



May 2018

# All-Party Parliamentary Group on Industrial Heritage

## Report on the Challenges Facing the Industrial Heritage Sector

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## About:

The All-Party Parliamentary Group on Industrial Heritage is chaired by Nick Thomas-Symonds MP. It brings together members and peers from all political parties in order to promote the industrial heritage of the United Kingdom and aim to help support British industrial heritage sites in a time of austerity.

The report is founded upon evidence collected in Evidence Sessions taken in October 2017, and written submissions sent in by organisations regarding the themes raised.

Introduction by Nick Thomas-Symonds MP.

With thanks to the Association for Industrial Archaeology, Historic England, Unite the Union and Historic Environment Scotland for their kind donations in support of this report, and to John Cattell of Historic England, Miles Oglethorpe of Historic Environment Scotland, Tony Crosby of the AIA, and Sir Neil Cossons for their advice and sharing of expertise in the production of this work, and to all those within the Industrial Heritage Sector.

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## Introduction



Nick Thomas-Symonds MP at Five Locks, Cwmbran  
(Copyright: Adrian Smith)

My home town of Blaenavon sits at the top of my constituency of Torfaen, the northernmost part of the Eastern Valley of the South Wales Coalfield. I can remember my pride when, in 2000, Blaenavon's unique iron and coal-mining landscape was awarded World Heritage Status by UNESCO. Blaenavon is one of ten World Heritage Sites in the UK that are industrial areas and, in one sense, this is a recognition of the achievements of past generations: like me, many local people have parents, grandparents and great-grandparents who worked in heavy industry.

Those generations may be gone now. But their values have not. In all of my constituency, through Pontypool and Cwmbran at its southernmost tip, across the whole of South Wales, and, indeed, in other industrial areas all across the UK, a sense of the common good, of serving the wider community, is the glorious legacy of those people who worked alongside each other in the knowledge that their safety depended upon their togetherness. These bonds of fellowship have become a defining feature of our modern-day post-industrial societies.

As the world's first industrialised nation, the UK's position in the industrial history of the world is secured. But industrial heritage crosses subject boundaries; it is social, cultural and economic. Kerrie Sweeney, Chief Executive Officer of the Titanic Foundation in Belfast, gave evidence on the transformation of the old Harland and Wolff shipbuilders into the modern-day "Titanic Quarter" with its multitude of attractions alongside its exhibitions and boat trips. Nor should we see industrial heritage as representing a separate part of our history. The tragedy of *Titanic's* maiden voyage still holds a fascination, but our maritime past is central to the history of our whole nation. That said, we would be missing something if we did not recognise that industrial heritage is distinct and special.

I am very proud to Chair the All-Party Parliamentary Group on Industrial Heritage, and to have convened the oral evidence sessions that formed the basis of this report on 11 and 12 October 2017. The passion of the contributors for industrial heritage enlivened every meeting, and I hope this report does some justice to the excellent analysis that was provided from different perspectives. Industrial heritage may be part of us, and there was a widespread recognition of its value, but it is to harnessing its enormous potential for future generations that our attention must now turn.

We must never stop making the case for the benefits of learning about our industrial past and utilising our heritage assets. Preservation is not an end in itself, though there are some sites of such historic importance that their maintenance is crucial: not least because, once some aspects are lost, they can never be recovered. Industrial heritage has to be accessible: both physically, and to our modern, diverse communities. Our evidence sessions showed that the essential character of buildings, sites and other features can be maintained, but they can be successfully adapted for modern use where original uses are no longer possible, consequently contributing to the regeneration of former industrial areas.

Nor should we see our industrial past purely in terms of mass production. Our great innovators must be championed. We received evidence about the great Scottish inventor James Watt, whose achievements will be celebrated in Scotland itself and at the Science Museum in London and Birmingham in 2019. That year marks 200 years since his death, and 250 years since he patented the “separate condenser” in 1769, which marked a step-change in steam engine design that broadened its use, powering the industrial revolution.

I am grateful to all those who have contributed to producing this report, including Rebekah Morris, my Parliamentary Assistant, who has worked tirelessly. On a personal level, I want to pay tribute to my late friend and political mentor, Councillor Neil Lewis, who, as a Blaenavon representative, chaired the Local Authority World Heritage Forum and inspired my engagement with the politics of industrial heritage.

This report contains some recommendations for the future, but it is also an invitation to governments at all levels, and stakeholders across the sector, to contribute to a debate on our industrial heritage.

We owe it to past generations. We owe it to future generations.

Nick Thomas-Symonds MP

**Member of Parliament for Torfaen**

**Chair of the All-Party Parliamentary Group on Industrial Heritage**

## Executive Summary

### Recommendations of the All-Party Parliamentary Group:

**Recommendation 1:** Develop skills training in key aspects of industrial heritage. Examples could include dedicated post-graduate training in industrial heritage conservation, care and maintenance.

**Recommendation 2:** To improve the inclusivity of industrial heritage as a sector by improving community and industry outreach.

**Recommendation 3:** To develop relationships with other trusts and groups within the sector in order to promote industry collaboration. Key statutory agencies and professional bodies could establish a standing forum dedicated to the following objectives:

- a) To establish a national strategy for conserving the UK's industrial heritage in collaboration with the Government.
- b) To promote and drive through that national strategy.
- c) To regularly review and report on the progress of that strategy.

### Key Findings:

This report provides an examination into the value of industrial heritage to the contemporary United Kingdom and the social, economic and cultural issues industrial heritage, as a sector, faces today. With contributions from a diverse range of experts and volunteers throughout the sector forming the evidence base of this report, a series of recommendations have been formulated by the All-Party Parliamentary Group on Industrial Heritage and its contributors. These recommendations can be utilised by anyone within the industrial heritage sector, with the exception of the Government-specific recommendations. We aim to outline methods to overcome social and economic challenges either cost-free or at low costs, as is necessary in times of austerity.

The inclusion of case studies in this report seeks to demonstrate sites, who by using creative methods, have successfully overcome some of the challenges outlined in this report.

The need for cost-efficient plans to promote and sustainably support the industrial heritage sector is urgent; this paper offers some ways forward.

The conclusions reached throughout this inquiry were:

- 1) Industrial heritage is highly valuable in the UK's contemporary society as a source of economic potential and proved integral in the formation of local and national identities.
- 2) Whilst many of the challenges faced in industrial heritage are fiscal, other challenges to be conquered include improving the inclusivity of industrial heritage to different age, ethnic and gendered demographics; offering more training programmes in order to increase the number of skilled workers in this sector; how best to preserve the historical site and adaptively redevelop.
- 3) There are sites across the UK who have creatively overcome issues of inclusivity and training through industry-sponsored apprenticeship schemes and projects; reduced costs through commercial approaches to redevelopment; improved community engagement through heritage adoption schemes.
- 4) The evidence found in surveys and by experts in the sector indicate strong support and interest in industrial heritage from the public. Many of those who strongly engage within the sector are not having the voices heard.

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## Chapter 1: What is the Value of Industrial Heritage?

*'If we take the last 10 000 years that we've been on these islands, we start the clock at 12 o'clock, it's not until 25 minutes to midnight that we get industrialisation, in other words over the last 300 or so years [...] that last 25 minutes has had more impact than anything else on our social and economic development and also the impact on urban and rural landscapes'.<sup>1</sup>*

This statement by Fred Hamond, an Industrial Archaeologist, summarises the consensus that the industrial revolution impacted society as 'one of the key changes in human evolution'.<sup>2</sup> Today's industrial heritage sites are the embodiment of this development marking the shift 'from rural agrarian society to an urban manufacturing society [which] changes not just Britain but changes the way people live and work around the globe'.<sup>3</sup> Through ingenuity and industrial development, the landscape, economy and society of Britain were changed in such a way that its influence can reach the twenty-first century as an instrument for 'improving social inclusion, for nurturing historic roots and achieving sustainability through regeneration'.<sup>4</sup> This chapter aims to contextualise the findings of the All-Party Parliamentary Group on Industrial Heritage by outlining the social and economic benefits that industrial heritage has to offer.

Industrial heritage holds indisputable value through its ability to create a sense of place and identity for communities across the country. It is, above all, the history of working-class people, illustrating the 'movement of people to find work, to better themselves, to look for a better life'.<sup>5</sup> The attractiveness of employment within industrialising cities and the improvement in infrastructure permanently altered the British demographic as individuals left rural areas in favour of developing industrial ones. The leap in population figures in census returns throughout the nineteenth century exhibits this demographic shift.<sup>6</sup> This mass economic migration is memorialised in contemporary society as industrial sites offer a locus around which communities can form their identity.

In a joint report with the British Property Federation (BPF) and the Royal Institute of Chartered Surveyors (RICS), Historic England confirmed this cultural value by determining that heritage assets are significant in the formation of a communal identity through their ability to create a sense of place and destination.<sup>7</sup> The development of many existing communities is based around its industrial past; it acts as a source of memory and a place of anchorage for many communities, demonstrating its intrinsic cultural and social value.<sup>8</sup> As Sir Neil Cossons of the Heritage Lottery Fund and former Director of the Science Museum in London states:

'this is the history of ordinary people that links back through almost every family in Britain, to people who worked in an industry whether they lived in the countryside

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<sup>1</sup> Fred Hamond, 'APPG on Industrial Heritage: Evidence Session 2', The House of Commons (12 October 2017), p.5

<sup>2</sup> Mike Nevell, 'APPG on Industrial Heritage: Evidence Session 2', The House of Commons (12 October 2017), p.6

<sup>3</sup> *Ibid*

<sup>4</sup> Miles Oglethorpe, 'APPG on Industrial Heritage: Evidence Session 1', The House of Commons (11 October 2017), p. 3

<sup>5</sup> Mark Smith, 'APPG on Industrial Heritage: Evidence Session 2', The House of Commons (12 October 2017), p.14

<sup>6</sup> Caroline Hardie, 'Introduction and Notes', unpublished written submission (21 October 2017), p. 2

<sup>7</sup> Historic England, BPF and Rics, *Heritage Works: A toolkit of best practice in heritage regeneration* (April 2017), available at <<http://www.bpf.org.uk/sites/default/files/resources/Heritage-Works-14July2017-for-web.pdf>>

<sup>8</sup> Charles Landry, 'Old buildings and innovation', *New ideas need old buildings*, (April 2013), pp. 4-5 (p.4)

or live in the town [...]These links are direct, and that's why we have to get hold of these things and keep them.'<sup>9</sup>

Industrial heritage is not just about factories, foundries, mines and quarries but is the deep societal history of industrial communities today.

In a survey carried out by the Heritage Lottery Fund, it was found that 93% of respondents viewed heritage as important to the country, and 80% stated that local heritage makes their area a better place to live.<sup>10</sup> In a written submission, the Heritage Lottery Fund (HLF) coheres with Cossons and Historic England. In their research, HLF found that people connected with heritage in two ways: emotionally and in a transactional way. Whilst the transactional connection is linked with the practical benefits that heritage offers, the report speculated that 'where the connection was emotional, it was discussed in terms of conserving or discovering an aspect of heritage that is special, or [has] personal meaning for local people [...] [this is] highly relevant to industrial heritage.'<sup>11</sup> Their research also indicated that, in the formation of local character and identity, these processes acted as a significant contributor to the real, and imagined, "north-south" divide.<sup>12</sup> The polling completed during Historic England's 2011 Industrial Heritage at Risk Programme found that '85% of those surveyed thought that industrial heritage should be valued and appreciated, 80% thought it is as important to preserve as castles and country houses'<sup>13</sup> reiterating the significance that industrial heritage, which also records a working class history, holds in society.

This connection is more than social: it is physical. Parts of our industrial heritage literally connect communities: improvements such as the construction of railway lines and canals, provided a physical link between people. As well as impacting identity, industry also triggered wide spread changes in cultural habits and facilitated behavioural changes such as commuting for work.<sup>14</sup> New infrastructure meant that people more readily had the option to travel further for work.

The overwhelming evidence is that the heritage sector offers intrinsic value to health and wellbeing.<sup>15</sup> During a Heritage Alliance Debate, Robert Excell from the Association of British Transport & Engineering Museums stated that 'heritage-related activities, such as voluntary work, can often significantly contribute to countering stress and participation in voluntary work or societies aids wellbeing by 'countering social exclusion [which] has a proven benefit for mental health in particular.'<sup>16</sup> Consequently, participation within heritage groups holds value in the ability to counteract critical wellbeing issues such as loneliness and isolation by creating a sense of community through shared interests and a common purpose.

Industrial Heritage also ensures the survival of manual skills developed through industrialisation. As Helen Featherstone, the Director of Sheffield Industrial Museums Trust, stated, 'We've got somebody on site that makes surgical implements and he works occasionally for B. Braun, but they will say they cannot make those implements in the same way that he does [...] he has no measuring

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<sup>9</sup> Sir Neil Cossons, 'APPG on Industrial Heritage: Evidence Session 3', The House of Commons (12 October 2017), pp. 12-13

<sup>10</sup> Heritage Lottery Fund, '20 years in 12 places' (March 2015), report can be accessed at <<https://www.hlf.org.uk/about-us/research-evaluation/20-years-heritage>>

<sup>11</sup> The Heritage Lottery Fund, 'APPG on Industrial Heritage: Evidence Hearings, Submission from the Heritage Lottery Fund' (October 2017), unpublished submission (p. 1)

<sup>12</sup> John Cattell, 'The Industrial Heritage Written Evidence from Historic England' (9 October 2017), p. 2

<sup>13</sup> Cattell, 9 October 2017: p. 2

<sup>14</sup> Caroline Hardie, 'APPG on Industrial Heritage: Evidence Session 2', The House of Commons (12 October 2017), p. 1

<sup>15</sup> Anna Brennan, Chief Executive of Ironbridge Gorge Museum Trust; 'there's many intangible benefits, as one of my colleagues said, you know, health and wellbeing, social inclusion, and the sense of pride in the local area', 'APPG on Industrial Heritage: Evidence Session 1', The House of Commons (11 October 2017), p. 4

<sup>16</sup> Robert Excell, 'Is heritage good for your health?' *Heritage Alliance Debate* (2 October 2017)

tools, but the way he makes them is so precise.<sup>17</sup> Skills such as these, developed during the industrial revolution operate at a level of specialism that are unlikely to be replicated by machines. The investment of companies - in this case, B Braun - in these skills demonstrates the enduring value of industrial heritage. Anna Brennand from the Ironbridge Gorge Museums Trust stated '[as regards] the skills development and skills transfer [from our industrial past] [...] we can employ some in-house specialists to keep those skills alive'.<sup>18</sup> These industrial skills are organically developed and without the investment in the industrial heritage sector such skills could be lost to us.

Industrial heritage holds great educational potential. With the introduction of new technology, there are opportunities to inspire interest in STEM subjects. Miles Oglethorpe, the Head of Industrial Heritage at Historic Environment Scotland, described how, with the use of 3D technologies to laser scan and print images of a world heritage site, industrial heritage can be made more accessible to younger generations. With reference to a scan of the Forth Bridge made using this technology, he stated: 'we're going to be getting this into every school in Scotland. Every primary school. Which is an amazing resource. This is the Forth Bridge [see figure 1, page 8] [...] we need to enthuse a new generation of engineers, STEM subjects and so on.'<sup>19</sup> Thus, industrial heritage offers a gateway to 'training in particular areas like traditional craft and engineering skills'.<sup>20</sup> Helen Featherstone echoed these thoughts stating that, thanks to the tangible nature of industrial heritage, artefacts and enthusiasm of those within the sector, their dynamic quality offers 'a real visible and immediate way of communicating science, technology and engineering content to all ages in a very practical fashion'<sup>21</sup> allowing people to immediately connect with the technology and industry, and be inspired by it.

Throughout the evidence sessions, the significance of the United Kingdom as the 'birthplace of industrialisation'<sup>22</sup> was repeatedly raised: a nation that celebrates great industrial innovators such as Brunel, Hargreaves, Arkwright and Watt. Indeed, our country is now home to eight UNESCO industrial world heritage sites: Blaenavon Industrial Landscape (2000) and Pontcysyllte Aquaduct and Canal (2009) in Wales. The Cornwall and West Devon Mining Landscape (2006), Derwent Valley Mills (2001), Ironbridge Gorge (1986) and Liverpool-Maritime Mercantile City (2004) in England; and New Lanark (2001), Maritime Greenwich (1997), Saltaire (2001) and the Forth Bridge (2015) in Scotland.<sup>23</sup> These sites within the UK hold international importance. As Sir Neil Cossons stated 'if you are studying the industrial revolution in history in Indianapolis or Nagasaki, you will come to Ironbridge'.<sup>24</sup>

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<sup>17</sup> Helen Featherstone, 'APPG on Industrial Heritage: Evidence Session 2', The House of Commons (12 October 2017), p. 20

<sup>18</sup> Brennand, 'Session 1', 2017: p.4

<sup>19</sup> Oglethorpe, 'Session 1', 2017: p. 4

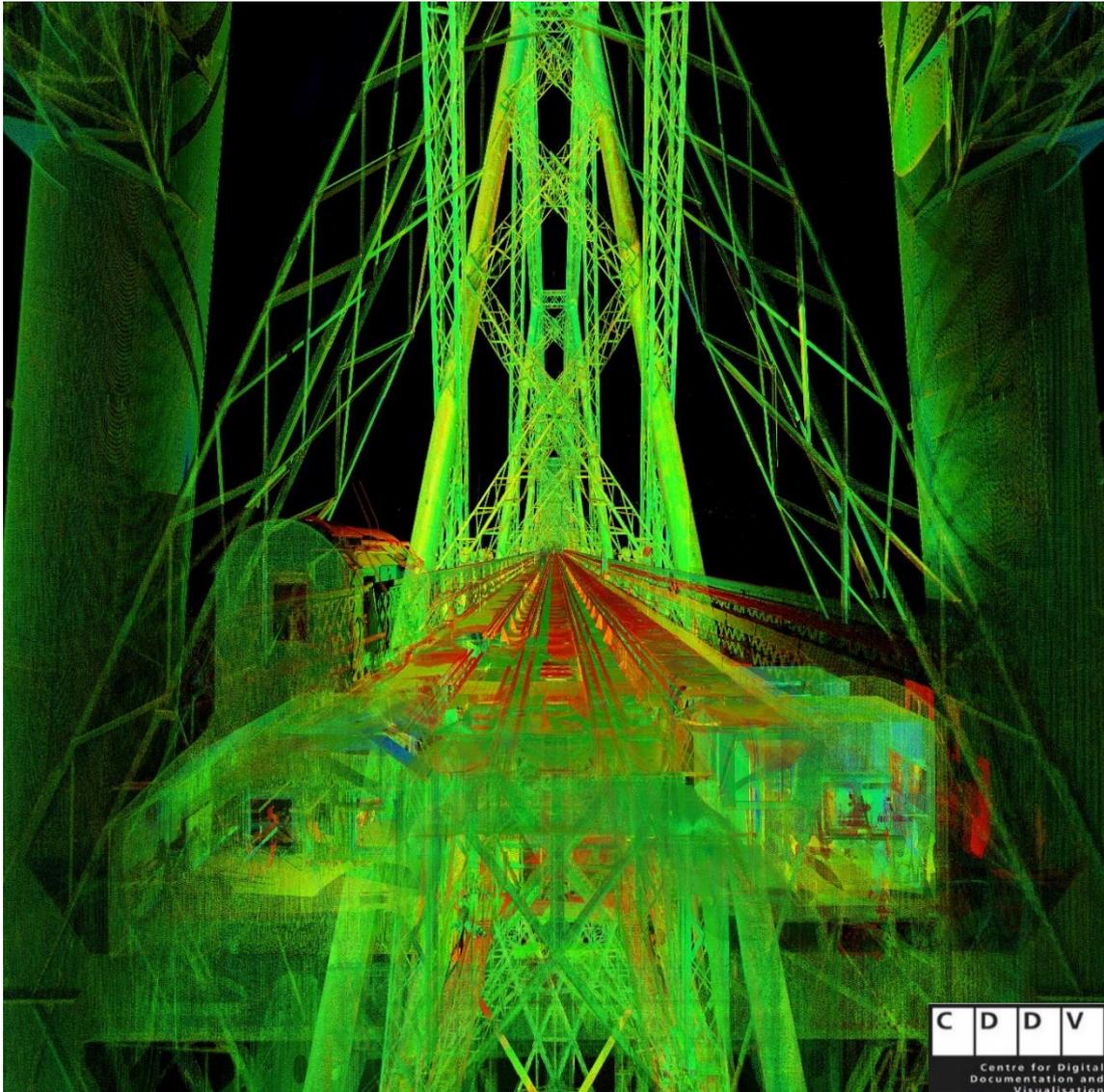
<sup>20</sup> John Cattell, 'APPG on Industrial Heritage: Evidence Session 1', The House of Commons (11 October 2017), p. 16

<sup>21</sup> Featherstone, 'Session 2', 2017: p. 11

<sup>22</sup> Marilyn Palmer, 'APPG on Industrial Heritage: Evidence Session 3' The House of Commons (12<sup>th</sup> October 2017); Mike Nevell echoed these thoughts in an earlier session stating 'Mike Nevell: 'as Britain was the first society to undergo that change, we have more remains relating to industrial heritage than anywhere else in the world, both above and below ground', 'Session 2': 2017: p. 6

<sup>23</sup> UNESCO, 'World Heritage List', accessed on [14<sup>th</sup> November 2017], UNESCO list available at <[http://whc.unesco.org/en/list/?search=&id\\_sites=&id\\_states=gb&id\\_search\\_region=1&id\\_search\\_by\\_synergy\\_protection=&id\\_search\\_by\\_synergy\\_element=&search\\_yearinscribed=&themes=&criteria\\_restriction=&id\\_keywords=&type=&media=&order=country&description=](http://whc.unesco.org/en/list/?search=&id_sites=&id_states=gb&id_search_region=1&id_search_by_synergy_protection=&id_search_by_synergy_element=&search_yearinscribed=&themes=&criteria_restriction=&id_keywords=&type=&media=&order=country&description=)>

<sup>24</sup> Sir Neil Cossons, 'Session 3', 2017: p. 15



*Figure 1: 3D Scan of the Forth Bridge. (Copyright: Centre for Digital Documentation and Visualisation LLP [a partnership between Historic Environment Scotland and the Glasgow School of Art])*

The appeal of the United Kingdom’s industrial heritage to the international heritage sector was found to offer both status through its world heritage potential<sup>25</sup> and its investment potential within an international market. Duncan McCallum, Historic England’s Policy Director, stated:

‘I do quite a lot of work with international delegations coming in from, especially South-East Asia at the moment, China, Japan, South Korea [...] [that are] very interested in the work that’s going on [...] the huge input from volunteers [...] [and] the range of solutions that take place in order to preserve heritage [...] there is actually a market [...] [in] exporting our expertise to [help people] [...] conserve industrial sites around the world’.<sup>26</sup>

<sup>25</sup> As Miles Oglethorpe states: ‘its [industrial heritage] fusion of incredibly tangible heritage, the industrial physical heritage, and the intangible heritage [...] is a major UNESCO priority at the moment.’ ‘Session 1’, 2017: p. 3

<sup>26</sup> Duncan McCallum, ‘APPG on Industrial Heritage: Session 1’, The House of Commons (11 October 2017), p. 22

Mr. McCallum’s experiences demonstrate that the use of volunteer workers and the range of solutions available serve as a source of international interest. This exemplifies the value of the industrial heritage sector and its fiscal potential. The positive socio-economic impact was recognised in a report funded by the Department for Digital, Culture, Media and Sport (DCMS) in October 2016, which stated: ‘the turnover of firms per capita is strongly and positively associated with heritage assets density and more weakly with population size.’<sup>27</sup> This data correlates with the conclusion of many of the contributors to this report, ‘our industrial heritage, as your panel have said, has got huge capacity to create a positive image of this country’.<sup>28</sup>

Often industrial heritage sites also still actively contribute towards the local economy. For example, the lowland canals such as Monkland, Union and Forth & Clyde, once the primary medium of transporting coal into the developing industrial cities of Edinburgh and Glasgow, still contribute to the Scottish economy and urban regeneration.<sup>29</sup> Many sites are still, as is the case with canal systems, in active use and are ‘real working living heritage’.<sup>30</sup> Similarly, whilst canal systems exemplify the contribution of industrial heritage to the economy through their continued use many of the skills and systems developed during the industrial revolution are still in practice and have commercial value as viable methods of production. Louise Barker stated, ‘many links and skills that continue. You still break slate in the same way that you did 100 or so years ago. Those are things that are still there, as is hydro-electricity and its uses’.<sup>31</sup> Industrial heritage is very much alive and contributing to our production processes. Moreover, existing buildings contain “embodied energy” already invested in their construction and the manufacture of the building materials and their transportation. By re-using an existing building, less energy need be used in demolitions, transportation of material etc., and less waste in landfill sites.<sup>32</sup>

Moreover, by recognising the significance of industrial heritage sites, they can be used as a form of recognisable branding that could not only inspire a sense of local pride but create a commercial honeypot which can attract investment within the area. The Stockton and Darlington Railway (S&DR) makes evident the value of such recognition and the commercial and educational benefits that can be derived from our



The Friends of the Stockton & Darlington Railway on an official visit to Hitachi’s manufacturing and assembly plant in Newton Aycliffe to see the construction of the new Virgin Azuma train. The plant is located alongside the trackbed of the S&DR which was the start of the modern railway network in 1825. (Copyright: Friends of the S&DR)

<sup>27</sup> Gov.UK ‘The role of Culture, sport and heritage in place shaping’, Report for DCMS (October 2016), available at <<https://www.gov.uk/government/publications/the-role-of-culture-sport-and-heritage-in-place-shaping>> (p. 2)

<sup>28</sup> Niall Hammond, ‘APPG on Industrial Heritage: Evidence Session 2’, The House of Commons (12 October 2017), p. 23

<sup>29</sup> As stated by Scottish Canals, ‘Questions for Evidence Session, October 2017’, unpublished evidence submission (11 October 2017)

<sup>30</sup> Nigel Crowe, ‘APPG on Industrial Heritage: Evidence Session 1’, The House of Commons (11 October 2017), p. 19

<sup>31</sup> Louise Barker, ‘APPG on Industrial Heritage: Evidence Session 1’, The House of Commons (11 October 2017), p. 18

<sup>32</sup> See Mark Watson, ‘Adaptive re-use and embodied energy’, *Industrial Heritage Re-tooled- The TICCIH guide to Industrial Heritage Conservation*, ed. James Douet (2012), pp. 136, 141

industrial heritage through the location of the Hitachi Rail Europe parallel to the Stockton and Darlington Railway at Newton Aycliffe. The concurrence of such a location is indicated further by the advertisement of Azuma at Hitachi: 'the construction of Azuma at Hitachi is being promoted at Darlington Station with banners which state "Azuma proudly built where it all began"'.<sup>33</sup> Hardie further stated 'the location of Hitachi has also resulted in the University Technical Centre being positioned on the opposite side of the trackbed for 14-19 year olds and feeds in apprentices to Hitachi'.<sup>34</sup> Consequently, the brand of the S&DR has not only drawn in international investment in the area, but also led to training facilities being established offering young people in the area the chance to both train for a career and work in a world-renowned facility ultimately raising its regional status, creating a clear local identity and increasing local revenue.



*The Liverpool terminal building, opened in 1937, it is listed Grade II\*(Copyright: Sir Neil Cossons)*

Similarly, those sites no longer in active use are shown to have a positive commercial value within communities. Whether it be through adaptive re-use, or a veteran assets still in service. For example, whilst rapid technological changes and passenger volumes force change, this makes historic airports redundant through their inability to adapt quickly enough, and are therefore rare. Though, some can still be found. Liverpool Airport's terminal building has been adaptively converted for new uses such as a hotel, sports hall, exhibitions and leisure facilities. Redundant by the 1980s it was replaced

by an entirely new complex of terminal buildings and became the subject of a European Raphael study, the 'L'Europe de l'Air' project, in which Europe's other two substantially intact pre-war airports - Le Bourget in Paris and Tempelhof in Berlin - featured. Whilst retaining its historic character, it has been adaptively reused for commercial opportunities.

In their joint report with BPF and RICS, Historic England determined that 'there is evidence to suggest that historic buildings in residential use (whether built originally for residential or industrial purposes) can command higher prices than a new build'.<sup>35</sup> Historic England state that during their Industrial Heritage at risk poll, '71% [of those asked] agree that industrial heritage sites should be reused for modern day purposes, whilst making sure their character is preserved'.<sup>36</sup> This case for the value of industrial heritage through regeneration was repeated throughout the evidence sessions, not only through the prices commanded<sup>37</sup> but in the attraction of new industry into local areas. In their report, *New ideas need old buildings*, the Heritage Lottery Fund identify a strong correlation between industrial heritage and creative start-up industries.<sup>38</sup> This value through regeneration and reuse was echoed as the general consensus in the evidence sessions. It was posited that regenerated industrial heritage sites offer a deviation from a traditional corporate aesthetic that is desired by

<sup>33</sup> Hardie, 'Notes', 2017: p. 6

<sup>34</sup> Hardie, 'Notes', 2017: p. 6

<sup>35</sup> 'Heritage Works, 2017: p. 10

<sup>36</sup> Cattell, 9 October 2017: p. 2

<sup>37</sup> AMION and Locum Consulting found that 'one in four businesses stated that the historic environment investment had directly led to an increase in business turnover', *Heritage Counts* (2016), available at <<https://content.historicengland.org.uk/content/heritage-counts/pub/2016/heritage-and-the-economy-2016.pdf>>

<sup>38</sup> Heritage Lottery Fund, *New ideas need old buildings* (April 2013).

such creative start-ups.<sup>39</sup> The link between creative industry and industrial heritage was further explored in December 2015, at a two day conference in Manchester organised by Historic England, The Heritage Lottery Fund and the Prince's Regeneration Trust.

Industrial heritage is of manifold significance in terms of our cultural identity, social practices, and contemporary industry. It is filled with economic potential that can be used as a platform to advocate the historic significance of the whole nation, its present merits and its future prospects. As Dai Price aptly put, industrial heritage is not just part of our history, 'it's part of who we are as people. Through the past we can understand our place in the world. When we do, we can change our future'.<sup>40</sup>

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<sup>39</sup> See John Cattell, 11 October 2017: p. 17; Bill Ferris, 'APPG on Industrial Heritage: Evidence Session 1', The House of Commons (11 October 2017), p. 17

<sup>40</sup> Dai Price, 'APPG on Industrial Heritage: Evidence Session 1', The House of Commons (11 October 2017), p. 3

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## Chapter 2: What are the issues affecting Industrial Heritage?

The value of our industrial heritage is incontestable. However, the evidence collected over the period of the All-Party Parliamentary Group's enquiry also highlighted the issues that need to be addressed for our industrial heritage to thrive going forward. In 2011, the International Committee on Monuments and Sites (ICOMOS) and The International Committee for the Conservation of the Industrial Heritage (TICCIH) issued the so-called "Dublin Principles" of best practice for industrial heritage conservation, and identified challenges including a 'lack of awareness, documentation, recognition or protection but also because of changing economic trends, negative perceptions, environmental issues or its sheer size and complexity.'<sup>41</sup>

Indeed, the scale and technical nature of our industrial heritage assets makes funding viable restoration projects difficult. This can apply to sites or artefacts: the need for initial capital funding and ongoing revenue funding for upkeep can add strain to an already tight budget. Helen Featherstone, of Sheffield Industrial Museums Trust, stated: 'the maintenance of keeping engines in steam and all the attention that it needs is quite costly.'<sup>42</sup> Andrew Lewer MP, formerly chairman of the Derwent Mills UNESCO world heritage site and a former member of the Committee on Culture and Education as a Member of the European Parliament (MEP), articulated the difficulty in obtaining long term funding. He told the All-Party group that amongst other challenges to 'try and persuade anyone to move from providing capital fund, [to] providing an ongoing revenue fund is not going to happen'.<sup>43</sup> Put simply: it becomes hard to justify investing in the restoration of an historical asset that cannot be maintained.<sup>44</sup>

Funding and a lack of overall investment in industrial heritage was a key factor identified in the evidence received.<sup>45</sup> One of the major funding streams is in the form of grants, though these are limited in number, leaving applicants competing for limited sources, as noted by Hamond and Dommett.<sup>46</sup> The challenge presented by this high competition is augmented by the overall restrictions on available funds. According to the research of Mike Nevell, the Heritage Lottery Fund gave out grants 'between 1994 and 2016 [...] of £289 million across the UK [...] excluding grants to industrial and heritage sites'<sup>47</sup> demonstrating its role as a major source of financial support.

The lack of public heritage grant sources has limited the ability to support projects.<sup>48</sup> As stated in evidence by John Cattell of Historic England: 'the amount of public funding available has reduced, we

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<sup>41</sup> *The Dublin Principles: Joint ICOMOS report – TICCIH Principles for the Conservation of Industrial Heritage Sites, Structures, Areas and Landscapes* (28 November 2011), available at <[https://www.icomos.org/Paris2011/GA2011\\_ICOMOS\\_TICCIH\\_joint\\_principles\\_EN\\_FR\\_final\\_20120110.pdf](https://www.icomos.org/Paris2011/GA2011_ICOMOS_TICCIH_joint_principles_EN_FR_final_20120110.pdf)>

<sup>42</sup> Featherstone, 'Session 2', 2017: p. 11

<sup>43</sup> Andrew Lewer MP, 'APPG on Industrial Heritage: Evidence Session 1', The House of Commons (11 October 2017), p. 10

<sup>44</sup> Anna Brennand: 'international viability and future sustainability. It's often too expensive to maintain sites once they have been developed, particularly if there's heavy machinery involved. And some, such as monuments, don't really have a financial return once they are protected, so the future sustainability of those types of assets is uncertain from the very beginning.', 'Session 2', 2017: p. 4

<sup>45</sup> Crowe, 'Session 1', 2017: p. 6; Ian Miller, 'APPG on Industrial Heritage: Evidence Session 2', The House of Commons (12 October 2017), p. 10

<sup>46</sup> Richard Dommett, 'APPG on Industrial Heritage: Evidence Session 1', The House of Commons (11 October 2017), p. 9; Hamond, 'Evidence Session 2', 2017: p. 6

<sup>47</sup> Nevell, 'Session 2', 2017: p. 14

<sup>48</sup> Ferris, 'Session 1', 2017: p. 9; Sweeney, 'Session 2', 2017: p. 15

[Historic England] don't have as much money to give out as we used to in grants, and the Heritage Lottery Fund has been battered by the reduction in ticket sales'<sup>49</sup> and consequently has less money to disburse due to this reduction in ticket sales.

An alternative to grant funding from national organisations is to seek support from the Local Authority. However, austerity measures are impacting local authority budgets. In the first evidence session, Richard Dommett of the Monmouthshire, Brecon and Abergavenny Canal Trust claimed that 'the Welsh Government's counties in Wales have a 0.2 reduction in their [heritage] spending this year'<sup>50</sup>

Iain Mason from Glasgow City Council echoed these concerns demonstrating that this budget



*Inside Queen Street Mill, Burnley (Copyright: Sir Neil Cossons)*

constraint is not an isolated issue: he stated 'we have a limited budget, we have limited timescales and we cannot guarantee money [...] it makes it very difficult for us to back well worthy projects'.<sup>51</sup> An example of this is the closure of Queen Street Mill, Burnley and Helmshore Mills (see figure 2): 'both sites are in the ownership of Lancashire County Council and have been closed to public as a cost cutting exercise'.<sup>52</sup>

In addition, the changes to VAT rules implemented in October 2012 further limited re-development potential, and were a common concern raised throughout the sessions.<sup>53</sup> The Heritage Alliance echoes these concerns commenting that the current VAT system in operation privileges new development over the conservation of existing structures stating:

'We need a more positive, and simpler, tax regime for repair, maintenance and conservation. Work to historic buildings is subject to 20% VAT, yet no VAT at all is charged on new buildings. This creates a perverse incentive to demolish old buildings rather than repairing, maintaining or altering them. VAT should be permanently reduced to 5% on the repairs, maintenance and improvement of dwellings. This would release investment, boost jobs and reduce the carbon effects of demolition and re-build. Repair and maintenance work of historic buildings generated £9.7bn in construction sector output in 2015.'<sup>54</sup>

These fiscal complications demonstrate that, to quote Scottish Canals, the challenge is to preserve the life of our heritage rather than just extending it.<sup>55</sup> As Bill Ferris, of Chatham Historic Dockyards, puts it, 'it is pointless to restore something that is going to fall into decay.'<sup>56</sup> *Vis-à-vis*, heritage

<sup>49</sup> Cattell, 'Session 1', 2017: p. 5

<sup>50</sup> Dommett, 'Evidence Session 1', 2017: p. 9

<sup>51</sup> Iain Mason, 'APPG on Industrial Heritage: Evidence Session 2', The House of Commons (12 October 2017), p. 15

<sup>52</sup> Cattell, 9 October 2017, p. 3

<sup>53</sup> Oglethorpe, 'Session 1', 2017: p. 3; McKeague, 'Session 2', 2017: p. 10

<sup>54</sup> The Heritage Alliance, 'Value Added Taxation [VAT]: Supplementary Briefing' (July 2014), available at <<http://www.theheritagealliance.org.uk/tha-website/wp-content/uploads/2014/07/Value-added-taxation-briefing.pdf>>

<sup>55</sup> Scottish Canals, 'Questions for Evidence Sessions, October 2017', *unpublished document* (11 October 2017), pp. 2-3

<sup>56</sup> Ferris, 'Session 1', 2017: p. 9

assets can often curb the redevelopment potential of a site as an element of risk is ingrained within redevelopment costs.<sup>57</sup>

Although adaptive re-use can save properties, it is often wrongly seen as the ‘automatic panacea’<sup>58</sup> to any conservation issues. Redevelopment of heritage sites offers a unique opportunity to add value to a local community as was noted in Chapter One. However, for many investors, the risk of redevelopment costs outweighing return-on-investment can often impede development, and, consequently, heritage sites are left in disrepair: for example, the iconic Cantilever Cranes in Glasgow. Whilst they serve as iconic images of the city, they are falling into ruin with no plan for re-use or future management, as the wealth from past industries no longer offers the finance to sustain their use, nor the population to use them.<sup>59</sup> The preservation of industrial heritage is not being addressed strategically in the way that it should be, and consequently sites of value are falling into decrepitude and being lost: Sir Neil Cossons cited Chatterley Whitfield colliery site as a prime example of a mining heritage asset, which, without investment upon its closure as an active colliery, is now a site in crisis.<sup>60</sup> Both the Chatterley Whitfield Colliery and the Giant Cantilever Crane embody the same issue: what do we do with sites that are functionally redundant?<sup>61</sup> Carrickfergus Gasworks serves as another example. As a site made up of, predominantly, heavy specialised machinery, it presents no obvious mode of reuse.<sup>62</sup> Many industrial heritage assets also exist as specialised pieces or machinery as opposed to buildings and raise different questions in terms of preservation going forward.<sup>63</sup> The impact of industrial processes is an additional complicating factor. As Matthew McKeague comments, ‘it can also be very costly dealing with land and buildings that are contaminated by industrial processors, there used to be Regional Development Agency (RDA) funding to help deal with that, but RDAs are no more.’<sup>64</sup> Therefore, the contamination of brownfield sites limits land value and thus its potential for adaptive re-use.

Moreover, the regional diversity of the land-value of assets can deter investment. Whilst there is much industrial heritage in the city centres,<sup>65</sup> the large size of sites can sometimes lead to their location being far from city centres or towns which in itself proves problematic thanks to a lack of infrastructure. As Emma Griffin stated, ‘a lot of early industrial heritage is out in the countryside so it’s really difficult to get to’<sup>66</sup> and, consequently, deters visitors. Similarly, if located in less economically developed areas, the low values can make adaptive re-use or the development of brownfield sites more challenging.<sup>67</sup> On the other end of the spectrum, the preservation of industrial heritage in some cities is complicated by high land values. As stated by David Perrett of the Greater London Industrial Archaeology Society (GLIAS) and Newcomen society, ‘we’ve got the problems of the valuable land, the valuable buildings the speed at which things move [...] in London.’<sup>68</sup> This

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<sup>57</sup> This issue is reiterated in Historic England’s report *Heritage Works* (April 2017)

<sup>58</sup> Cossons, ‘Session 3’, 2017: p. 6

<sup>59</sup> Mason, ‘Session 2’, 2017: p. 4

<sup>60</sup> Details of this example can be found in Cossons, ‘Session 3’, 2017: p. 7

<sup>61</sup> See for reference Cattell, 9 October 2017: p. 3; see also McKeague, ‘Session 2’, 2017: pp. 9-10

<sup>62</sup> Fred Hamond and Mary McMahon, ‘Recording and conserving Ireland’s Industrial Heritage: an introductory guide’ (The Heritage Council, 2002), p.11

<sup>63</sup> Cossons, ‘Session 3’, 2017: p. 6

<sup>64</sup> McKeague, ‘Session 2’, 2017: p. 9; see also HLF, 2017: p. 2

<sup>65</sup> Nevell, ‘Session 2’, 2017: p. 7; Mason, ‘Session 2’, 2017: p. 3

<sup>66</sup> See McKeague, ‘Session 2’, 2017: p. 9; Emma Griffin, ‘APPG on Industrial Heritage: Evidence Session 3’, The House of Commons (12 October 2017), p. 3

<sup>67</sup> Cattell, ‘Session 1’, 2017: p. 5

<sup>68</sup> David Perrett, ‘APPG on Industrial Heritage: Evidence Session 1’, The House of Commons (11 October 2017), p. 22

regional diversity and issues attributed to brownfield sites demonstrates that, whilst it can add value, there are also many challenges.

Redevelopment of industrial heritage assets has also been hugely impacted by the relative lack of skilled professionals in the sector. Statistics indicate that since 1990, 60% of all developer funded archaeological work has included, in one strain or another, industrial science and yet, since 2007, we have lost 17% of the archaeology profession.<sup>69</sup> Arguably, this indicates that since there is opportunities within the industrial heritage sector for employment, there are issues with either training or the attraction of professionals to the sector. According to the 'Ninth report on the Local Authority Staff resources', over the last twelve months the number of conservation specialists has fallen by 1%, and the archaeological specialists advising the local authorities in England has fallen by 3%.<sup>70</sup> Whilst one could argue that this is dependent on the current economic climate, it can also be said that this is representative of a long-term issue of the availability of heritage experts within the sector: since 2006, the number of archaeological specialists and conservation specialists advising the Local Authority in England has decreased by 35% and 37% respectively.<sup>71</sup> Professional skills are needed, and this depreciation is causing serious concern. Understandably, with the funding limits set out above, the heritage sector simply cannot compete with the wages of private sector work, as noted by Dai Price: 'we [the industrial heritage sector] can't pay [private] industry rates of pay'.<sup>72</sup>

The training of professionals was found to be a major contributor to this deficit. Education at primary, secondary and higher levels were found to be lacking in one respect or another. The changes to the primary and secondary curriculum in England proved a key factor to this: 'the schools' issue is about encouraging trips [...] [with] a sudden change in curriculum (in England), and 15 years of investment is down the drain because all the programmes that we were running [...] are suddenly are no longer relevant to the age group we have [designed] them for.'<sup>73</sup> By changing the curriculum the demographic that educational programmes are targeted towards become redundant wasting both time and money allocated to these industrial heritage sites. However, it should be noted that this issue varies across the UK. Price stated that thanks to the devolved Welsh curriculum, in his experience, industrial heritage has not been as severely impacted.<sup>74</sup>

Further concerns were raised about the availability of adequate professional training for conservation and archaeology specialists in the industrial heritage sector. Within higher education, Mike Nevell claims that industrial heritage has never fully been embedded into the university system<sup>75</sup> In her article, 'Industrial Archaeology and the Archaeological Community: Fifty Years On', Marilyn Palmer stated that industrial heritage was treated trivially and consequently neglected to an extent within academia which could offer an explanation to this oversight: industrial heritage was the concern of 'statutory bodies concerned with conservation or the amateur enthusiast'.<sup>76</sup> John

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<sup>69</sup> Nevell, 'Session 2', 2017: p. 6

<sup>70</sup> Historic England, 'The Ninth report on Local Authority Staff Resources' (August 2017), available at <<https://historicengland.org.uk/images-books/publications/ninth-report-la-staff-resources/>>

<sup>71</sup> Historic England, 'The Ninth Report', 2017; see also Mike Nevell, for further statistics, 'The Research Impact of Developer Funded Archaeology' *unpublished document*

<sup>72</sup> Price, 'Session 1', 2017: p. 19

<sup>73</sup> Ferris, 'Session 1': 2017 p. 16

<sup>74</sup> Price, 'Session 1', 2017: p. 16

<sup>75</sup> Nevell, 'Session 1', 2017: p. 14

<sup>76</sup> Marilyn Palmer, 'Industrial Archaeology and the Archaeological Community: Fifty Years On', *Industrial Archaeology Review*, XXXII: 1 (2010), pp. 6-20 (p. 14)

Cattell echoed these concerns stating that there has been a reduction in courses in industrial heritage.<sup>77</sup> Moreover, in the current survey being conducted by GLIAS, they found that many members joined after attending adult education course but that funding cuts have removed such classes entirely in London confirming this to be a recurrent issue: Professor Perrett stated, ‘many [of their] members joined [the organisation] out of attending adult education classes. Funding cutbacks have entirely removed such classes in London.’<sup>78</sup>

Whilst training apprenticeships are available, as noted in Chapter One, the lack of public funding can limit their availability, restricting access to training due to the timescale necessary. Mark Smith stated that funding apprenticeships is a key issue for the Heritage Railway Association, as in order to achieve the level of training necessary to preserve such technically complex heritage assets, the apprenticeship training will take more time, and consequently cost more to fund: ‘this is all very expensive, and we struggle with funding. The task of persuading HLF, government, and other potential funding partners that you can’t train an engineer in six to 18 months, that’s ongoing.’<sup>79</sup> Ian Miller of the University of Salford echoed these concerns stating, ‘as it takes more than 18 months to train an engineer, I think it would probably take just as long to train a heritage professional, particularly with industrial heritage because it is a complex topic.’<sup>80</sup>

Having volunteers in a position to train can also prove to be a challenge. There are trained volunteer societies such as GLIAS, in which many members are amateur experts in their own right and offer advice free of charge,<sup>81</sup> but, for those with less extensive experience, the training of volunteers is not always cost effective, and this problem is not only due to the training cost itself. Firstly, the longevity of the volunteer base is a concern. During the first evidence session, it was suggested that thanks to the aging demographic of those involved in industrial heritage, volunteer numbers are decreasing.<sup>82</sup> As Shane Kelleher, the Industrial Heritage Support Officer for England at Ironbridge Gorge Museums, stated, there is an issue with ‘younger generations [...] [being] brought on to help out on these sites’,<sup>83</sup> and to find those who are willing to train or work as specialists can be difficult. GLIAS also found that, in London, volunteer retention was linked with their retirement causing them to leave the city and therefore be unable to lend their assistance as a volunteer.<sup>84</sup> For those who may be volunteering part-time or are semi-retired volunteers, it is not necessarily viable to train as conservation experts due to the time needed to develop those skills and because it is not a sustainable long-term plan to address the skills deficit, but rather a short term supplementary solution. Helen Featherstone stated her concern for succession planning when her engineering team retires: ‘the youngest [...] is 49 and the oldest is 74; succession planning is a real worry for me. Just having the resources to employ people, even on apprenticeships, to look at the training and how we

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<sup>77</sup> Cattell, ‘Session 1’, 2017: p. 16

<sup>78</sup> David Perrett, ‘Comments on the APPG Industrial Heritage Sessions’, *unpublished letter* (31 October 2017)

<sup>79</sup> Smith, ‘Session 2’, 2017: p. 3

<sup>80</sup> Miller, ‘Session 2’, 2017: p. 10

<sup>81</sup> David Perrett states ‘Industrial preservation in London has almost entirely relied on volunteer groups often directly or indirectly by GLIAS’; see ‘Comments on the APPG’ (31 October 2017) and Perrett, ‘Session 1’, 2017: p. 21

<sup>82</sup> Pamela Moore and Philip Turner, ‘Notes for the All-Party-Parliamentary Group on Industrial Heritage’, *unpublished letter* (31 October 2017); see also Ferris, ‘Session 1’, 2017: p. 9

<sup>83</sup> Shane Kelleher, ‘APPG on Industrial Heritage: Evidence Session 1’, The House of Commons (11 October 2017), p. 21

<sup>84</sup> Perrett, 31<sup>st</sup> October 2017

bring people through is a major issue'.<sup>85</sup> With an aging volunteer and staff base, it is necessary to ensure that plans are made to address the demand for skills in the long term.<sup>86</sup>

This lack of trained professionals has taken its toll on the ability of local authorities' conservation efforts, and was raised as a factor impeding applications throughout the enquiry.<sup>87</sup> The report on the local authority staff resources found that in the last 12 months, 'against the backdrop of a 2% reduction in specialist advisers, the number of planning application decisions and listed building consent decisions (both indicators of workload) have increased by 3.5% and 3.6% respectively'.<sup>88</sup> Conservation specialists and planning archaeologists are critical to ensure that the correct legislation is applied and that the plans submitted are viable in the long-term. In their absence, there is a question of who takes control or ownership of these sites. The consensus of the inquiry contributors was that industrial heritage sites are often neglected as the agencies named as generally responsible for wider heritage were English Heritage and National Trust, and Cossons stated his concern that 'neither are picking up industrial heritage.'<sup>89</sup> However, this can be a costly solution: for example,



*Shrewsbury Flaxmill Maltings\_aa022756 exterior view of the dye house from the north (Copyright: Historic England Archives)*

Shrewsbury Flaxmill Maltings was supported through a £25m project coordinated by Historic England and the Heritage Lottery Fund. Historic England's statutory duty is to consider eligible buildings and structures for listing; consequently, assets listed at Grade 1 or Grade 2\* can be added to the HAR register enabling creative development solutions and grant aid to secure its future, though it is necessary for the Local Authority to determine Listed Building Consent applications for Grade 2 buildings and support owners, developers and agents responsible for the asset with conservation advice.

Consequently, without the adequate support systems in the Local Authority, or a larger responsible body to take control of industrial heritage assets, the alarming question was raised, what is the point in recognising a site to be saved if no one will take responsibility for it? As Niall Hammond stated, there 'is no point [in] Historic England designating things if no one is actually enforcing people taking care of them'.<sup>90</sup>

Without this support and the weakening of heritage related planning legislation,<sup>91</sup> the success of applications was found to be impacted by tight application deadlines. Caroline Hardie cited the recent DCMS and Great North Exhibition partnered package, 'The Legacy Fund', as an example of this: it 'offers £4 million per Local Enterprise Partnership (LEP) area so that is big money. You would expect to put in a very detailed, thorough application [...] they announced it in August. The LEP's have to put the application in at the end of November [...] [but] the LEPs [have] to choose who they are going to advance as their preferred bids [...] there is actually not enough time in there to come

<sup>85</sup> See for reference Featherstone, 'Session 2', 2017: p. 11

<sup>86</sup> Featherstone, 'Session 2', 2017: p. 11; Crowe, 'Session 1', 2017: p. 6; Barker, 'Session 1', 2017: p. 7; Cattell, 'Session 1', 2017: p. 10

<sup>87</sup> Jim Humberstone, 'Evidence Submitted to the Select All Party Parliamentary Committee on the Industrial Heritage', *unpublished submission* (30 October 2017)

<sup>88</sup> Historic England, 'The Ninth Report', 2017

<sup>89</sup> Cossons, 'Session 3', 2017: p. 12

<sup>90</sup> Hammond, 'Session 2', 2017: p. 22

<sup>91</sup> Nigel Crowe states that 'planning legislation has been weakened in relation to protection of heritage (NPPF vs PPSS), see 'APPG on Industrial Heritage: written evidence', *unpublished document* (October 2017)

up with a project that you can wisely spend public funds [on]'.<sup>92</sup> Mark Smith of the Heritage Railway Association echoed these concerns. He commented that whilst thorough applications were necessary 'they [funding bodies] have to give us the time to get to the answers and quick decisions aren't always the most sensible decisions if you are looking at a long-term issue.'<sup>93</sup> The depletion of a skills base and a designated responsible body is limiting the planning efforts, capping their long-term viability, and success. Similarly, allocating a time limit in which funds must be used can restrict the success and viability of a project. As Smith stated, there is often not a sufficient time allowance to spend the funds in a viable way before the funds are withdrawn.<sup>94</sup>

This lack of support within a cash-strapped Local Authority can often impede the success and/or viability of applications submitted as bodies rely on community support. Iain Mason argued that often this approach can limit the viability of an application, commenting that the community-led approach 'is proving to be a problem for [the] viability of business plans, and often we find that projects fail because they cannot get a good business plan.'<sup>95</sup> Consequently, Local Authority investment is falling and heritage sites are being put at risk. A key example of a site endangered by the lack of Local Authority investment is Liverpool: though assigned a UNESCO 'real territory status', due to the skills deficit within the Local Authority, this status has been put at risk, as Ian Miller explained: 'they are now building that up but it has been a 5 or 6 year gap where heritage, particularly industrial heritage has been very, very badly eroded.'<sup>96</sup>

This demonstrates the need for government to lead by example and show the 'state's interest and involvement and leadership in the subject'.<sup>97</sup> In a recent seminar titled 'Sustainable Regeneration of Former Defence Sites', it was identified that budgetary restrictions to the maintenance of historic buildings, which are listed on the Heritage At Risk (HAR) register, could detrimentally impact the condition of historic estates. Paragraph 41 of the Ministry of Defence (MOD) Heritage Report 2009-2011 (2012) stated, 'the austerity measures will continue to provide challenges for MOD heritage management. The effects are already being experienced with a decline in the condition of listed buildings and scaling back of condition assessments as a result of budgetary constraints.'<sup>98</sup> This depletion of industrial heritage under the control of the state realises Falconer's concerns: 'the state in various things has managed to lose, in England, all their people with sole responsibility for industrial heritage [...] they have lost a conduit between the sector and government funded agency.'<sup>99</sup> Bodies such as Historic England are in the process of bridging this gap by appointing a new senior post – Head of Industrial Heritage Advocacy – to liaise with sector partners and employs specialists within its Planning, Listing and Research teams, it seems evident, that there is more that can be done by the state to improve its communication and engagement with the industrial heritage sector, and its overall leadership of it.

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<sup>92</sup> Hardie, 'Session 2', 2017: p. 12;

<sup>93</sup> Smith, 'Session 2', 2017: p. 14

<sup>94</sup> See Mark Smith, 'Session 2', 2017: p. 14

<sup>95</sup> Mason, 'Session 2', 2017: p. 4

<sup>96</sup> Miller, 'Session 2', 2017: p. 10

<sup>97</sup> Keith Falconer, 'APPG on Industrial Heritage: Evidence Session 3', The House of Commons (12 October 2017), p. 2; see also Hammond, 'Session 2', 2017: p. 22

<sup>98</sup> Ann Coats, 'Letter to the All-Party Parliamentary Group on Industrial Heritage', *unpublished letter* (27 October 2017), p. 2

<sup>99</sup> Falconer, 'Session 3', 2017: 2

Numerous cultural issues were raised over the course of the inquiry outlining the necessity to adapt the way we approach industrial heritage sector. A common issue raised was of awareness and inclusion within industrial heritage. As aforementioned in this chapter, there is an aging demographic within the industrial heritage sector; however, there are issues with the lack of inclusion of people of Black, Asian and Minority Ethnic (BAME) background. In research conducted by the University of Salford during their community archaeological project, run from 2011 to 2016, “Dig Greater Manchester”, they found:

‘we had over 1000 adult volunteers during the five years. Our gender balance was very good. It was about 45:55 (45% women and 55% men). Age range: unsurprisingly the 25 – 45-year age was a big black hole in the active participation. [...] 3% of our adult volunteers who were from ethnic minorities’.<sup>100</sup>

Despite Greater Manchester, like many other industrial cities in England, having a diverse population, there is a distinct issue with the inclusivity of industrial heritage.<sup>101</sup> Greater efforts must be made to market industrial heritage in a more inclusive way in order to break the stereotype, to quote Helen Featherstone, of industrial heritage as ‘men of a certain age, messing around with oily rags’.<sup>102</sup>

Entrance fees were also identified as limiting access to certain income groups. Emma Griffin raised this issue, stating, ‘places are being well preserved [but] are very expensive to go and visit [...] this fetishisation of how we preserve does actually restrict in really significant ways[...] we’re trying to preserve a working-class heritage, but we’re actually putting it right outside the price of the pockets of working-class people.’<sup>103</sup> Concerns about preservation and its impact on access were also made by Niall Hammond who argued that often preservation can entail containment away from the public in the context of whose heritage it is, and can cause alienation: ‘no heritage should be seen really as a zoo animal with a fence around it and a little plaque in front of it.’<sup>104</sup>

The National Trust’s position is that it is branding, as opposed to cost, which impacted access. Dame Helen Ghosh, the Director-General of the National Trust stated that their analysis shows ‘that price is not the biggest barrier to those who don’t visit our properties’ but rather that the Trust ‘is “not for them” or simply wouldn’t provide an interesting day out’.<sup>105</sup> This issue of the image of industrial heritage featured predominantly over the course of the All-Party Parliamentary Group’s examination. Firstly, it was raised that there was a significant lack of promotion of industrial heritage within British tourism: ‘we need to persuade the tourism industry to take notice.’<sup>106</sup> As noted in Chapter One, industrial heritage has the potential to be an even more significant contributor to the UK economy; however, the tourism industry is not fully taking advantage of this asset in order to promote the industrial heritage brand. The potential to increase revenue by properly branding and promoting industrial heritage through tourism is huge. The Titanic Foundation stated that in their visitor figures of 2015/16, 57% were coming for the first time, and of those, 25% stayed overnight in

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<sup>100</sup> Nevell, ‘Session 2’, 2017: p. 17

<sup>101</sup> See Featherstone, ‘Session 2’, 2017: p. 12

<sup>102</sup> Featherstone, ‘Session 2’, 2017: p. 16

<sup>103</sup> Griffin, ‘Session 3’, 2017: p. 4

<sup>104</sup> Hammond, ‘Session 2’, 2017: p. 23

<sup>105</sup> Dame Helen Ghosh, ‘Letter to Nick Thomas Symonds MP’, *unpublished letter* (15 November 2017)

<sup>106</sup> See Smith, ‘Session 2’, 2017: p. 3, 22; Featherstone, ‘Session 2’, 2017: p. 11; Cossons, ‘Session 3’, 2017: p. 15;

paid accommodation.<sup>107</sup> Consequently, whilst, as Griffin stated, the introduction of entrance fees can be problematic, the possibility to increase revenue is there. In addition to this, heritage awareness was found to be a challenge. Miles Oglethorpe stated the significance of needing organisations to realise the need for intangible heritage in the form of skills to be exhibited to complement the tangible heritage we showcase: ‘without the knowledge, particularly helped by the volunteers and relatively elderly people that work in the museum sector, then our tangible heritage means nothing’.<sup>108</sup> Mark Smith suggests that this approach must permeate the attitude of those within the sector too in order to attract visitors: ‘we’re not good at promoting ourselves, going off [sic] our exhibits and sharing our enthusiasm and excitement.’<sup>109</sup> Kerrie Sweeney added: ‘It was the “Year of Industrial and Technical Heritage” in 2015 and I think that was a big missed opportunity in that we weren’t involved in anything major.’<sup>110</sup>

This issue with the perception of industrial heritage also deters private developer investment. For example, in the case of Carrickfergus Gasworks aforementioned, by viewing industrial heritage as the history of an environmentally “unfriendly” past, it struggles to attract support. Fred Hamond stated: ‘modern players in the supply and distribution of natural gas wouldn’t want to be associated with what is perceived as a dirty, smelly industry [...] there’s no PR value’.<sup>111</sup> This can be viewed on the context of a situation in which, as set out by Anna Brennand, there are grants and finance for redevelopment sites, for private developers, but which may be difficult to come by.<sup>112</sup> Any investor also has to deal with the obvious problem of selecting the moment at which we choose to preserve industrial heritage assets: ‘Telling the story up to the current day is [...] an issue. It does tend to stop in places or focus on particular periods but actually as a country [it] is continually evolving.’<sup>113</sup> An



*Cromford Mills (Copyright: Historic England Archive)*

example raised was that of Cromford Mills. From being the world’s first successful water powered cotton spinning mill in the in 1771, it was still being used to produce pigment for paints and dyes until the 1970s,<sup>114</sup> raising the question: ‘at what stage do we preserve it?’<sup>115</sup> And, further, how do we decide what is relevant to present and future generations?<sup>116</sup>

<sup>107</sup> Sweeney, ‘Session 2’, 2017: p. 11

<sup>108</sup> Oglethorpe, ‘Session 1’, 2017: p. 3

<sup>109</sup> Smith, ‘Session 2’, 2017: p. 3

<sup>110</sup> Sweeney, ‘Session 2’, 2017: p. 9

<sup>111</sup> Hamond, ‘Session 2’, 2017: p. 21

<sup>112</sup> Brennand, ‘Session 1’, 2017: p. 4

<sup>113</sup> Featherstone, ‘Session 2’, 2017: p. 16

<sup>114</sup> Sir Richard Arkwright’s Cromford Mills, ‘History’, available at <<https://www.cromfordmills.org.uk/history>>, accessed [21 December 2017]

<sup>115</sup> Griffin, ‘Session 3’, 2017: p. 4

<sup>116</sup> Hamond, ‘Session 2’, 2017: p. 6

In order to boost our industrial heritage sector, with all the wider benefits that would bring, there are numerous issues to be addressed. At the crux of the issue is a recognition of the wider societal value of industrial heritage, which 'needs to be seen as an important contributor to social and economic regeneration.'<sup>117</sup> The matters put forward in evidence ranged from increased investment, enhanced skills and profile-raising, improving inclusivity, to addressing appropriate redevelopment, and encouraging government involvement. This is not to hide from the very real challenges posed by industrial heritage assets themselves: 'although many industrial heritage assets are amenable to adaptive reuse if the economic conditions are right, some by their very nature – scale, building construction, design – are incredibly difficult, if not impossible, to reuse.'<sup>118</sup> Consequently, there remains the ultimate challenge which is, as Caroline Hardie stated, seeing 'beyond the fly-tipping...to the technological marvel that is sitting behind it.'<sup>119</sup>

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<sup>117</sup> Richard Dommett, 'Industrial Heritage APPG Evidence Session' (notes hardcopy), *unpublished document* (October 2017)

<sup>118</sup> Cattell, 'Session 1', 2017: p. 5

<sup>119</sup> Hardie, 'Session 2', 2017: p. 18

### Chapter 3: Best Practice

Over the course of the All-Party Parliamentary Group's inquiry, evidence was given of sites overcoming some of the challenges discussed in the previous chapter. Whilst there are numerous noteworthy examples evidenced in the appendices in the digital copy of this report,<sup>120</sup> this chapter will focus on a small number of case studies on the matters of skills and inclusions; training; industry involvement and education; revenue and funding; volunteer involvement; and community and identity. Details of these organisations and the assets in their care are detailed throughout this chapter.

#### Case 1: Big Pit National Coal Museum, Blaenavon, Wales.

After the site's closure as an active mine in 1980, Big Pit was reopened in 1983 as a museum and Blaenavon's industrial landscape was recognised as a UNESCO World Heritage Site in 2000.<sup>121</sup> Welcoming around 150,000 visitors a year, of which approximately 140,000 go on an underground tour.<sup>122</sup> Operating as the National Mining Museum, a large number of ex-miners and technicians still in the community took on technical roles and led underground tours in order to keep the site open and running. Consequently, due to the aging demographic of ex-miners, succession planning became vital to ensure the site is preserved. Price stated, 'we're losing specific skills in terms of the heritage staff, curation and conservation staff [...] also in the case of Big Pit, technical staff. Engineers and mechanics and, of course, miners. It is a limited time before they will all be gone.'<sup>123</sup> Estimates suggest that over the next seven years, the costs of filling this deficit could total around £400,000.

However, with help from the Brecon Beacons National Park Authority's (BBNPA) Sustainable Development Fund, the museum is able to run a Mining Craft Apprentice scheme, equipping the next generation of mining heritage specialists with the skills needed to take over care of the heritage site. As of January 2018, four apprentices are working on the site and complete a four year vocational course at Gower College, Swansea as a mandatory part of their training. Mr. Peter Walker, the former Mine Manager told the BBC 'The apprentices' time will be split between here at Big Pit, learning about both the engineering and visitor sides of our operations. In the latter part of their apprenticeships they will be trained in mines rescue and join existing staff who work part time with the Mines Rescue Service.'<sup>124</sup> This apprentice scheme allows the site to plan for the future by instructing the next generation of staff in both the technical and tourist facets of the heritage sector.

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<sup>120</sup> See Matthew McKeague, 'Industrial Heritage: Evidence Hearings', *unpublished document* (1 November 2017) for in-depth case study on Cromford Mills; for other noteworthy examples see also Cattell, 9 October 2017: p. 6; Neil Cossons, 'Session 3', 2017: p. 6; McKeague, 'Session 2', 2017: p. 10; Falconer, 'Session 3', 2017: p. 13; Palmer, 'Session 3', 2017: p. 16; Mason, 'Session 2', 2017: p. 4; Nevell, 'Session 2', 2017: p. 7; Sweeney, 'Session 2', 2017: p. 8; Featherstone, 'Session 2', 2017: p. 13; Oglethorpe, 'Session 1', 2017: p. 3; Cattell, 'Session 1, 2017: p. 10.

<sup>121</sup> Visit Blaenavon, 'Big Pit: A Brief History', available at <<http://www.visitblaenavon.co.uk/en/Publications/Blaenavon-Story/Big-Pit.pdf>>, accessed [3 January 2018]. See also Amgueddfa Cymru, 'Big Pit National Coal Museum' available at <<https://museum.wales/bigpit/>>

<sup>122</sup> Statistics provided by Dai Price, Head of Museum at Amgueddfa Cymru

<sup>123</sup> Price, 'Session 1', 2017: p. 3

<sup>124</sup> BBC, 'Big Pit mining museum at Blaenavon to seek apprentices' (30 July 2011), available at <<http://www.bbc.co.uk/news/uk-wales-south-east-wales-14224489>>

Big Pit have also taken on their first female apprentice, a symbol of improving inclusivity and ensuring that, since heritage is integral to local identity, it is suitably represented.<sup>125</sup> Price stated, 'Part of the process is ensuring we are recruiting for the future [...] we want to make sure that we are getting different types of staff in the future so that the experience that we're offering is something that everyone can relate to.'<sup>126</sup> In addition to this, Big Pit is also exploring inclusivity in the sense of health and wellbeing by providing, for example, 'dementia friendly tours.'<sup>127</sup>



Big Pit's new apprentices (left to right): Emma Long, Ben Monro, Dai Powell, Lee Richards (Copyright: Amgueddfa Cymru – National Museum Wales)

As a result, Big Pit has organised, with the help of the BBNPA, a sustainable recruitment and training plan in order to help combat a possible skill deficit left by an aging population, and made efforts to improve industrial heritage's inclusivity.

### Case 2: Ironbridge Gorge Museums, Coalbrookdale, England.



Image of Ironbridge Gorge formed with laserscan technology captured in 2012, the image is contributing to the monuments conservation and repairs (Published with licensed permission of Historic England, Copyright: APR Services)

The Ironbridge Gorge Museums is a trust that operates 36 scheduled monuments and listed buildings within the UNESCO Ironbridge Gorge World Heritage Site. Attracting roughly half a million visitors a year, including 70,000 organised and school trips, its portfolio of assets is also heavily orientated around education.<sup>128</sup> As well as having a research library, it has a partnership with the University of Birmingham through the Ironbridge International Institute of Cultural Heritage.

Whilst one of the major challenges within the industrial heritage sector is encouraging interest with younger people, Ironbridge Gorge Museums, through its partnerships and STEM programmes have created a multitude of opportunities for engagement and education. By partnering with industry and business, they have hosted open days targeted at secondary school age to showcase the possibilities offered through Engineering and STEM subjects in a different environment.<sup>129</sup> Similarly, workshops and educational programmes run on site through its FABLAB programme have engaged both parents and children alike.<sup>130</sup> Anna Brennand told the All-Party

<sup>125</sup> Free Press, "'The Best Job I've ever had" – Big Pit's first female mining apprentice' (19 December 2017), available at <[http://www.freepressseries.co.uk/news/15782515\\_The\\_best\\_job\\_I\\_ve\\_ever\\_had\\_Big\\_Pit\\_s\\_first\\_female\\_mining\\_apprentice/](http://www.freepressseries.co.uk/news/15782515_The_best_job_I_ve_ever_had_Big_Pit_s_first_female_mining_apprentice/)>

<sup>126</sup> Price, 'Session 1', 2017: p. 13

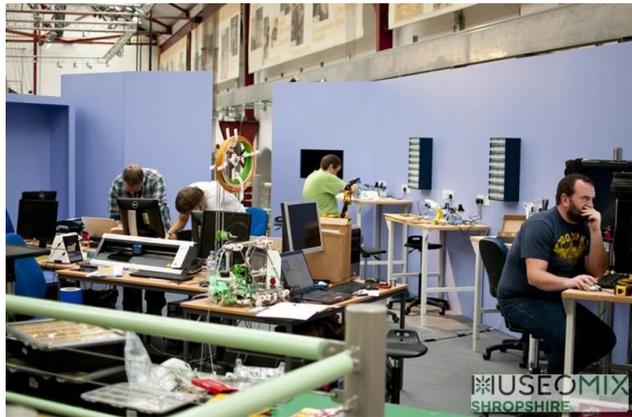
<sup>127</sup> Price, 'Session 1', 2017: p. 13

<sup>128</sup> Brennand, 'Session 1', 2017: p. 4

<sup>129</sup> Brennand, 'Session 1, 2017; p. 14

<sup>130</sup> See Ironbridge Gorge Museums, 'FABLAB@Enginuity', available at <<https://www.ironbridge.org.uk/learning/fablab-enginuity/>> for more detail.

Group, 'To give you a good, fairly recent example, we're offering coding workshops throughout FabLab which has been hugely popular with teenagers, but we've now got a big uptake from their parents who want to understand what their children are doing at school. So, we've probably got as much demand now from the adults to learn what the children are learning.'<sup>131</sup> By engaging modern industry within the industrial heritage sector, it demonstrates the relevance of industrial heritage, and debunks the notion of the sector as something only relevant in the past.



*Work taking place in the FabLabs, Ironbridge Gorge Museum  
(Permission: Ironbridge Gorge Museums Trust)*

By nurturing relationships with industry, the Ironbridge Trust has been able to use its dynamic sites in order to cultivate

interest in younger generations and provide valuable training workshops in wider age groups.

### **Cases 3 and 4: Monmouthshire, Brecon and Abergavenny Canal Trust, Wales & the Canal and River Trust.**

Formed in 1984,<sup>132</sup> the Monmouthshire, Brecon and Abergavenny Canal Trust is a local charity aiming to sustainably restore the Monmouthshire and Brecon Canal by working with local authorities, the Canal and River Trust in Wales and Glandwr Cymru. It was formed in partnership with Newport City Council's planning department which united three local authorities in ownership of the 14 miles of abandoned canal system.<sup>133</sup>

As a method to sustainably restore the canal, it has introduced a skills training programme in 'Industrial Structural Restoration'<sup>134</sup> which engages with unemployed volunteers, offering practical training in exchange for help with the labour to great success. For example, thanks to the contributions from authorities and small grants, including Land Fill Tax contributions and support from employment agencies, the Trust and its volunteers were able to perform extensive restorations to the canal including, three miles, seven locks, an aqueduct and bridges between 2003 and 2012/13.<sup>135</sup>

The 2013 'Waterworks' project run by MBACT, funded by the Heritage Lottery Fund, supported the restoration of six locks and three listed bridges. The scheme was based on the 'extensive use of volunteers from the unemployed labour market' providing opportunities for training and skills development, and resulted in significant savings. Richard Dommatt stated 'over the four year restoration period, 270 volunteers invested over 56,000 hours of their time, equating £325,000 in value.'<sup>136</sup> Moreover, by collaborating with volunteers from the Kennet and Avon Canals Trust and Swansea University's engineering department, they were able to develop a new sustainable lock gate design that:

<sup>131</sup> Brennand, 'Session 1', 2017: p. 14

<sup>132</sup> Monmouthshire, Brecon and Abergavenny Canals Trust, 'Home', available at <<http://www.mbact.org.uk/about.php>>

<sup>133</sup> Richard Dommatt, 'Monmouthshire and Brecon Canals, The Industrial Heritage Evidence Session: Notes', *unpublished document* (11 October 2017)

<sup>134</sup> Dommatt, 'Notes', p.1

<sup>135</sup> Dommatt, 'Notes', p. 1

<sup>136</sup> Dommatt, 'Notes', p. 1

‘reflect[ed] the appearance of a traditional oak gate; has a life span four times longer than an all timber gate; can be installed at all locations by trained volunteers (no need for expensive cranes and roadways); delivered to site as a flat pack that is easy to transport and assemble [...]; after installation, [it is] difficult to distinguish between an all timber gate and modern design’.<sup>137</sup>



*Five Locks, Cwmbran, shown above, is currently being restored and maintained by MBACT (Copyright: Adrian Smith)*

The efficiency of this scheme was noted by the Construction Excellence in Wales when the project was awarded a first in 2017 ‘Preservation and Rejuvenation’ category. Consequently, through their approach, they have helped fill the skills deficit, offered training and work for unemployed volunteers, and through successful

partnerships with external organisations have been able to develop more sustainable restoration assets and processes.

Similarly, the Canal and River Trust has developed successful volunteer-based programmes, and their volunteers make huge and vital contributions towards their work: according to their *Heritage Report, 2016/17*, heritage volunteers contributed a total of 697 hours of their own time in 2016/17.<sup>138</sup> These volunteers come from a wide range of backgrounds and have taken on an integral role in preservation. Nigel Crowe of the Canals and Rivers Trust explained, ‘we’ve worked with universities as well, and schools, and we work with local communities. We’ve even got community adoption schemes where a local community will adopt a length of canal and help us look after it.’<sup>139</sup>

Another example of this community-engagement approach is the ‘Every Mile Counts’ Project noted in their *Heritage Report*. The HLF funded project aimed to restore all 127 mileposts along the length of the Leeds and Liverpool Canal as part of its Bicentenary Celebrations in 2016. Thanks to the engagement of local communities, the project and its volunteers were able to replace ‘31 missing mileposts, 3 quarter-mile posts and 68 damaged or missing distance plates’.<sup>140</sup> The Every Mile Counts project also saw more than 100 volunteers contribute over 1,500 hours of work making the restorations possible.

As a body committed to training the Canal and River Trust has also, in collaboration with Historic England and DCLG, worked to get the National Listed Building Consent Order approved.<sup>141</sup> Nigel Crowe stated, the ‘national listed building consent order [...] will allow us to carry out certain works of repair or alteration without the need for repeat listed building

<sup>137</sup> Dommett, ‘Notes’, p. 2

<sup>138</sup> The Canal and River Trust, ‘Engagement’, *Heritage Report: 2016/17* (September 2017), pp. 17-21 (p. 17)

<sup>139</sup> Crowe, ‘Session 1’, 2017: p. 6

<sup>140</sup> Canal and River Trust, ‘Every Mile Counts’, *Heritage Report: 2017/18* (September 2017), p. 19

<sup>141</sup> The class consent for scheduled canals is similar legislation that has been in operation in Scotland since 1996: see The National Archives, ‘the Ancient Monuments (Class Consents) (Scotland) Order 1996’, available at <<http://www.legislation.gov.uk/uksi/1996/1507/made>>

consent applications'.<sup>142</sup> Though it has yet to be finalised, the consent order would reduce the time and costs of the regeneration process by nullifying the need to make repeat applications: Crowe estimated, 'it will save us £200,000 a year easily in not having to make or reject listed building consent applications'.<sup>143</sup>

Through its community engagement, Canal and River Trust has been able to delegate responsibility for heritage assets to enthusiastic local volunteers and restore large stretches of the UK Canal network under their protection.

#### **Case 5: Titanic Foundation, Belfast, Northern Ireland.**



*Titanic Belfast and the Nomadic (Permission: Titanic Foundation, Credit: Titanic Hotel Belfast)*

Established in Belfast in 2007, the Titanic Foundation is based in Belfast's Titanic Quarter, on the edge of the original Titanic and Olympic slipway: once the largest shipyard in the world.<sup>144</sup> The Titanic Quarter is a 185-acre brownfield regeneration site that has undergone noteworthy regeneration thanks to the innovative use of the Titanic brand and the commercial operation of the sites. As a result, the Titanic Foundation and its work with assets including the Harland and Wolff offices serve as key example of successful adaptive reuse.

The Titanic Belfast project is a prime example of this use of the brand. As a £76 million project, funded both privately and publicly, it is owned by the Titanic Foundation as a non-profit charity. Kerrie Sweeney, the Chief Executive of the Titanic Foundation, stated that by using 'the hook of the brand "Titanic"'<sup>145</sup>, they were able to attract visitors to this award winning site<sup>146</sup> and educate them about the industrial heritage and social history of Belfast to great success:

'To date it was voted the world's leading visitor attraction in 2016. It has had over 4 million visitors since it opened. 60% of those are non-UK visitors and it has

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<sup>142</sup> Crowe, 'Session 1', 2017: p. 6

<sup>143</sup> Crowe, 'Session 1', 2017: p. 6

<sup>144</sup> Sweeney, 'Session 2', 2017: p. 7

<sup>145</sup> Sweeney, 2017: p. 8

<sup>146</sup> Titanic Foundation, 'Awards', available at < <http://titanicbelfast.com/Site/Awards.aspx>>

generated an additional £160 million into the local economy. That is ‘new money’ that has come into Northern Ireland<sup>147</sup>

Further to this, by employing a commercial operator to run assets on the site, the Titanic Foundation is provided with its rent which they earn as well as a share of their profits.<sup>148</sup> Consequently, by using the profits accrued through this venture, the Titanic Foundation was able to fund the regeneration of the famous Harland and Wolff shipbuilders offices: the drawing offices responsible for the design of famous White Star Liners such as Titanic, Olympic and Britannic. The tender SS Nomadic is still available for viewing. Kerrie Sweeney stated that the development was only possible thanks to ‘£5 million from the Heritage Lottery’s Enterprise Fund unlocking an additional £23 million towards the project from Harcourt Development, who subsequently led the programme of restoration.’<sup>149</sup> Sweeney explained that due to the size of the conservation deficit of the Harland and Wolff Drawing offices, securing £5 million from the HLF made the project viable.<sup>150</sup>



*Harland and Wolff Offices, Belfast (Permission by Titanic Foundation, Credit: Titanic Hotel Belfast)*

Whilst, the hotel does not generate income for the Titanic Foundation in the same way as their other assets, such as the Titanic Belfast, the long-term agreement secured with the operator ensures public access is available to the public spaces ‘through events, open days, exhibitions and tours’<sup>151</sup> and ensures the site is preserved, and its story told.<sup>152</sup>

#### **Case 6: The Bowling Harbour Swing Bridge, West Dunbartonshire, Scotland.**

Constructed in 1896 to carry the Caledonian and Dunbartonshire Railway over the Forth & Clyde Canal, the bridge fell into disrepair after the railway was abandoned in 1960. However, with the support of Sustrans and Historic Environment Scotland, Scottish Canals have undertaken extensive restoration work, and has now been restored ‘as part of the latest stage of a £3.2 million transformation in the area’.<sup>153</sup> Works performed by Scottish Canals included the vital repairs of corroded metalwork and repainting the span of the construction.

Scottish Canals told the APPG that, as 120 year old construction, the bridge is an example of the ‘earliest use of mass poured concrete in Scotland and [...] a B listed structure’.<sup>154</sup> This restoration work completed on the accumulators facilitated the discovery of facets of the swing mechanism housed in ‘concrete pits circa 8 metres deep [and] [...] has been left in situ as a visitor attraction.’<sup>155</sup> Further to this restoration work, the railway arches of the bridge have been adaptively reused into commercial units ensuring the structure still takes a prominent role in the local area:

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<sup>147</sup> Sweeney, 2017: p. 8

<sup>148</sup> Sweeney, 2017: p. 8

<sup>149</sup> Kerrie Sweeney, ‘Case Studies Titanic Foundation’, *unpublished document* (January 2018), p. 2

<sup>150</sup> Sweeney, 2018: p. 3

<sup>151</sup> Sweeney, 2018: p. 3

<sup>152</sup> See Kerrie Sweeney’s ‘Case Studies’ for full details of the Titanic Belfast and Harland and Wolff Drawing Office projects.

<sup>153</sup> Scottish Canals, ‘SC Response to APPG Questions for Evidence Sessions’, 2017: p. 4

<sup>154</sup> Scottish Canals, 2017: p. 4

<sup>155</sup> Scottish Canals, 2017: p. 5

'The transformational work at Bowling Harbour, undertaken in partnership with the local community, has brought new businesses, activity, vibrancy and economic benefits to the canal and celebrated Bowling's important role in Scotland's industrial past.'<sup>156</sup>

Through the collaboration of multiple organisations, Scottish Canals has been able to successfully preserve a key site to local industrial heritage and adaptively invested within the Bowling Harbour Bridge to ensure it remains at the heart of the community and its identity.

The excellent works detailed in this chapter demonstrate the exceptional work and innovative approach to many issues facing the heritage sector. It demonstrates how the value of industrial heritage can be effectively and sustainably celebrated within contemporary society and provides models for others on how to overcome challenges.

### Case 7: St Pancras and King's Cross, London



Image of redeveloped station at King's Cross  
(Copyright: Historic England Archives)

An example of successful urban regeneration is the King's Cross site in central London. Spanning approximately 67 acres<sup>157</sup> of a former industrial buildings, the King's Cross development project demonstrates the social and financial potential of regenerating brownfield industrial sites.

Granted in 2006, the planning permission the construction of 10 new major public spaces, restoration and refurbishment of 20 historic buildings and structures, 20 new streets and 1,900 new homes.<sup>158</sup> The redevelopment of this central area has attracted the investment of international businesses in the area with, for example, Google establishing their new UK headquarters in the development.<sup>159</sup> The development has also attracted investment from overseas investors: in January 2015, 'the UK government and DHL announced the sale of their investment in the King's Cross redevelopment to Australian Super, Australia's biggest superannuation/pension funds run only to profit members'.<sup>160</sup> Similarly, the redevelopment of the area has led to an increase in property

value.<sup>161</sup> As well as converting the building space into housing and office space, the University of Arts London moved to the Granary Complex in September 2011.

The sustainable investment within the King's Cross area and development of multiple ventures, from business to education to housing, has ensured that the historic assets of the site has been maintained whilst creating a melting pot of culture and industry.

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<sup>156</sup> Scottish Canals, 2017: p. 5

<sup>157</sup> Urban Land Institute, 'King's Cross', available at <<https://casestudies.uli.org/kings-cross/>>

<sup>158</sup> King's Cross, 'The Story So Far', available at <<https://www.kingscross.co.uk/the-story-so-far>>

<sup>159</sup> Financial Times, 'King's Cross, London: how developers are constructing a community' (15 May 2015), available at <<https://www.ft.com/content/beab59e8-f4a5-11e4-8a42-00144feab7de>>

<sup>160</sup> King's Cross, 'The Story so Far'

<sup>161</sup> See King's Cross house prices data in Financial Times, 'King's Cross, London: how developers are constructing a community'

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## Chapter 4: What recommendations can be made to improve the conservation and promotion of industrial heritage?

The All-Party Parliamentary Group is very grateful to all those in the sector who have made contributions about best practice and practical measures that could be implemented to secure improvements going forward. The following is a summary of suggestions:

1. On the matter of increasing investment:
  - a. Supporting capital and revenue investment as well as ensuring redevelopment is supported. The public sector is of central importance in this: putting the public realm at the forefront and utilising the dynamism of the private sector, whilst ensuring that it is not the public sector that carries long-term risk. For example, evidence was heard that ‘public sector [grants can] support the initial investment but private sectors [...] [take on] commercial and longer term risks.’<sup>162</sup> Also, developers, such as Urban Splash and PJ Livesey, have successfully restored and redeveloped sites ensuring the asset value is maintained as much as feasibly possible: the private sector is the link-pin in the whole of the process along with pragmatism from Local Authorities and Conservation Bodies’.<sup>163</sup>
  - b. Consider the introduction of relevant commercial opportunities in order to help supplement external funding. Designing attractions and/or heritage based museums with commercial income opportunities can create a return for the operator.<sup>164</sup>
  - c. Develop greater links with creative industry and the industrial heritage sector can help nurture industrial heritage’s role within the creative economy and generate rents and/or other incomes.
  - d. By utilising the National Listed Building Consent Order (NLBCO) which will reduce development costs by limiting the number of planning applications submitted.<sup>165</sup>
  - e. Exploring the possibility of community investment can offer an alternate funding source. For example, Portland Works in Sheffield: ‘it is owned by local businesses and companies who occupy the site. There are 500 community shareholders.’<sup>166</sup>
  - f. Review the investment of funds into an endowment fund model to offer ‘the essential cash for the maintenance and the fabric.’<sup>167</sup>



*Chatham Historic Dockyard was transferred, with a Government endowment, to a trust in the 1980s and has been superbly conserved and opened to the public  
(Copyright: Sir Neil Cossons)*

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<sup>162</sup> Sweeney, 2018: p. 3

<sup>163</sup> PJ Livesey Holdings Limited, ‘Letter to the All-Party Parliamentary Group on Industrial Heritage’, *unpublished letter* (25 October 2017)

<sup>164</sup> Sweeney, 2018: p. 3

<sup>165</sup> Crowe, ‘APPG Industrial Heritage: Evidence Session’, 2017: p. 1

<sup>166</sup> Cattell, ‘Session 1’, 2017: p.10

<sup>167</sup> Cossons, ‘Session 3’, 2017: p. 5

- g. Exploring alternate methods of fundraising through ‘public investment (Crowd Funding)’.<sup>168</sup>
2. On the challenges posed by the “skills deficit” as intangible heritage:
- a) Running regular ‘Industrial Archaeology workshops and training sessions for and with commercial archaeologists’<sup>169</sup> can help equip professionals in the Local Authority and/or volunteers with the necessary skills to identify, assess and protect industrial heritage assets.
  - b) Being open-minded about where help with renovation and redevelopment can be sought from (like the model of MBACT): this can offer experience and references for unemployed individuals and helps offer the person-power needed in a cost-efficient way.
  - c) Working more closely with schools and with archaeology departments at universities in order to encourage industrial heritage, and training contributing to intangible heritage such as planning and engineering, to become a standard subject area.
  - d) Building stronger links with industry and Universities in order to encourage developer funded courses helps fill the skills-training deficit and fund the practical and academic training of individuals recruited into the sector.<sup>170</sup>
  - e) Encourage the study and training of industrial heritage by further promoting the study grants and sector recognition available to those who choose to specialise in industrial heritage. For example, the ‘AHRC doctorate awards’<sup>171</sup> for PhD work.
  - f) Consider forming links with contemporary industries whose skills developed from the heritage sector in order to attract expert restoration and conservation support and forge links for educational purposes.<sup>172</sup> For example, embedding industrial heritage into mainstream technical conservation courses as can be found at the Engine Shed in Stirling, Scotland.<sup>173</sup>
  - g) Utilise and promote the value of voluntary support within the sector: ‘Volunteers are an amazing source of effort in most heritage charities and should be further encouraged and managed effectively’<sup>174</sup>
3. On the challenge to raise the profile of industrial heritage:
- a. ‘Concerted integrated action is needed by key players such as Arts Councils England, Historic England and Heritage Lottery Fund’<sup>175</sup> to help bring together the Government and its agencies with the heritage sector in this sphere. This would ensure greater collaboration between key heritage stakeholders.<sup>176</sup>

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<sup>168</sup> Charlie Fraser-Fleming, ‘APPG-IH Submission’, *unpublished written submission* (30 October 2017), p. 2

<sup>169</sup> Mike Nevell, ‘What Next? Making the Most and Adding Research Value to the Developer-Funded Archaeology Archive’, *The Research Impact of Developer-Funded Industrial Archaeology*, (unpublished document)

<sup>170</sup> Louise Barker and David Gwyn, ‘RCAHMW Industrial Heritage Panel’ *unpublished notes* (October 2017), p. 2

<sup>171</sup> Palmer, ‘Session 3’, 2017: p. 14

<sup>172</sup> Sweeney, ‘Session 2’, 2017: p. 21

<sup>173</sup> The Engine Shed, ‘Learning’, available at <<https://www.engineshed.org/>>

<sup>174</sup> David Plunkett, ‘APPG on Industrial Heritage Evidence Submission’, *unpublished email* (30 October 2017)

<sup>175</sup> Cattell, 9 October 2017, p. 3

<sup>176</sup> Heritage Lottery Fund, ‘APPG on Industrial Heritage: Evidence Hearings’, 2017: p. 6

- b. This collaboration could also form a panel offering ‘independent guidance’<sup>177</sup> to the government, heritage charities, trusts and Local Authorities.
  - c. Use anniversaries relating to industrial milestones more effectively and use to cultivate links with professional institutions.
  - d. Bodies managing heritage assets could ‘explore the use of new visual and augmented reality and other technologies to foster increased public engagement with industrial heritage and to assist with the recording of sites and associated processed’.<sup>178</sup>
  - e. All campaigns promoting the United Kingdom in the Tourism sector must mandatorily include Industrial Heritage among the attractions.
  - f. Consider promoting industrial heritage internationally to invite interest and investment within the heritage sector.
  - g. Consider the advantages of listing the asset, should it not already hold this status: ‘listing is a recognition of their [an assets] national importance [and] [...] is an opportunity to bring parties together to identify creative solutions’.<sup>179</sup> A ‘listed status can also act as a frame for community education’.<sup>180</sup> Listing allows positive ‘conservation’, supports a sustained management and can operate as a spur for community engagement.
  - h. Consider building relationships with industries with historic roots and specialist needs that can be found in industrial heritage. For example, film industries and the creative industry.
4. To improve the inclusivity of industrial heritage:
- a. Consider introducing a mandatory exhibition of the role of women and their contributions and/or role in industrial heritage.
  - b. Consider introducing a mandatory exhibition of the roles of migrant and BAME people and their contributions and/or role in industrial heritage.
  - c. To improve accessibility of the industrial heritage site, consider the introduction and/or implementation of local supplementary schemes to waive or reduce entry fees for local residents, whose heritage it is.
  - d. The above suggestions could be supported by building ‘closer links with interested groups and industrial heritage groups’.<sup>181</sup>
  - e. Encourage membership schemes as a means of encouraging repeat visits and local community engagement: for example, introducing the sale of tickets valid for longer time periods offering an unlimited number of visits within the time frame of the ticket.
  - f. Seek to engage with industrial professionals practicing intangible heritage through trade guilds, trade unions and welfare organisations (akin to, for example, CISWO).
5. In order to meet the challenges of appropriate redevelopment:
- a. Perform a review as to what the most cost-efficient and culturally enriching method of heritage conservation is: consider what is the most ‘sustainable strategy [to

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<sup>177</sup> Jim Humberstone, 2017

<sup>178</sup> Cattell, 9 October 2017: p. 3

<sup>179</sup> Cattell, ‘Session 1’, 2017: p. 10

<sup>180</sup> Cattell, ‘Session 1’, 2017, p. 10

<sup>181</sup> Barker, ‘Session 1’, 2017: p. 2

promote and preserve industrial heritage] and what is a sensible way to use our limited funds'.<sup>182</sup> For example, is the paper trail and archived evidence sufficient in demonstrating the sites' value?

- b. 'Marrying the plans of developers, tourism agencies and heritage interests'<sup>183</sup> to streamline resources.
  - c. Consider appropriate assessment of brownfield sites to ensure recording measures and mitigation are put in place and adequately updated and there is no loss of knowledge. In cases of functional redundancy of large complex sites, Historic England has been encouraging companies and developers to carry out recording on brownfield sites and to 'deposit their archives in public depositories before they decommission sites'.<sup>184</sup> Historic business archives can prove invaluable for successful redevelopment.
  - d. Consider clustering projects to reduce competition, dedicate more resources toward developing a successful and sustainable funding application and financial plan, and allow representatives from various sites to sensibly invest funds where necessary as opposed to spending funds before any remaining sums are recalled. It allows them to take a 'high level view of industrial heritage sites and making sure that individual projects are all linked up together and drive efficiencies through'.<sup>185</sup>
6. Steps the UK Government could take to support the industrial heritage sector:
- a. Consider reviewing the fiscal contributions made by the public sector: 'the industrial heritage community can bring the skills, the enthusiasm and the passion [...] there needs to be an element of contribution from the public purse, whether it is Local Authority or central government'.<sup>186</sup>
  - b. Consider creating a conduit between the government and the heritage sector in order to promote and nurture interdepartmental relationships and focus on the industrial heritage sector.
  - c. Consider readdressing the tax regime (VAT) in order to encourage redevelopment and make efforts more economically viable.
  - d. The government could consider commissioning an "Industrial Heritage Strategy" that would improve collaboration.

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<sup>182</sup> Griffin, 'Session 3', 2017: p. 5

<sup>183</sup> Sweeney, 2018: p. 3

<sup>184</sup> Cattell, 'Session 1', 2017: p. 5

<sup>185</sup> Sweeney, 'Session 2', 2017: p. 9

<sup>186</sup> Hamond, 'Session 2', 2017: p. 14

## Conclusion

The All-Party Parliamentary Group on Industrial Heritage is very grateful to all those in the sector who have made contributions about best practice and practical measures that could be implemented to secure improvements going forward. The above summary of suggestions contain a number of actions that could be taken by the sector itself, often working with other bodies, without the necessity for UK Government legislation. Whilst this does not mean that, in any sense, the government is not expected to play a strong an active role, not least in leadership, what it does mean is that organisations in the sector itself can act without having to wait for government initiatives or Acts of Parliament. This is particularly important in an era when the process of exiting the European Union is dominating the parliamentary timetable and making it far more difficult to promote legislation in other areas.

Every industrial heritage site could review its public displays to ensure that any visitor, from whatever background, can identify with someone who features on its walls. Every site could contact its local tourism agency and press for industrial heritage to be featured. In short, each stakeholder in the sector can consider the recommendations made in this report, and ask whether taking action on any of them would assist in its aims of preservation and attracting visitors into the foreseeable future.

*Downton Abbey*, which attracted millions of viewers, was filmed at Highclere Castle in Hampshire, a venue that attracts visitors every year, many no doubt drawn by having seen it on their television screens. Highclere, seat of the Earl of Carnarvon, is a visible symbol of our national heritage. Yet that heritage is about much more than stately homes: large numbers were funded through industry. The aristocracy have left their mark on our country. But, equally, so have working people. That is why industrial heritage is so important: not only because of its current economic potential but because understanding it is a key to our national identity. Let's do all we can to preserve it and utilise it for our generation, and all those who will follow us.

## Summary Recommendations

Britain's industrial heritage is a critical part of the formation of our national identity at home and worldwide. The sector, through its role in the promotion of STEM subjects, practical training skills and relationship with international communities and industry, holds great potential to contribute towards the UK economy but more needs to be done to protect and cultivate its tangible and intangible assets.

The evidence found in surveys and by experts in the sector indicate strong support and interest in industrial heritage from the public. Many of those who strongly engage within the sector are not having the voices heard.

**Recommendation 1:** Develop skills training in key aspects of industrial heritage. Examples could include dedicated post-graduate training in industrial heritage conservation, care and maintenance.

**Recommendation 2:** To improve the inclusivity of industrial heritage as a sector by improving community and industry outreach.

**Recommendation 3:** To develop relationships with other trusts and groups within the sector in order to promote industry collaboration. Key statutory agencies and professional bodies could establish a standing forum dedicated to the following objectives:

- 1) To establish a national strategy for conserving the UK's industrial heritage in collaboration with the Government.
- 2) To promote and drive through that national strategy.
- 3) To regularly review and report on the progress of that strategy.

## **Glossary**

**Agrarian society** – a society whose economy is based on the cultivation of farmland

**AHRC** – Arts and Humanities Research Council

**CISWO** – Coal Industry Social Welfare Organisation

**STEM** – Science, Technology, Engineering and Mathematics

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