Media and Sport
DEFRA	Department for Environment, Food and Rural Affairs
ERRa	Enterprise and Regulatory Reform Act
EtL	Enriching the List
GVA	Gross Value Added
HE	Historic England
HELM	Historic Environment Local Management
HER	Historic Environment Records
HLC	Historic Landscape Characterisation
HLF	Heritage Lottery Fund
HPR	Heritage Protection Reform/Review
HUL	Historic Urban Landscape
ICH	Intangible Cultural Heritage
ICOMOS	International Council on Monuments and Sites
IHBC	Institute of Historic Building Conservation
HAZ	Heritage Action Zone
IMD	Indices of Multiple Deprivation
JUHS	Joined Up Heritage Sheffield
LBC	Listed Building Consent
LGBTQ	Lesbian, gay, bisexual, transgender and queer
LPA	Local Planning Authority
MHCLG	Ministry of Housing, Communities and Local Government
NHLE	National Heritage List for England
NLHF	National Lottery Heritage Fund
NPPF	National Planning Policy Framework
NPPG	National Planning Practice Guidance
RSA	Royal Society for Arts, Manufactures and Commerce
SMR	Sites and Monuments Record
SPAB	Society for the Protection of Ancient Buildings
UK	United Kingdom
UNESCO	United Nations Educational, Scientific and Cultural Organization

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