

Agenda Item 10 Report PR23/24-28

Report to **Policy & Resources Committee**

Date 29 February 2024

By Cultural Heritage Lead

Title of Report Direction of travel for the approach to Cultural Heritage in the

SDNPA

Decision

Recommendation: The Committee is recommended to:

I. Note and endorse the direction of travel of the SDNPA's approach to Cultural Heritage as part of the development of the next Partnership Management Plan and Corporate Plan.

I. Introduction and key headlines

- 1.1 This report provides an overview of Cultural Heritage as a thematic area within the Countryside and Policy Management Directorate with a summary of how it delivers SDNPA Corporate Priorities, and the national strategic priorities set by Defra and wider government. It outlines current SDNPA resource and delivery mechanisms and approaches used, and the direction of travel for the Authority' future strategic approach as we start to develop the Partnership Management Plan for 2025-2030.
- 1.2 Cultural Heritage is recognised nationally for its intersectional relevance across key areas, including economy, placemaking and regeneration; health and wellbeing; research and learning; public engagement, identity and cohesion. It also has a role to play in landscape scale decision making by providing the long-lens evidence of previous use, cause and effect.
- 1.3 The conservation and management of cultural heritage assets is relevant to nature recovery, as so much of our landscape today has been shaped and formed over centuries of human interaction with nature and its resources, and therefore it helps to frame, contextualise and inform future landscape change. Heritage protections can also provide additional benefits for nature, by limiting activity that can detrimentally impact plant and wildlife.
- 1.4 Cultural Heritage is enshrined within Purpose I, standing alongside and equal to, natural beauty and wildlife as part of the purposes and duty of all National Parks. It is one of the Special Qualities that define Protected Landscapes and is therefore also an intrinsic part of Purpose 2, and our designation as a National Park.
- 1.5 The SDNPA Corporate Plan 2023-2025 shows our contribution to outcomes in the Partnership Management Plan (PMP). It sets out the High Level Targets which are priorities for the SDNPA, they are; Nature Recovery, Climate Action and National Parks for All.
- Cultural Heritage projects and partnerships in the SDNPA Countryside and Policy
 Management Directorate are delivered by I FTE post the Cultural Heritage Strategy Lead.
 However, cultural heritage outcomes are supported through our Planning functions (via 2
 FTE SDNPA Conservation Officers and archaeological advisory planning services secured via s101 agreements), our health and wellbeing delivery, community and youth engagement, the

work of our Area Teams, communications, and our landscape and biodiversity workstreams. It is therefore important that SDNPA has a strong internal awareness across departments and teams of Cultural Heritage issues and opportunities (and crucially our Purpose I duty) in order to maximise outcomes with the resources available.

- 1.7 Between April 2020 March 2024 Cultural Heritage projects have generated £1.43 in external funding for every £1 invested by SDNPA. In addition, in 2021 and 2023, SDNPA bid writing support helped secure £326,807 for two large community festival events (<u>Tide Mills and Walk the Chalk</u>). The Return on Investment (ROI) for our own seed funding support for these Festivals was £24 for every £1 of SDNPA contributed funding. We are currently a partner in research projects to the value of £377,904 in external funding, exploring issues and opportunities for heritage, people and landscape.
- I.8 In the same period, for those projects delivering with communities, over 39,440 people have so far participated in cultural projects and activities, in which SDNPA has been a strategic and/or delivery partner.
- 1.9 For examples of our Conservation and Enhancement work and impact in this area, see **Appendix 1**.

2. Policy Context

- 2.1 National legislation and policy have created layers of protection and statutory considerations for heritage. Heritage is therefore an intrinsic ingredient in all the work we undertake in landscape. It is also the case that in some instances, legislative protection and associated policy for cultural heritage is delivering nature recovery benefits by limiting certain intensive land management activities, which create linked benefits for nature. An overview of the main government departments and associated legislation and policy mechanisms is at **Appendix 2.** Defra has included the condition of, and engagement with, cultural heritage in its emerging Targets and Outcomes Framework for Protected Landscapes.
- 2.2 Additionally, national strategic partnerships and collaboration across government, Arms Length Bodies (ALBs), sector professional bodies and the Third Sector has generated priority areas for cultural heritage in contributing to public health (e.g. Historic England's Wellbeing and Heritage Strategy etc.); economic regeneration and recovery (e.g. Local Government Association (LGA) Culture Led Regeneration and The Visitor Economy: A Powerhouse for Local Growth, Historic England's Heritage Counts etc.) and the deeper contextualisation and representation of the past through a more representative lens. The national picture is influencing regional delivery, with examples including East Sussex County Council's Public Health Creative Healthier Lives: Arts in Public Health position paper, and the culture-led Levelling Up investment by the Department for Levelling Up, Homes and Communities (DLUHC) proposed for Eastbourne (Black Robin Farm) and Arun (theatre and seafront schemes) etc. all of which directly intersect with strategic and corporate interests for the SDNPA.
- 2.3 There are potentially interesting future policy lines emerging for heritage to keep an eye on, particularly concepts such as 'adaptive release' with regards to cultural heritage and climate change (which will consider how we manage loss of heritage in the face of significant landscape impacts such as coastal erosion) and the ongoing advocacy from national bodies for VAT relief to encourage reuse of historic building stock (i.e. embodied carbon benefits as a key contribution to Net Zero), demonstrating that cultural heritage policy is moving in a direction that is dynamic and responsive to landscape-scale change and climate action.
- 2.4 In January 2024, Historic England, Natural England and the National Lottery Heritage Fund issued a joint statement committing to better integration of natural and historic environment management, acknowledging that in so doing "we can achieve much more for people, nature, places and the economy" as well as recognising "the crucial role that heritage management practices can play in nature's recovery... igniting the imagination, connecting us to our past and helping to shape the future."

3. Issues for consideration

- 3.1 As we prepare for the development of a new PMP, we now see an opportunity to shift our approach to focus more project delivery on the preservation and conservation of the historic environment, in line with the PMP (and specifically outcome 4.1).
- 3.2 We have developed a Theory of Change (ToC) to articulate the strategic focus we would like to pursue in the future for SDNPA Cultural Heritage (see Appendix 3). It identifies two areas of impact:
 - **Conservation and Enhancement** Using the past to build the future through landscape decision-making and action (aligning with PMP priority 4.1)
 - Connection and Creativity Strengthen relevance and maximise benefits for people and place through identity, representation, well-being and economy (aligning with PMP priority 4.2)
- 3.3 The ToC sets out clear outcomes and activities to deliver both elements of our Cultural Heritage work programme. Much of our work in the recent past has been focused more on the second element (aligned to 4.2 in the PMP) to imbed new partnerships and ways of working through a socially-engaged lens.
- 3.4 Given our current levels of resource, delivery of our outcomes is achieved through the following:
 - I. Building and maintaining partnerships
 - 2. Strategic influencing and networking (national, regional)
 - 3. Project development and delivery either as lead organisation or in partnership
 - 4. Technical/specialist advice (to SDNPA colleagues; and through WEPs, Management Plans, consultations etc.) and close cross-directorate collaboration.
 - 5. Partnering in funding bids, and supporting bid writing with artist networks, freelance artists, archaeologists, universities and historic environment specialists for co-delivery priorities.
 - 6. Providing advice to museums, galleries, freelance creatives/creative networks etc.
 - 7. Collaboration across UK National Parks through the Historic Environment Joint Statement Group and through regional and national networks (Culture East Sussex, East Hampshire Heritage Group etc.)
- 3.5 The focus for **Conservation and Enhancement** is collaborative working with organisations and agencies to pool subject specialist expertise, capacity and resources towards shared goals. Examples of this approach can be found at **Appendix 1**.
- 3.6 The focus for **Connection and Creativity** is on <u>socially engaged practice</u>. This prioritises work with artists and makers who in turn work directly with (or come from) communities and grassroots networks who have been disenfranchised and minoritised within the creative and environmental sectors. Examples of this approach can be found at **Appendix I**.
- 3.7 Cultural Heritage delivery has been principally through partnerships and projects. Although projects becoming SDNPA-led programmes are one marker of success, equally so is where our project work champions the ethos behind the PMP by inspiring partner organisations to adopt SDNPA priorities into their own workstreams as shared objectives, enabling a longer-term legacy that capitalises on the resources and expertise of wider sector colleagues. Examples of this can be found at **Appendix I**. The impact of projects does not always end with a formal 'closure date' in SDNPA project management terms but can continue to resonate through partnerships and our ability to network and connect opportunities through the relationships we build.

4. Options & cost implications

- 4.1 Cultural Heritage is a key part of National Park purposes and delivery of our corporate objectives. The ToC has informed a change in operational focus between now and 2025-26 for both our people focused work and our work around the historic environment. It will also inform our approach to developing the next iteration of the Partnership Management Plan 2025-2030. We therefore ask Members to note and endorse the direction of travel of the SDNPA's approach to Cultural Heritage as part of the development of the next Partnership Management Plan and Corporate Plan to increase the focus on the conservation and enhancement, and bring both priority strategic strands as articulated in the PMP, into balance.
- 4.2 Alongside continuing work with people and communities, our priorities for 2024-25 have an eye on national outcomes for Protected Landscapes and emerging policy areas, and include seeking opportunities to support more citizen science actions for heritage conservation through the success of the Monument Mentors guidance (including training and development for colleagues within SDNPA and partner organisations); exploring the potential for projects focused on heritage loss; utilising historic environment data and evidence to support and inform our nature recovery and climate action activities, increasing training opportunities for Rangers in cultural heritage conservation and monitoring, and exploring skills development and employability opportunities for young people through archaeology, heritage craft and the creative arts. We will also continue to share learning with protected landscape partners in the development of their own activities working with artists and writers addressing lack of equity and representation in countryside, with recent examples including the provision of advice to Ashdown Forest.
- 4.3 With the above in mind, as part of the development of the next PMP and Corporate Plan, we would like to consider with Members the opportunity to develop capacity to ensure that conservation and enhancement outcomes in the theory of change are delivered. Alongside our people focused work, this would ensure that:
 - Cultural Heritage is integrated into, and recognised as a **positive contributor towards**, **Renature and Climate Action**.
 - The **social, environmental and economic value** of Cultural Heritage is understood and celebrated.
 - Risks to outdoor heritage are understood, and action is taken to actively **communicate**, address, reduce and respond to risk.
 - Heritage is well cared for and sustainably managed across the National Park.
 - Landowners and the wider public can readily access advice and information on best practice heritage conservation and adaptation approaches.
 - The `historic environment is used as an indicator and guide in future adaptation decision-making
- This could include training and development opportunities cross directorates to increase awareness, understanding and delivery skills, and investment in digital technologies to enhance our data. Additionally, exploring the potential for conversations regarding joint investment funds, which would require senior level liaison with Arms Length Bodies (ALBs) to advocate for, but which could pool resource to meet shared objectives through more agile funding mechanisms. Precedents exist for this form of place-based collaborative investment model.
- 4.5 Future delivery also has the potential to look at fundraising for additional targeted resourcing to increase our capacity to deliver cultural heritage outcomes such as 'turbo charging' the Monument Mentors guidance to address the 41% of Scheduled Monuments in the National Park identified as 'vulnerable' in 2021, through additional training and development capacity to work with communities. This would have the potential added benefit of also exploring co-hosting staff with some of our partners, to create stronger collaboration while maximising access to cross-organisational specialist expertise.

4.6 Like other areas of the authority's work, cultural heritage can deliver strong outcome measures (e.g. number of participants, percentage of monuments) but, as with delivery for other areas of our work such as Nature Recovery and Climate Action, impact measures are more challenging. We will aim to develop them as part of our Authority-wide approach. Defra has released the Outcomes Framework which all National Parks will have to demonstrate their contribution towards. One of the targets relates specifically to cultural heritage asset conservation and condition.

5. Other implications

Implication	Yes*/No	
Will further decisions be required by another committee/full authority?	No	
Does the proposal raise any Resource implications?	No. The delivery approach outlined works within existing capacity, and seeks to maximise outputs through a focus on partnership building, relationship management and facilitating funding bids by external partners that deliver shared objectives and outcomes.	
	There is potential for the delivery approach outlined to create opportunities to explore leveraging funding via other mechanisms for additional delivery capacity in the future.	
How does the proposal represent Value for Money?	It enables us to continue to operate within current resource, albeit with a more balanced focus.	
Which PMP Outcomes/ Corporate plan objectives does this deliver against	The delivery of cultural heritage projects, BAU and partnerships contributes across all three Corporate Plan priorities: Nature Recovery, Climate Action and National Parks for All.	
	Additionally, project, advisory support and partnership delivery meets the outcomes of the PMP for the following areas:	
	4.1 Increase conservation, awareness, access to and understanding of South Downs cultural heritage;	
	4.2 Promote creativity and understanding of the landscape and traditions of the South Downs through contemporary arts and crafts;	
	5.1 Encourage everyone to experience the National Park and widen participation for under-represented groups through targeted activities and promotion;	
	6.1 Provide high-quality outdoor learning opportunities as part of a locally relevant curriculum;	
	7.1 Develop initiatives which enable local communities and individuals to improve health and wellbeing;	
	10.2 Increase awareness and desirability of the South Downs as a special place to visit.	
Links to other projects or partner organisations	Our delivery mechanisms will continue to operate through ongoing partnership working and project and/or research collaborations where these deliver outcomes that link to our CP and PMP.	

Implication	Yes*/No	
How does this decision contribute to the Authority's climate change objectives	There are previous and currently live examples of Cultural Heritage projects focused on climate communication and engagement with the public, and through the development of resources and training for schools.	
	Additionally, work with deer management through the use of archaeological research data addresses both Nature Recovery and Climate Action priorities for the National Park.	
	New guidance and emerging policy lines from the cultural heritage sector in relation to Net Zero delivery and climate adaptation have been raised internally for awareness within both the evidence gathering activities linked to the Local Plan development and through the SDNPA Climate Working Group.	
Are there any Social Value implications arising from the proposal?	No	
Have you taken regard of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010?	In targeting our Connection and Creativity workstream to SDNPA priority audiences as outlined in the Corporate Plan, we are specifically addressing equity and inclusion.	
Are there any Human Rights implications arising from the proposal?	No	
Are there any Crime & Disorder implications arising from the proposal?	No	
Are there any Health & Safety implications arising from the proposal?	No	
Are there any Data Protection implications?	No	

6. Risks Associated with the Proposed Decision

6.1 There are few risks related to the proposed rebalancing of our focus for Cultural Heritage. Re-balancing to build capacity around PMP 4.1 will ensure we are better prepared for the delivery of Defra Outcome 10, and also reflects national strategic moves to better align nature and heritage outcomes as evidenced by the Natural England, Historic England and National Lottery Heritage Fund joint statement of January 2024.

Risk	Likelihood	Impact	Mitigation
We will miss pivoting work towards historic environment opportunities and objectives that emerge.	3	3	The approach set out in the report will mitigate this risk. The opportunity to address capacity to deliver more will be explored as part of the rebalancing of our focus.

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Appendices I. Outline of Government responsibilities for Cultural Heritage

2. Theory of Change graphic

SDNPA Consultees Chief Executive; Director of Countryside Policy and Management;

Director of Planning; Chief Finance Officer; Monitoring Officer;

Legal Services,

External Consultees None

Background Documents SDNPA Corporate Plan 2023-2025

Partnership Management Plan

Arts Council England's Creative Health and Wellbeing Strategy

Conservation and Enhancement

Examples of activities relating to 1.9 in this report:

In the conservation and preservation of cultural heritage, SDNPA has contributed to the development of national and regional sector guidance, including <u>Standards and Guidance in the Care of Archaeological Collections</u> (2020), Managing Heathland Heritage (2022) and Monument Monitoring Guidance: <u>Level I</u> and <u>Level 2</u> (2023). The Monument Monitoring Guidance has been adopted by Changing Chalk and has so far seen 128 monuments condition assessed and recorded on the Historic England '<u>Missing Pieces</u>' data portal, thanks to the mobilisation of community groups and volunteers.

We are also an active partner in research projects that are delivering innovative outcomes, including the Arts Humanities Research Council (AHRC)/Department for Culture, Media and Sport (DCMS) 'Cultural Heritage Capital: Understanding the Value of Outdoor Cultural Heritage', led by the National Trust and Dr Amy Binner of the University of Exeter, which is developing a parallel approach to Natural Capital Accounting for cultural heritage (opening future opportunities around articulating impact and advocacy, and green credits). We are also currently co-supervising a PhD with the National Trust and University College London researching the use of technologies (including drones) for heritage engagement with a focus on audiences under-represented and/or experiencing access inequalities, such as people experiencing dementia.

Examples of activities relating 3.5 in report:

Examples of this approach include Setting the Standard, a SDNPA, National Trust and Historic England partnership which reviewed data and evidence for the condition of Scheduled Monuments in the SDNPA, and produced guidance for a citizen science approach to monitoring and reporting change – this Monument Monitoring guidance is now being used by other landscape partnerships across the South East, including The Ridgeway in the North Wessex Downs.

Our work with the National Trust and Worthing Museum on <u>digital site interpretation for Cissbury Ring</u> was shortlisted for a Council for British Archaeology award in 2002, and was <u>winner of the Society for Museum Archaeology Annual Award for Excellence</u> for best 'exhibition, display or interpretation' project in 2023.

We are also part of the multi partner 'Fair Game' initiative, which will use the bio-archaeological story of fallow deer to support outcomes for the Natural England Sussex Woods Pilot Strategic Study, delivering activities connecting commercial markets, social purpose, public communications, training and development in relation to deer management.

Connection and Creativity

Examples of activities relating to 3.6 in report:

Examples include partnership with Writing Our Legacy in platforming work by Black and ethnically diverse creatives, and work led by Kate Drake, the SDNPA Health and Wellbeing Officer, and socially engaged artist Mandie Molyneux for Timescape, at heritage locations in and around the Park, with a focus on supporting people experiencing mental and physical wellbeing challenges and social isolation. Our socially engaged approach is focused specifically on SDNPA priority audiences as articulated in the SDNPA Corporate Plan, to invest the resource we have into those communities, networks and organisations who are least represented.

Examples of activities relating to 3.7 in the report:

Partnership with Writing Our Legacy to develop the Shifting the Gaze bursary scheme. This scheme supported Black and ethnically diverse writers to focus their creative practice on the landscape of the South Downs. As well as the significant learning SDNPA gained from partnership with a Writing Our Legacy, they were able to explore the potential of nature engagement as a workstream, which they subsequently adopted as one of their organisational priorities in a successful Arts Council England (ACE) National Portfolio Organisation (NPO) bid. This has resulted in multiple additional outcomes and benefits as a result of Writing Our Legacy's expertise and collaboration, including a South Downs sponsored edition of Covert (their magazine platforming Black and ethnically diverse creatives) and the delivery of engagement events for the Changing Chalk project, alongside their own activity streams connecting writing, nature and countryside. They are also a key partner in Downs to the Sea, a project linking communities with wetlands in the South Downs. An initial project in this instance acted as a catalyst to stronger partnership, and influenced an external organisation to adopt nature engagement within their own programmes. Blog posts show just how much the landscape is enriched by the creative talents of diverse writers. See: Shifting the Gaze blog by Nalo Solo | WRITING OUR LEGACY and Shifting the Gaze blog by Tanushka Marah | WRITING **OUR LEGACY.**

Thanks to our close working relationship with the National Trust, our partnership with Alinah Azadeh, Writer in Residence for Seven Sisters and the Sussex Heritage Coast 2020-23, enabled us to connect a number of the participants who engaged with the Residency with Changing Chalk, creating opportunities to transition into delivery of the 'Hearts and Histories' engagement strands of Changing Chalk's work with communities. A number of the writers are now 'Changing Chalk Associates', delivering events, activities and performances as part of that landscape-scale multi-year project.

Partnership with Stopgap Dance Company resulted in an outdoor performance piece by Chris Pavia called 'Echoes from the Earth' which continues to tour, with performances staged in Greenwich Park and at a nature festival in Poland, with more touring dates to be announced. This work was additionally highly commended in the Campaign for National Parks (CNP) 'New Perspectives' awards category in 2023.

Our project partnership with Hampshire Cultural Trust, Poetry for Wellbeing, is now an ongoing programme delivered as part of Brighter Futures across Hampshire, providing courses for people aged 18+ who believe their mental health and wellbeing will benefit. One participant described writing with the South Downs as an inspiration as "... healing the past and of making the present more manageable. It can lift us out of the rawness and help us to be mindful..."

Policy overview and list of legislation and policy mechanisms

DLUHC

National Planning Policy Framework

historic built and natural environment

Planning, Housing, Homelessness and Levelling Up

DCMS

Policies and Guidance

protection of historic buildings, scheduling of monuments, and the reform of heritage protection

Creative Industries, Cultural Sector, Digital Sector and Sport.

DEFRA

Policies and Subsidy
Systems

natural environment and heritage conservation

Natural environment, UK food and farming industry and rural economy.

Legislation and policies (selected sample only)

- Ancient Monuments and Archaeological Areas Act (1979)
- Planning Act (1990), Treasure Act (1996), Levelling Up and Regeneration Act (2023) etc.
- Policy frameworks such as the National Planning Policy Framework (NPPF) and Local Plans.
- <u>Agricultural Transition Plan</u> (updated in January 2024) includes a continued commitment to fund the conservation, restoration and protection of historical and archaeological features.

Agenda Item 1.4 Report PR23/24-XX Appendix 3

Theory of change for Cultural Heritage

Connecting People and Place - Heritage as a Mechanism for Renature, Climate and Engagement Impact Cultural Heritage: Connection & Creativity Cultural Heritage: Conservation & Enhancement Strengthen relevance and maximise benefits for people and place through Policy & Strategic Context Using the past to build the future through landscape decisionidentity, representation, well-being and economy. making and action. NPA Purposes & Duty: ✓ The relevance of heritage is strengthened and people from a Cultural Heritage is integrated into, and recognised as a diversity of backgrounds, cultures and experiences, see (and tell) Purpose 1: To conserve and enhance the positive contributor towards, Renature and Climate Action. natural beauty, wildlife and cultural heritage ✓ The social, environmental and economic value of Cultural their stories through cultural heritage. of the area. ✓ Socially engaged arts projects connect the landscape with under-Heritage is understood and celebrated. Purpose 2: To promote opportunities for the represented audiences through creativity. ✓ Risks to outdoor heritage are understood, and action is taken Outcomes understanding and enjoyment of the special to actively communicate, address, reduce and respond to risk. ✓ More people care for and champion cultural heritage. qualities of the National Park by the public. ✓ Innovative technologies and approaches tell the story of cultural ✓ Heritage is well cared for and sustainably managed across the National Park. heritage in ways that appeal to broader audiences. ✓ Cultural heritage is recognised as a key component in the visitor. ✓ Landowners and the wider public can readily access advice and information on best practice heritage conservation and economy, in economic and social regeneration, employment and SDNPA Partnership Management Plan: adaptation approaches. 4.1 Increase conservation, awareness, access ✓ The historic environment is used as an indicator and guide in ✓ Strategies and projects relating to access, learning and interpretation to, and understanding of, cultural heritage. take account of the contribution that the cultural heritage can future adaptation decision-making 4.2 Promote creativity and understanding of provide. the landscape and traditions contemporary arts and crafts. Without relevance, connection and understanding, cultural heritage > Impacts and opportunities re. renature and climate action are risks loss of future custodianship in contemporary society. under-recognised and under-represented at local, regional Need Disconnection from cultural heritage removes/reduces and national level. SDNPA Corporate Plan 2023-2025: opportunities to benefit from its health, wellbeing and sense of > The impact of climate change on heritage management and "We want the South Downs to be a place benefits. conservation is not well understood outside the sector. welcoming accessible place for everyone, Many people do not see their cultures, stories and experiences in > Data suggests heritage is at risk from land management whether living in the National Park, close to the stories we tell about histories and heritage. practices and lack of awareness of significance. its boundaries or travelling from further afield, to connect with nature, the landscape Partnerships and projects o Partnerships and projects and our rich cultural heritage." o Strategic influencing and networking (national, regional) o Strategic influencing, advocacy and networking (national, regional) Activities o Technical/specialist advice (to colleagues; and through o Advisory support, connecting and networking "Our support for cultural heritage activities Planning, WEPs, Management Plans, consultations etc.) o Direct engagement with delivery partners and through regional provides tangible benefits both economic Advisory support for external grant applications networks. and in terms of the wellbeing of people who o Collaboration across UK National Parks through the Joint o Grant advice and signposting, including advisory support for engage creatively." Statement Group and through regional and national networks. external grant applications.