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LUC

Celebrating our distinctive heritage

How the historic environment of York, North Yorkshire and the East Riding can help achieve Good Growth

Historic England

Historic England and the York and North Yorkshire LEP

Celebrating our distinctive heritage

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Historic England

As the public body helping people care for and celebrate England's historic environment, Historic England believes that our shared heritage has the power to enrich all of our lives. It brings beauty and history into our everyday experience. It provides us with homes, workplaces and leisure opportunities. It helps us to define our place in the world. And it provides us with economic assets that can fuel good growth for our distinctive places.

Our connections to the past are central to the sense of place and quality of life for residents and visitors alike. Critically they are also a major source of added value for business. For example, Malton has shown how a town's character, location and historic environment can drive growth, reinventing itself as Yorkshire's food capital – a process which as this report makes clear could be replicated in other places. Individual sites like Bolton Abbey Tithe Barn in Skipton and Woodend Creative Workspace in Scarborough show how heritage assets can be 'attractions' that draw users and deliver valuable, unique experiences.

Historic places are important to our identity, our wellbeing and our ecosystems. We should use successes from the past to provide inspiration for reinvigorating them today and make them serve the future in the best way they can. We can do this by facilitating desirable new homes, inspiring workspaces, attractive and accessible green spaces, all well-connected both physically and digitally. All of our vacant and under-used heritage assets are stalled sites which could be contributing to good growth. Our towns are well-placed to become the hearts of inclusive, carbon-neutral circular economies.

I would like to thank LUC as well as all the LEP and Historic England staff who have advised on the work. We want to move on now to see how we can help to turn this report's recommendations into actions which will create sustainable new futures for our beautiful old places across York, North Yorkshire and the East Riding.

Trevor Mitchell

Regional Director North East and Yorkshire, Historic England

York and North Yorkshire LEP

York, North Yorkshire and the East Riding feature a rich array of historic assets situated across its cities, towns, countryside, and coastline. Our diverse and distinctive natural and built environment tells the tale of both the area's geological formation and historic patterns of settlement. However, at the forefront of our historic environment are people; places and communities have been built by our people over time and continue to be developed by people now and into the future.

This pioneering report looks at how we can make the very most of our historical assets, exploring a range of opportunities across our geography to enhance the socio-economic contribution of our historic environment and cultural heritage. As the report emphasises, the historic environment and the economy are not mutually exclusive. Rather than being seen as a constraint, the area's historic environment can be a significant driver for growth, increasing the economic value of our visitor offer, aiding business development through better utilisation of heritage buildings, creating job and training opportunities, improving the desirability and attractiveness of our places, and so much more. Successful places are places where people want to live, work, learn, play and visit. How we unlock the potential of our heritage assets and historic places will be crucial for the continued success and economic resilience of our area.

I would like to extend my thanks to Historic England for their collaboration in undertaking this piece of work. Great places have heritage at their core – an ethos that underpins Historic England's work. How we manage change in a way that not only respects and enhances our understanding of the historic environment, but also enables opportunities for economic and social development is vital to the continued success of our places. May I also highlight the important contribution of my predecessor, David A Kerfoot MBE DL, who drove forward the place agenda during his time as chair of the York & North Yorkshire Local Enterprise Partnership.

As a Local Enterprise Partnership, we look forward to strengthening our partnership with Historic England, realising the opportunities presented by our historic environment in collaboration with our local authorities, key stakeholders and private sector partners.

Helen Simpson OBE

Chair of York and North Yorkshire Local Enterprise Partnership

Chapter 1
Introduction

1.1 York, North Yorkshire and the East Riding (YNYER) has a fantastically rich cultural heritage, ranging from the prehistoric, Roman, Viking and medieval history of York itself, to the industries and agriculture that helped build the region's places from the earliest times. The diversity and distinctiveness that has developed over centuries combines to create an unmistakeable sense of place, and of community identity.

1.2 YNYER is an area where heritage is highly valued and economically important – with heritage estimated to account for GVA of £2.1bn and 41,000 jobs[1] across the wider region – but this contribution could be much more significant. Good Growth – as defined in the York and North Yorkshire LEP's Local Industrial Strategy – offers a range of opportunities to enhance the contribution made by the historic environment and cultural heritage, and to steer the right growth to the right places.

Purpose

1.3 This document sets a high-level framework to aid businesses, delivery partners and the general public, by:

- providing an appreciation of the quality, character and importance of York, North Yorkshire and the East Riding's historic places and landscapes; and
- helping identify opportunities for 'win-win-win' development in the region – securing positive outcomes for people, the economy and the historic environment.

1.4 In addition, the document establishes priorities for action on the part of key partners and stakeholders to unlock development potential, improve understanding and enhance the contribution of heritage to the region's economy.

Scope

1.5 This document is necessarily strategic, focusing on the key themes of the region's heritage and drawing out opportunities for economic and social development that reflect and respect historic character. It provides an introduction to

[1] https://historicengland.org.uk/content/heritage-counts/pub/2019/heritage-and-the-economy-2019/

the history and development of the region, drawing out important elements from this narrative to structure discussion of the issues facing these historic places – and the opportunities for the historic environment to contribute to sustainable development.

Benefits derived from the historic environment

1.6 The historic environment is far more than just a pleasant backdrop for contemporary activity, or evocative places to visit at the weekend. Places and communities have been built by people over time and continue to be built by people now. The historic environment delivers a wide range of social, economic and environmental benefits, including:

- **Meaning and identity**: providing individuals and communities a sense of belonging and context – understanding how and why their places have developed as they have, and informing appreciation of their character and distinctiveness.
- **Quality of life**: historic places are often great places to live, from interesting, high quality and desirable historic building stock to the human scale and accessibility of historic town centres. These factors can combine to boost house prices, attract visitors and new residents alike, and support local businesses.
- **Participation, engagement and wellbeing**: visiting and getting involved with historic places and heritage assets can be fun, but can also provide wider fulfilment and a creative means to tackle social issues. For example the success of 'Operation Nightingale' and Homeless Heritage programmes in providing positive, immersive therapeutic practice through practical archaeology.
- **Ecosystem services**: in addition to the intrinsic value of historic places, landscapes and assets, they also have the potential to deliver a range of environmental and productive benefits. For example, these could include flood attenuation and protection provided by historic water meadows, to carbon sequestration through management of estate woodlands.

1.7 Additional information on the development, characteristics, sensitivities of, and the benefits delivered by, the sub-region's landscapes are summarised at a strategic level in Natural England's National Character Area Profiles.

Context

LEP activity

Local Industrial Strategy

1.8 This document is intended to be read in parallel with the York and North Yorkshire Local Industrial Strategy. This sets the framework for 'good growth' in the region, and maps out the challenges to development under four main priorities:

1. Connected and resilient places
2. People reaching their full potential
3. An economy powered by good business
4. World-leading land management

1.9 Each of these priorities presents opportunities for the conservation, management and development in and of the historic environment.

'Future Towns'

1.10 The LEP has commissioned a range of work to better understand the opportunities and constraints facing the region. A key strand of work which, in turn, has influenced the thinking in this document is research into '21st Century Towns'.[2] The work establishes a series of priorities to equip the region's settlements with the infrastructure, resilience and social capital to meet the challenges and opportunities of the modern world.

Covid-19 and 'building back better'

1.11 The Covid-19 pandemic has, in many ways, accentuated patterns that were already underway in terms of pressure on the historic environment and the region's towns and villages. It has also highlighted vulnerabilities – and opportunities – that need to be appropriately understood to facilitate fairer, more resilient and greener regeneration.

1.12 The historic environment has an important role to play in promoting and, in some cases, driving regeneration. Historic England's Heritage Action Zone programme, and particularly the most recent strand focusing on high streets, can provide exemplar approaches to refurbishment and sustainable, creative reuse of buildings, regenerating spaces and engaging with heritage and cultural activities.

1.13 Sub-regional devolution also offers a major opportunity to bring the value and benefits delivered by the historic environment to the fore – aiding the development of locally-specific approaches to heritage-led regeneration that works for people, the economy and the environment.

[2] Metro-Dynamics (2019) *21st Century Towns: a report from Metro Dynamics to the York, North Yorkshire & East Riding LEP.*

Document structure

1.14 The document adopts the following structure, guiding the reader from the general to the specific:

- Chapter 2: What's there, and why it's important
- Part 2: Opportunities and priorities, divided into the following thematic sections focusing on:
  - Ch.3: Market towns
  - Ch.4: Coastal towns
  - Ch. 5: Lowland agricultural landscapes
  - Ch.6: Estate landscapes
  - Ch.7: The Uplands
  - Ch. 8: York

  These sections establish a vision for each theme / type of place, draw out opportunities for development and highlight the supporting services (such as infrastructure, carbon reduction and skills development) required to support delivery.
- Chapter 9: Conclusions and recommendations

Chapter 2
What's there, and why it's important

It took more than divine inspiration to make Yorkshire 'God's own country' – it's been millennia in the making

The big picture

Geology – the bones of the region

2.1 The landscapes of Yorkshire, and particularly the uplands, have a strong and distinctive character – created by the underlying geology and the effects of millennia of glaciation and erosion by the region's major watercourses. In turn, the stone of these areas give the historic building stock a clear identity and provides a strong sense of place.

2.2 Broadly, the region is formed by three distinct areas of upland: the Dales in the west, the North York Moors in the northeast and the Wolds forming an arc extending from the Humber to Flamborough Head. This geological 'skeleton', exposed and reshaped by successive glaciations, sets the framework for the large-scale and highly distinctive landscapes of the region – and had a major influence on the historical processes that affected its development and peoples.

Why it's important

The geology of the region literally and figuratively underpins its history and development – influencing access routes through the landscape, suitable locations for settlement and the availability of natural resources.

Routes to success

2.3 Hills, and particularly the higher hills of the Dales and Moors, naturally steer people into the adjacent valleys, creating the obvious routes for travel and foci for settlement. From the earliest times, people have been attracted to the productive valleys of North Yorkshire, have navigated the large rivers penetrating far inland and used the natural topography to traverse the landscape.

Early origins

2.4 Dating from a few centuries after the end of the last Ice Age (approximately 9,300BCE), Star Carr is perhaps the best-known, most important and certainly best studied Mesolithic site in Britain. Located in what was rich marshland in the Vale of Pickering, this and other contemporary sites offer fascinating glimpses into the social, economic and ritual lives of the first settlers to return as the ice retreated. It is difficult to overstate the importance of this suite of sites to our understanding of the postglacial resettlement of what are now our islands. Recent excavations indicate that preservation conditions are deteriorating, meaning that the in situ archaeological remains are under threat – as indeed they are from the effects of climate change – to which creative responses are required to ensure the remaining legacy is not lost to future generations.

2.5 For early peoples, the river systems of the region held symbolic as well as practical meaning. While evidence for hunter-gatherer occupation is generally ephemeral, the first farmers in the region confirmed this importance through the distribution of their major ritual sites. Where the Dales' rivers cross the Southern Magnesian Limestone, nationally-important concentrations of Neolithic monuments – most notably the Thornborough henges, as depicted in Figure 2.1, and the 'Devil's Arrows' standing stones at Boroughbridge – hint at the meaning of these transitional places where the rivers leave the uplands and cross the main dry route through the Vales. The position of York itself, located on a low ridge of glacial moraine, is a naturally strategic location set within what would have been a very wet landscape – controlling movement of people, goods and ideas through the north of England.

Highways of history

2.6 The Vales of York and Mowbray form England's broadest valley – more than 20km wide at its narrowest point. The sheer scale of this lowland landscape, with a convenient ridge of dry ground running through it to facilitate easy travel, provides a suitably epic canvas for the historical processes that have shaped Yorkshire and the entire country.

Figure 2.1: Thornborough henges

Historic England Archive: 28175_020

2.7 The Southern Magnesian Limestone, running from Bedale all the way to Nottingham and defining the western edge of the Vales, was adopted as the route of Roman Dere Street. This connected the administrative, military and economic centre of *Eboracum* (York) with the towns of *Isurium* (Aldborough), *Cataractonium* (Catterick) and on to the frontier, defined from the mid-2nd century by Hadrian's Wall. This route persists for much of its length as the A1(M), and is closely paralleled by the east coast main rail line. Forming the 'spine' of the region's strategic communication network, these routes have been fundamental to the success of York as a commercial and administrative centre – and in facilitating the growth of the region's industries through efficient routes to regional, national and international markets. Initially by land, and by sea from the ports of York and the Humber, and latterly by rail.

2.8 The pattern of road network, forts and settlements established by the Romans is likely to at least in part

incorporate pre-existing routes and foci of activity, and forms the core of patterns visible in the region's landscape today. The distribution of medieval castles and market towns at the heads of the Dales broadly mirrors the distribution of Roman installations – time-depth that is readily visible in the landscape and accessible to visitors through sites such as the Wensley Roman fort, in close proximity to Middleham and its fine castle and medieval town core. When considered in light of the strategic routes and relationships between centres of power and commerce, and their agricultural hinterlands, these distributions begin to make sense. Coupled with the deep history visible in the agricultural landscapes of the Dales – with some field systems dating back to at least the Bronze Age – the region offers an almost unparalleled resource for presenting landscape archaeology to the public, and also in terms of explaining the success and longevity of its places. Indeed, the places that were 'right' for settlement and development in the past often continue to be so, and for broadly the same reasons.

2.9 From the Romans onwards, Dere Street and the Great North Road have carried Anglo-Saxon, Norse, Scottish, English and Jacobite armies to engagements across Britain. Yorkshire itself has seen perhaps the greatest density of major battles of any region of England: from the Battle of Stamford Bridge (1066), which marked the last victory of the Anglo-Saxon kings of England, and Towton (1461), reputedly the largest and bloodiest battle ever fought in Britain, to Marston Moor (1644), a pivotal battle in the Civil War that effectively secured the Parliamentarian grip on the North.

2.10 This strategic importance is underlined by the presence of contemporary military installations, such as Catterick Garrison – the British Army's largest standing garrison and principal infantry training centre.

Figure 2.2: Aerial view of the Vale of Mowbray

Aerial view showing the A1(M) through the Vale of Mowbray, mirroring historic routes through the landscape © Historic England

Innovation

2.11 While the region perhaps lacks the extensive canal networks of other parts of England, the construction of the Bishop Dyke, interpreted as a means to transport stone from inland quarries near Sherburn-in-Elmet to the River Ouse at Cawood, ranks as one of the country's earlier man-made waterways. While associated with the building of York Minster, through its name, relationship to the Ouse and documentary details, it is most likely a later (perhaps 16th century) feature. York Minster's *Fabric Rolls*, which detail the process and costs of building the Minster, suggest that water transport to Cawood was unlikely to have been in place before this time – but that stone was definitely shipped on to York.[3] Regardless, the Bishop Dyke is an early example of innovation, applying technology to major logistical challenges – facilitated by the natural waterways and favourable topography of the area.

2.12 North and East Yorkshire entrepreneurs were also quick to seize opportunities to improve the links available for the cheap bulk transport waterways provided. This included the modification of natural waterways such as the Rivers Derwent (made navigable in 1702 Act to facilitate grain shipments from Malton), Don (1762 Act to enable import of high-grade Swedish iron ore) and the Aire and Calder Navigation (1699 Act). Wholly artificial canals, such as the Selby Canal (1778), the Leeds and Liverpool Canal (Skipton to Shipley section opened 1774) and the Pocklington Canal (opened 1818), are less characteristic of the region, but illustrate the significant investment that was made to facilitate trade, and the level of control enjoyed by the canal companies, empowered by Acts

[3] The bills received by the Minster reveal that transporting stone from quarries to the Ouse at Cawood was the most costly portion of the journey due to the use of carts and sleds – whereas shipment from Cawood to York was substantially cheaper, at least until the early 15th century

of Parliament. These waterways played a significant role in the development and success of towns to which they relate.

2.13 Given the importance of overland transport through the region, it is perhaps unsurprising that the mid-19th century 'railway mania' gripped the area much as it did the rest of the country. Unlike many parts of the country, the region benefitted from the strategic vision provided by George Hudson, 'the Railway King'. A highly successful entrepreneur and local politician, who had made his name in the drapery business before expanding into banking, Hudson was instrumental in bringing the railways to the sub-region. While he was later to become mired in controversy as a result of both dubious commercial practices and undermining the development of faster, direct routes (that would have undercut his existing network), his importance in making York a key hub for the Victorian rail network should not be underestimated.

Why it's important:

The pattern and distribution of settlement, farms and current and former military installations that can be read and experienced from the region's road, rail and waterway networks retains much of its historic configuration and character.

Through the visible topography, it is possible to understand the strategic importance of York and its relationship to the uplands, the route through the Vales of York and Mowbray and the former marshes of the Humberhead Levels. Given the relatively rural setting of the city, and the strongly agricultural character of much of the A1 / Southern Magnesian Limestone Ridge corridor, it is easy to appreciate this time-depth in the landscape and connect with the events that occurred and the people that have passed through and settled within the landscape.

The sense of the region being both destination and routeway emerges strongly in the character of the Lowland agricultural landscapes, Estate Landscapes and Uplands zones.

The role of York as the hub of the region is readily understood, both in arriving by rail and in the city itself, where historic rail infrastructure is a key influence on the western side of the city. Its strategic importance, situated on a low ridge, can be appreciated in distant views.

The strong connectivity of the region's towns allowed them to flourish commercially, supporting agriculture and tourism – particularly Harrogate's spa from the 17th century onwards.

Coasts, connections, and conflict

2.14 The sub-region's coastline stretches more than 140km, providing a thoroughfare for trade and access to important natural resources.

2.15 As well as trading vessels, the region's coast also attracted different sorts of visitors. The collapse of Roman governance in Britain from around AD410 created a power vacuum in what is now England. While estimates vary as to the date, intensity and focus of migration, what is certain is that from around the mid-5th century, relatively large numbers of people with apparent roots in the Low Countries and modern-day Denmark, began to settle in eastern England. Through a likely combination of initial employment as mercenaries, military conquest, treaty and simple settlement, the influence of these settlers grew, coalescing into recognised and recorded kingdoms. By the late 5th century, archaeological evidence indicates that York was the centre of the southern Anglian kingdom of Deira, later unified with its northern neighbour Bernicia, to form the powerful Kingdom of Northumbria – at its height stretching from the Lothians and Galloway in Scotland to the Humber and across to the Lancashire coast. Conversion of the Northumbrian elites to Christianity in the early 7th century began the process of ecclesiastical establishment across the kingdom, including the foundation of York Minster and school.

2.16 The Viking attack on Lindisfarne in 793 was the first of many raids across Northumbria and ushered in a half-century of unrest culminating in the capture of York in 866. For a little under a century,[4] the kingdom of *Jórvik* was a potent Norse influence in the north of England. The archaeological evidence from York illustrates a vibrant centre of trade and exchange, with strong links across the known world – with items from as far away as the Byzantine Empire and Samarkand recovered during the iconic Coppergate excavations. With a definitive archaeological record spanning more than 1,900 years, York is one of the country's oldest continuously occupied settlements. In addition to the archaeological evidence, the Norse influence is readily legible in North Yorkshire's place names, for example names with the following elements:

- *-dale* endings (from *dael*, meaning valley) e.g. Wensleydale, Fylingdales
- *-bý* endings (from By, meaning farmstead or settlement) e.g. Selby, Haxby, Dalby, Whitby, Hunmanby;
- *-thorpe* endings (from *þorp / thorp*, meaning secondary/small settlement or outlying farm) e.g. Copmanthorpe, Lowthorpe
- *-holme* endings (from *holm*, meaning island or meadow in marshland) e.g. Hempholme, Bewholme.

2.17 The Battle of Stamford Bridge, as indicated above, brought the direct Scandinavian influence in the region to an end in 1066, thwarting Harald Hardrada's attempt to take back the north. However, the more successful contemporaneous invaders – the Normans – were themselves of Scandinavian origin, having established themselves in what became known as Normandy in the early 10th century.

Figure 2.3: Aerial view of Pickering Castle

Aerial view of Pickering Castle: 11th century motte and bailey castle, the mound surmounted by a 13th century 'shell keep' and enclosed by a later curtain wall. © Historic England

2.18 The Norman militarisation of the landscape, through the introduction of earthwork and, later, stone castles, established physical control and set the framework for the administrative and economic management of the region. The enduring monuments of this period, such as Pickering (see Figure 2.3 above), Helmsley, Richmond and Middleham Castles, and their settlements, provide an impressive and evocative legacy and the rural counterpoint to York's medieval urban core. They also speak to the darker legacy of the Norman invasion, where control was imposed through the brutal 'Harrying of the North' – with records from Domesday Book (compiled by 1086) suggesting major population decline across the North.

2.19 Unlike earlier invaders/settlers, the Normans did not settle wholesale, but instead simply occupied the upper strata of society, allowing the pre-existing Anglo-Scandinavian culture to survive relatively intact – if subservient to new masters – partly explaining the relatively sparse record of Norman-French-derived place names. They did, however, encourage monastic communities from the Continent to establish satellite houses from around 1070 onwards.

[4] With a short interlude where English control was re-established under Æthelstan (c.933-939)

2.20 The commercial links of the region attracted in-migration from the continent, for example weavers from Flanders – long-standing customers of Yorkshire's wool merchants – arriving from the 14th century, partly driven out by political upheaval and partly attracted by business opportunities. The naturally cosmopolitan nature of trading and port cities like York and, later, Hull added to the cultural richness of the region – although not without occasional conflict.

2.21 Indeed, evidence of early coastal fortifications, such as the 'Dane's Dyke' on Flamborough Head (actually a prehistoric earthwork, despite its name) and Roman signal stations on Carr Naze at Filey and at Scarborough Castle, offer tantalising glimpses at responses to the longstanding need to defend the region's long and relatively remote coastline. While Yorkshire lacks the extensive Napoleonic defences of the south coast, there was a real fear of invasion during the First and Second World Wars. Extensive defences were created on the Yorkshire coast, including Bull Sand Fort in the Humber off Spurn Head, constructed after Scarborough, Whitby and other towns were subjected to naval bombardment in December 1914. The sub-region contains a large number of historic airfields and anti-aircraft defences including substantial numbers of gun batteries, observation positions and decoy sites, designed to draw bombers away from strategic targets in Hull and York. Systems of pillboxes and anti-tank defences line the Holderness coast, although erosion, exacerbated by sea level rise and increased storminess as a consequence of climate change, threaten much of the surviving network.

Figure 2.4: Aerial view of Scarborough Castle

Historic England Archive: 28020_022
The scheduled area at Scarborough Castle encompasses the buried remains of a Bronze Age/Iron Age settlement, a Roman signal station, the site of an 11th century chapel belonging to the Anglo-Scandinavian settlement, the 12th century enclosure castle and an 18th century gun battery – illustrating the longstanding strategic importance of the headland.

2.22 Climate change and the action of the sea is a persistent theme in the area. The soft, easily eroded shoreline of the Holderness Coast is a key part of its geological interest and landscape character – facilitating the high-energy coastal processes that create the characteristic beaches and dynamic sandbars and tidal islands of Spurn Head. Sea-level change, and intense storm events have claimed a number of historical settlements along this coast, including the port of Ravenspurn and village of Ravenser Odd. The latter, at the time larger and more important than Kingston upon Hull, was flooded and abandoned in 1356-7 and subsequently destroyed by 'St. Marcellus' Flood' storm in 1362.

2.23 As well as being a threat, the sea has provided extensive opportunities to the region. Coastal settlements have long made their living from the sea, both in terms of fisheries: with Whitby, Scarborough and Bridlington having historically sizeable fleets; and, onshore processing and sale of seafood, particularly smoking of fish. The arrival of the railways in the mid-19th century expanded the already significant tourism industry in Scarborough (from its roots as a spa town from the 17th century) and facilitated the development of it and Bridlington as thriving coastal resorts. The railway facilitated easy access for urban industrial communities, driving the development of the 'seaside holiday' as a cultural touchstone in British everyday life. This pressure for accommodation, recreation and entertainment created a very distinct style of architecture – with large custom-built hotels and Victorian guest houses, parks and pleasure-grounds, complimented by innovations such as early amusements such as the 1920s water-splash ride in Peasholm Park, Scarborough, designed by noted engineer Charles Wicksteed. Although now redeveloped, Butlin's holiday camp in Filey was a relatively early example, built by Butlin's as RAF Hunmanby Moor in 1939, opened to guests in 1945, and served by its own branch line from 1947, it was an early example of the innovative approach to providing mass accommodation and entertainment.

2.24 While the fortunes of the resort towns declined somewhat through the growth in air travel and availability of competitive foreign holidays the character and importance of these towns remains. A ghostly testament to the fragility of resort economics is the village of Ravenscar, where a plan to turn the village into a major holiday resort in the late 19th century came to nothing. House and street plots were laid out, and sewers and streets installed, but the houses were never built.

2.25 The tourism market, now also served by extensive caravan and holiday parks, remains central to the coastal economy. In more recent times, Bridlington has become the 'lobster capital of Europe', with landings in excess of 400 tonnes annually, worth around £7.2 million.

Why it's important:

The sub-region has a distinct character and identity all its own – but this is a product of the wide range of influences on the place and its people through its long history. Dialect terms and place-names preserve the region's Norse heritage.

That conflict has been a fundamental part of the area's history underlines its strategic importance: as a major centre of agricultural production and wealth; as a seat and symbol of power (of the Archbishops of York, the major monastic houses and of the local aristocracy); as an international trading hub; as a point of convergence of key transport networks; and, as the key to the north through much of history.

The area's coastal resorts, and Scarborough in particular, offers a microcosm of the development of tourism and the seaside holiday as key parts of British life.

The East Riding coast's clear illustration of the risks posed by climate change is an important and stark warning – both of the need for large-scale action, and as an ongoing threat to coastal heritage.

Figure 2.5: Whitby Harbour

Aerial view of Whitby Harbour, one of the region's key historical fishing ports.

A working landscape

2.26 The connectivity of the region as a whole was undoubtedly a driving force of innovation and commerce, linking enterprising merchants with sources of raw materials and markets alike.

Agricultural innovation

2.27 While there were significant international trade networks during the Roman period, importing prestige goods and exporting raw materials, the earliest example of major industry in Yorkshire was the medieval wool industry. This was developed partly by the great monastic houses and fed a Europe-wide market. While the remains of these ecclesiastical centres attract thousands of visitors annually, the social cost of their success embodied in many of the region's deserted medieval villages, such as Wharram Percy in the Wolds, are lesser-known, but no less fascinating, places.[5] The process of rural population decline had begun during the 14th century due to a combination of climate change effects (including major storms, coastal erosion and flooding), soil depletion, the Black Death and early attempts at enclosure by landowners. In the 15th century landowners began to look to pastoral agriculture, and sheep in particular, as a means of filling their coffers. The parallel development of the cloth industry in West Yorkshire during the 15th century helped fuel the trend, along with changes in taxation. These factors combined to drive the process of clearing tenants from their holdings to create extensive sheep pastures – although archaeological and documentary records suggest that this was often a drawn-out process.

2.28 The richness of the region's lowland farmland contributed to both the wealth of local landowners, and the funds and willingness to experiment in new techniques and technologies. The monasteries were early adopters of enclosure of land, moving away from the medieval system of open fields to a more controlled model, facilitating use of improved crops and animals. Enclosure by agreement and the reorganisation of holdings was making some progress in many parts of the region from at least the 14th century, and this process accelerated between 1540 and 1750. The enclosure of open fields was well advanced by the 18th century in lowland areas. Throughout the uplands, the period after 1550 witnessed the enclosure of both infield land and valley-side pastures, enabling the growth and retention into the late summer of grass through the more systematic containment of livestock, and the dropping of their dung to enrich the land. This process gathered pace during the 17th century, with the continuing effect of pushing tenants and labourers off the land and into growing towns, culminating in the 18th century Inclosure Acts.

Figure 2.6: Church of St. Martin, Wharram Percy

Wharram Percy, situated on the high chalkland of the Yorkshire Wolds, is one of the best known and most intensively studied deserted villages in England. The scheduled area includes the remains of the medieval village, the church (also grade II* listed), the sites of the medieval mill and fishponds and two medieval manor houses. Also included are an Iron Age and Romano-British settlement, and early-middle Saxon settlement, a post-medieval farmstead and the medieval and post-medieval vicarage. This demonstrates remarkable settlement continuity and richness of the historic environment of the Wolds.

2.29 The wholesale reorganisation of the landscape that enclosure facilitated, along with the improving zeal of landowners, is particularly visible on the Wolds. Many old farmsteads were swept away and replaced with 'model farms' in the 18th and 19th centuries, designed to be efficient to operate and utilising horse, water and latterly steam-powered machinery and careful planning to minimise waste and maximise yields. However, in the uplands of the North York

[5] Wharram Percy is the 'type site' for English deserted medieval villages (DMV), apparently abandoned in the early 15th century when economic conditions made pastoral farming more profitable than arable agriculture – resulting in tenants being evicted from their homes to make room for sheep pasture.

Moors the medieval land management practices still exist with Court sessions still in place.

Upland industry

2.30 While there is a perception of the uplands of the region as being 'wild' places, they are in fact anything but. The landscapes of the Moors, Dales and East Yorkshire have been worked and settled for millennia, with some extant field patterns in the Dales dating from at least the Bronze Age. Similarly, large-scale industrial exploitation of the uplands for coal and metal ores, specifically lead in the Dales and iron on the Moors, has early origins – dating to at least the Roman period for the former (from a 19th century find of ingots stamped with the name of the Emperor Hadrian), and the 15th century for the latter.

2.31 The characteristic shaft mounds on Grassington Moor and Craven Moor speak to the medieval practice of artisanal mining on small leases known as meers, exploiting the seams of lead ore – galena – close to the surface. The remains of horse and steam-powered winding engines, entrances to 'levels' cut into ore veins, and processing works (dressing floors and smelt mills) of 18th and 19th century mines are still visible in the landscape, along with the effects of a particularly destructive technique known as hushing. An opencast technique, hushing involved the erection of small turf and stone dams across watercourses above the area to be worked. Once a suitably large head of water had accumulated, the dam would be breached – sending huge volumes of water downhill onto the working area. This, and the accumulated rock and detritus, would scour away soil and loose rock, exposing the vein of lead ore to be worked. Most of these hushes date to the 18th and 19th centuries, with the best examples in Swaledale at Bunton Hush, Gunnerside Gill and at Langthwaite in Arkengarthdale. Historic mining equipment, including the 'Old Providence' ore crusher, likely to be the most complete water wheel and double roller ore crusher in the country, is displayed at the Dales Countryside Museum in Hawes. The machine dates to a boom in the metals market in the mid-19th century, but was redundant by 1875. While the extent of the modification of the landscape can be striking, other physical legacies of historical mining activity is rather more insidious. Minewater, infused with lead and other metals in solution, can leach from flooded workings and tips of waste material on the surface, resulting in pollution of watercourses and sediments reaching far downstream. Although substantial areas of former mineworkings are now protected, a second wave of exploitation of the resource in the mid-20th century made use of mine waste for the extraction of barites for the production of drilling mud for the oil and gas industry.

2.32 Large-scale quarrying for building stone, for agricultural and industrial lime production and for alum, a key part of the textile dying process, has left substantial scars on the landscape. More recently, the discovery of potash during oil and gas exploration has brought the minerals industry back to the uplands through potash mining on the Moor.

Figure 2.7: Mining remains on Grassington Moor

Part of the very large, multi-period lead mining complex on Grassington Moor. Adits, or shaft, and associated spoil tips are clearly visible, along with larger – and later – tips from more mechanised mining in the background.

Figure 2.8: Grassington Moor smelt mill chimney

Evocative remains of the now-demolished smelt mill.

Why it's important

While largely rural, the early and extensive industrial heritage of the region's uplands is nationally important – both in its role of contributing to the wider industrial revolution and in reshaping vast areas of landscape.

The landscape scale of the lead mining industry in particular conveys the importance of the enterprise, while the elevation and remoteness help to explain the harshness of the lives led by mining families. The mineral wealth of the region continues to be significant.

Agriculture is perhaps the region's most obvious industry and influence on so much of its landscape. It is easy for fields and farms to 'disappear' from the public consciousness, as almost the generic countryside backdrop – but here, agriculture continues to be a major contributor to the economy, but within systems of land division that can be read like a landscape-scale book.

The overarching impression, and underpinning historical fact, is that the region's richness in natural resources has been critical to its development – and will continue to be so.

More than the sum of its parts

2.33 York, North Yorkshire and the East Riding's myriad heritage assets, historic towns and places all have individual significance – ranging from the locally-important assets that contribute to character and a strong sense of time-depth, through to the internationally-renowned, such as the Studley Royal and Fountains Abbey World Heritage Site, the Mesolithic archaeology of the Vale of Pickering and of Roman, Viking and medieval York. However, it is the overriding sense of history that so much heritage, so clearly legible and accessible, creates that makes the region much more than the sum of its parts: what makes it instantly recognisable and distinctive.

2.34 This connection to the past is a key component in the sense of place and quality of life for residents and visitors alike – and a major source of added value for business that needs to be understood, valued, conserved and enhanced. Equally, the growth, success and evolution of places in the past can provide inspiration for reimagining and reinvigorating places today.

Continuity and change

2.35 While heritage assets need to be managed with care, based on a good understanding of their significance, they need not be the constraint to development they are sometimes perceived or portrayed to be. The area has a wealth of nationally and internationally important assets – but the vast majority of its heritage is relatively resilient to well-planned and managed change. Indeed, the juxtaposition between development of a range of periods gives many historic towns their rich, diverse character.

2.36 Across the area there is significant potential for historic places to accommodate 'good growth' and well-managed change.

Resilience

2.37 Recent events, in the form of the Covid-19 pandemic, have highlighted the relative fragility of how many of our places currently operate. Long term trends, such as the homogenisation of town centres, degradation of the social and economic functions of the high street, private car dependence and out-of-town shopping, have all been exposed as lacking resilience in the face of these challenges.

2.38 Coupled with the urgent need to tackle climate change, through decarbonising travel, transport and supply chains, the time would seem to be ripe for a careful reappraisal of what our places could be – and need – to support our communities.

Places need people

2.39 Historic places should not be theme parks. The activity, energy and decisions of people have shaped them over centuries; if they lack functioning economies and communities, they lose some of their meaning and much of their vitality. While the visitor economy is undoubtedly important, and a market with real potential for enhancement, it cannot be prioritised over ensuring the region's places are as resilient, economically sustainable and attractive to people who want to live and work locally. It is the economic and social success of historic places that have seen them evolve and survive through to the present day – ensuring this evolution continues is important.

2.40 Similarly, places need to work for everyone. North Yorkshire and the East Riding has an ageing population. In addition to ensuring the right facilities and housing types are available to cater to the needs of this community, creating the right conditions to enable younger people to stay in and move to the region's towns is critical.

Good growth is well-informed growth

2.41 For any proposal for change to be truly 'good' growth, it requires a strong understanding of the characteristics that make the place in question distinctive, special and important.

2.42 These factors, and the way they are expressed in the historic fabric and character of historic places, can give clear cues for planning and design of future change. Understanding how a place developed in its own right, and its role within the constellation of other places that combine to form the area, provides the ingredients for successful planning and design.

Changing places

2.43 York and North Yorkshire is on the cusp of significant change, embodied in the devolution proposition for the region. In addition to the democratic benefits, the proposal seeks to:

- Deliver high value economic growth.
- Make the most of the region's diverse economic geography and bio-economy strengths, with York at its heart, to rebalance economic growth and boost rural productivity.
- Address critical housing need, building over 100,000 new homes over the next two decades, while protecting the character and variety of towns, villages and coastline.
- Invest in physical and digital connectivity.

2.44 This poses fundamental questions with regard to where this growth and change should be focused – both in terms of optimising return on investment and in conserving the historic

environment of the region. The following broad locations emerge as the most likely foci of growth – with attendant challenges and opportunities for their historic environment:

Market towns

2.45 Aside from York, and the historic spa towns of Harrogate and Scarborough, the region's principal settlements are market towns, ranging from the large (Beverley) down to the compact (e.g. Leyburn). While having strongly individual characteristics and attributes, these market towns have much in common – presenting both opportunities and issues to be addressed.

2.46 Historically, these places developed as the 'right' locations for larger settlements – with sufficient connections to the villages and farms in their rural hinterland, and onwards to larger commercial hubs, to enable the all-important market to function.

2.47 As local centres of economic and community gravity, market towns are a natural location for dispersed, diverse growth. In addition to taking some of the housing and employment development pressure away from York, the connectivity of the market towns opens a range of opportunities for business and people. The challenge for the historic environment is steering this change to the right locations, and taking cues from historic fabric and urban grain to enable development to fit within its context effectively and make a positive contribution to character. Similarly, understanding and anticipating the challenges and opportunities that the regional economy faces is key to unlocking the potential of under-used and under-appreciated historic building stock.

Coastal towns

2.48 From their roots as fishing settlements and market towns, the area's coastal towns have a particularly strong identity and a special place in the consciousness of the region (and the country's) population. While their significance as tourist destinations may have faded a little from their heyday, the visitor economy is of critical importance – and will remain so – unlocking the potential of these towns for non-seasonal business is important to secure good growth.

2.49 The key challenges for the historic environment are identifying positive uses for under-used building stock, and ensuring the significant built legacy of the tourist industry remains in use and appreciated.

Lowland agricultural landscapes

2.50 The area remains a predominantly rural area; from the sparsely populated and remote-feeling rolling landscapes of the Wolds and the big skies and long views of Holderness, to the intricate ancient field patterns of the Dales, farming remains central to the economy and identity of much of the region.

2.51 Producers, processors and distributors of agricultural products face uncertain times, with the effects of Brexit on the rural support regime still opaque, changes in consumer and commercial buying patterns and preferences, and the effects of climate change. Building resilience and diversifying income streams – particularly as the Covid-19 pandemic highlighted the need for greater local self-reliance – are therefore critical.

2.52 So much of the region's historic development is legible in the historic field patterns that survive across so much of the agricultural landscape – along with the important archaeological remains therein – that large-scale intensification or land use change can be harmful to these historic landscapes and assets, wider character and the setting of individual assets. Working with the historic grain of the landscape, and maximising the heritage value of the region's crop and livestock varieties offers a range of opportunities.

Estate landscapes

2.53 Many of the rural landscapes of the region revolve around major estate centres that evolved from medieval seats of local power. The development of extensive designed landscapes, providing a range of economic as well as aesthetic functions, created some of the region's most distinctive landscapes – and enduring physical and cultural legacy.

2.54 While these landscapes have much in common with other agricultural areas, the unique combination of built and 'natural' heritage of designed landscapes brings its own challenges and opportunities. The key challenge for the historic environment is retaining the identity and distinctiveness of designed landscapes; securing resilience to the effects of climate change, conserving the settings of some of the country's finest stately homes and ensuring such places remain relevant – including through critical engagement with their sometimes problematic history and sources of founding wealth.

The uplands

2.55 The upland masses of the North York Moors and the Yorkshire Dales are the defining features of the region; providing the 'skeleton' around which the rest of the region's landscapes form. While often perceived as 'remote' natural landscapes, they are heavily modified and have a long history of intensive exploitation, settlement and culture.

2.56 Pastoral agriculture remains important in both areas, with tourism providing major seasonal income. Grouse

shooting is a major land use, and has a significant influence on the character and appearance of heather moorland through patterns of burning for vegetation management. The key challenge for the historic environment in both areas is ensuring that historic landscapes can be conserved while the land can be worked productively, natural heritage respected and critical challenges posed by climate change are addressed.

York

2.57 As the historical, cultural and economic heart of the region, York's significance cannot be overstated. Its archaeological and historical value are matched only by its importance as the engine of the regional economy, a major source of talent and also – in some ways – a threat to the diversity and distinctiveness of satellite towns.

2.58 York faces many challenges, but perhaps the key issue for its historic environment is the need to positively manage its unique heritage in the face of the need to radically decarbonise in the coming decades. While the urban fabric of the city centre is unlikely to change significantly, the ways in which people and goods access the centre needs to change – in line with City of York Council's aspiration to be carbon neutral by 2030. As a key commuter hub, commercial centre and university city this poses many questions – the answers to which have significant potential, but also risks.

Part 2: Opportunities and priorities

Facing page: Oblique drone aerial view of York Minister.

There are major opportunities for the region's heritage to support regeneration, sustainable economic growth and cultural renaissance. Where are they, and what might they look like?

Introduction

This section of the report takes each of the anticipated areas of change, discussed in the previous chapter, and provides for each:

- A vision for the future
- A summary of the current and future contribution of the historic environment to the economy
- Opportunities for development supporting the character and distinctiveness of historic places
- Opportunities for heritage-led regeneration
- Opportunities for heritage to assist in addressing the key challenges for the region (e.g. connectivity, carbon reduction and provision/access to key skills)

Each theme is supported by at least one case study, illustrating where historic places in the region have potential to contribute to good growth.

Chapter 3
Market towns

The region's market towns will be better understood and appreciated as attractive and effective places to live, work and do business.
Their beauty and distinctiveness is celebrated and recognised as core strengths, with heritage assets and public realm making an enhanced contribution to the economy and quality of life.

Key challenges and opportunities

3.1 Historic market towns are, by their very nature, resilient places. They have evolved constantly throughout their long histories in response to changing economic, social and environmental stimuli – and they need to continue to do so if they are to remain vibrant, attractive and effective places to live.

3.2 Across the sub-region, different patterns of growth and historical success are clearly visible in the distribution of market towns. Their position in the landscape, relative to resources, other centres of population and their traditional sources of income and wealth generation – as well as historical influences on the fortunes of local magnates – influenced how they grew, or indeed did not. This rhythm or cadence in the landscape offers valuable insights into what makes a successful place, even today. On one hand, understanding those factors can help ensure effective future development – but also help local people and incomers alike understand how the area's places work together to create the rich network we see today, and draw inspiration from past success.

Community and place resilience

3.3 The Coronavirus pandemic has highlighted some of the relative shortcomings of the patterns of economic activity that have developed in our towns and cities in recent decades. In

many places, the loss of lifeline shops in favour of increasing centralisation of shopping, and out of town, 'big box' and online retail, has highlighted real challenges in accessing groceries and other services. The length and complexity of supply chains, particularly in retail, has exposed the frailty of the 'just-in-time' distribution model on which supermarkets rely.

3.4 In lockdown, the reliance on the private car or limited public transport services revealed that many people struggle to access the necessary range of grocery shops. This pattern of shop closures can create a negative feedback loop – further reducing the attractiveness of town centres and making further closures more likely, potentially eroding the historic character and appearance of our places. Ongoing processes of 'digitalisation' pressurise traditional jobs. While these are predicted to be replaced in time with higher-paying digital-focused roles, there appears to be a substantial lead time – along with the need for retraining. This has the potential to cause significant problems for individuals and communities.

3.5 The area has an ageing community profile, and many market towns have a comparatively elderly demographic. Access to a good local retail offer without the need for out-of-settlement travel is particularly important where residents may be less able to drive, or to wait long periods on public transport. The particular vulnerability of older people to Covid-19, and the consequent need to isolate or 'shield', further emphasises the need for this provision – particularly in areas where deliveries from major supermarkets are not supported. Similarly, the need to adapt historic properties to the needs of older and less mobile residents creates both pressure for alterations to historic housing stock, and challenges in terms of supply of suitable dwellings. Equally, the often-greater spending power of older generations and downsizing retirees can exacerbate already widespread issues of affordability in some of the region's communities.

3.6 The effects of climate change are already being felt, even in Britain, through the emerging pattern of warmer, wetter winters, hotter, drier summers and increased storminess and frequency of severe weather events. The heritage assets of our market towns are comparatively resilient to the effects of climate change, but those in riparian locations are often vulnerable to flooding. Similarly, the rainwater goods and historic streetscapes and drainage systems often cannot cope with the intensity of severe rainfall events, giving rise to localised flooding and damage to building fabric.

3.7 As discussed in Chapter 5 below, pressures on the agricultural economy in turn affect the market towns and villages across the rural area. Comparatively low incomes, coupled with clusters of high house prices can create a crisis of affordability, particularly for younger people.

Figure 3.1: Helmsley

Helmsley has many of the characteristic elements of the region's market towns – including substantial watercourses flowing through the settlement. These are a key part of its history and character, but also a key vulnerability in the context of climate change.

How can heritage help?

3.8 The sense of place and history provided by traditional 'local high street' retailers are an important aspect of the character of most market towns, and a draw for local people and visitors alike. Similarly, the continued presence of open-air markets across the region – along with more recent farmers' markets – presents an opportunity to build up the resilience of local economies, while maintaining an important cultural link to the towns' mercantile past and their rural context.

3.9 Across the region, many small businesses have risen to the challenges posed by the pandemic, proving their worth as both community and economic assets – quickly establishing new delivery services, addressing gaps in provision and demonstrating their wide-ranging value to local people. Ideally, this greater level of visibility of and engagement with high quality local food and other retailers will prove enduring. This could be seen as a key opportunity for market towns, making it easier for people to buy locally grown and produced food that, in turn, maximises local value added and keeps supply chains as short and sustainable as possible.

3.10 The traditional model of 'Living above the shop', in flats over retail units, has considerable potential in attracting small businesses to town centres. While there are obvious issues in terms of synchronising of leases between retail and residential units, the 'live-work' model could apply equally to creative, technology-driven and service industry start-ups as to traditional greengrocers.

3.11 Pandemic-related behaviour change suggests that a significant proportion of the population will remain either wholly or partially working from home for the foreseeable future – increasing the potential for passing trade and more efficient models of shopping (e.g. moving away from the longer, potentially stressful and travel-dependent 'weekly shop' to more local, frequent buying).

3.12 The historic form and character of historic market towns is inherently human scale and easily accessible. Even if the current retail offer may be less than ideal, the structure of most centres creates an environment where local, non-car-dependent shopping should be feasible. In many ways, market town centres are the original 'mixed use development' with a range of commercial, domestic and ancillary properties in a small area. While retaining their exterior appearance, many historic buildings are likely to have been converted and altered internally – potentially many times – meaning they can often provide more flexible accommodation than can often be perceived. Research commissioned for the LEP suggests that residents increasingly view town centres and high streets as destinations for recreation and leisure, as opposed to purely retail.[6] This creates further opportunities for cultural, recreation and 'experience'-based businesses to thrive in the space left vacant by the decline of 'traditional' high street retail.

3.13 The lessons of the pandemic need to be learned and applied quickly – getting as many people walking and cycling wherever possible, ensuring that less mobile people that need to use cars can do so and park easily. Car use in more rural areas is likely to remain significant for the foreseeable future and will remain a key part of the visitor profile of rural market towns, with people visiting from the surrounding villages etc., but reducing parking in sensitive historic environments – where space for people could be prioritised – may be advantageous.

Figure 3.2: Northallerton Market

© York and North Yorkshire LEP

[6] https://www.businessinspiredgrowth.com/wp-content/uploads/2020/08/YNYER-Future-Towns-Report-Final-December-2019.pdf

What help does heritage need?

3.14 Traditional 'high streets' remain under pressure, but there are signs of recovery. Historic England's 'High Street Heritage Action Zone' programme is already helping a number of places in the region understand what is special about their town centres, and plan for their conservation and enhancement through appropriate economic growth. Northallerton, Scarborough and Selby are the current HAZ project areas in the region (only Conservation Areas are eligible for the HAZ programme funding). Along with local authorities, engaging with business owners and landlords are central to the process. On one hand, aiding understanding of their contribution to the heritage values of a place, and on the other, articulating the benefits of investment in their assets and partnership working to achieve shared goals – and improving profitability. Commercial landlords and tenants are a particularly important audience, as the former can be a challenging audience to both reach and convince of the need to invest in the management, maintenance and enhancement of historic properties – particularly in areas where rental incomes are already strong. Similarly, tenants often have little incentive to invest due to short-term leases and the (perceived) opportunity cost of works to an asset they do not own.

3.15 What is required, above all, is vision and confidence in market towns as flexible, resilient and attractive places for people. There is huge potential for a reinvigorated mix of service, digital and creative industries, and cultural, heritage, leisure, food and retail businesses to combine across the region's market towns and contribute to a more resilient, self-sufficient local economy. Securing that mix is critical, as the presence of a core of well-paid professional workers can support a range of other businesses – but there needs to be sufficient cultural life and retail offer to attract them in the first place.

3.16 Here, there is a key role for local authorities, the Local Enterprise Partnership and local structures such as Business Improvement Districts, trade associations and local business networks. Through a partnership approach, these stakeholders can provide a detailed understanding of specific local challenges and work towards a consensus solution, accessing funding streams and unlocking opportunities for growth.

What change might be needed?

3.17 While the centres of historic market towns are often highly sensitive, and frequently designated as conservation areas, with numerous listed buildings, they are still dynamic, living places. The presence of heritage assets does not mean that places cannot change – it just means that this needs to happen in an informed, intelligent manner that understands, respects and draws on the past to deliver effective design and development. Successful development in historic contexts, and reworking heritage assets, can be particularly valuable in achieving 'win-win-win' outcomes – providing a good return on investment for developers, delivering much-needed development (e.g. housing) and securing a sustainable future for the assets involved.

3.18 Where sites with the potential for development are identified in historic places, a range of tools are available to secure appropriate schemes through the planning system. However, there are valuable opportunities for partners to engage with development interests and communities to highlight the benefits of an informed, consultative approach that conserves and enhances the heritage value of our places. Similarly, ensuring strong community buy-in to town centre masterplans and similar initiatives can help increase pressure on prospective developers to 'do the right thing' in terms of both heritage and community objectives.

3.19 As noted above, the public realm of many of our historic market towns can be unhelpfully dominated by cars and parking. Redesigning some areas of public open space may be helpful in enhancing the character and appearance of historic towns, and help to facilitate some wider objectives, including:

- Making places more 'people-friendly', accessible and welcoming – restoring their function as meeting places for people, rather than as parking;
- Making outdoor space available for retail and service offers to enliven the street scene, increase the duration of visits and the potential for increased incidental spend;
- Letting important heritage assets and townscape 'breathe' and affording greater opportunities for understanding, interpretation and engagement with local heritage and history;
- Restoring historic character that may have been eroded through use of less appropriate urban design and materials;
- Understanding the potential for appropriate urban greening; and
- Making space to restore historic markets to their original locations.

3.20 Access and measures to improve non-motorised access may also require some reworking of street and road design, ideally coupled with rationalisation of street furniture and 'clutter' than can detract from both the appearance of historic places and make them less intuitive for visitors.

3.21 There is a need for historic buildings to adapt to the changing needs of occupants – but there are limits to the ways

in which this can occur. Inevitably, some buildings are less able to support enhanced access and, while creative solutions are to be encouraged, there are limits to what is possible. Working with communities to understand the pressures and needs of older people and less able residents would help all stakeholders recognise the scale of the issue and develop solutions that are sensitive to users' needs and the significance of historic buildings. Given that this is an issue set to increase substantially as the population ages, this should be a priority.

3.22 The need to decarbonise is critical, and historic building stock has a role to play. While there is a lot of guidance available for altering buildings to improve energy efficiency and adapting to the effects of climate change – for example through conservation-grade glazing, loft insulation, uprating rainwater goods – this is often fairly generic. There is a need for guidance on some of the region's more characteristic building forms to ensure that people can improve their homes in a sustainable and responsible manner. This would also have a role to play in addressing fuel poverty, potentially through innovative uses of locally produced insulation material – such as sheep's wool or hemp fibre.

3.23 For local authorities, understanding the susceptibility of market town centres to pluvial (rainwater) flooding and likely flow pathways will be invaluable in ensuring our public spaces remain useable and resilient for future generations – and can fulfil their regeneration potential, no matter the weather.

Connectivity

3.24 As a very large, principally rural area, transport connections to and between the region's market towns has always been a critical issue. Road links outside larger centres are largely reliant on private car use, while public transport provision can be limited particularly in more remote areas. This poses a number of challenges for historic places – not least the domination of their streetscape by extensive parking, often to the detriment of their character.

3.25 The pandemic also reinforced the importance of high quality, high-speed internet connections for all communities – something that is currently lacking in some parts of the region. While seemingly tangential to heritage, ensuring people can live and work in the region's towns is important in securing long-term diversification and viability, driving investment and population sustainability.

3.26 Handling logistics and deliveries is a critical aspect of running virtually any modern business. Unfortunately the street networks of many historic towns were not constructed with HGVs in mind – making servicing shops difficult without impacts on traffic flows and communities, through air pollution and risk of collisions.

Figure 3.3: Aerial view of Helmsley and the North York Moors

Aerial view of Helmsley in its landscape context, showing characteristic medieval street pattern (centre) and extant strip fields (bottom right), with new infill development (bottom centre) © Historic England

How can heritage help?

3.27 While heritage assets obviously do not come with internet connections, the presence of buildings that potentially lend themselves to conversion to 'remote working hubs' could create the conditions to support installation of 'super-speed' connectivity that may not be possible for individual subscribers. The availability of such hubs offer an important intermediate solution between office-based models and full home-working. A key lesson is that, while the latter approach can work very successfully, there are inherent flaws for younger people in shared accommodation and workers with young children – where peace, quiet and distance from housemates or family is a very valuable commodity. Companies are increasingly investigating the potential for a more dispersed model of working, reducing the reliance on large, centralised offices in favour of a blended home/hub approach. This has significant potential for a region like York, North Yorkshire and the East Riding, where quality of life benefits – particularly those conveyed by high quality places in peerless landscapes – can now more effectively outweigh proximity to urban centres. This approach also affords employers a potentially greater talent pool, where colocation is no longer a pre-requisite.

What help does heritage need?

3.28 Although the region is well known and understood for its heritage, there are benefits in promoting this more strategically as a key part of the quality of life provided by our towns. This could help to ensure people considering a move to the area are attracted by and arrive 'pre-engaged' with the history and character of the place.

3.29 The development and promotion of new public transport links have the potential to open a range of heritage attractions to new audiences and understanding, in a way that is only possible at present for drivers. As a region with a diverse offer and distinct places, ensuring that the largest number of people can access them is valuable. Clearly, heritage is unlikely to be the key driver of new links, but should be a factor in considering the potential and viability of new routes – for example linking major tourist hubs in the Dales with smaller towns and attractions.

What change might be required?

3.30 In terms of improving communications and connectivity, heritage needs to be given careful consideration in the placement and design of new infrastructure – particularly in terms of developing new public transport links or changes in parking arrangements. Similarly, the routeing of new broadband services requires careful consideration in areas with sensitive streetscape and surfacing materials, where contractors require special skills to re-lay historic setts or flagstones.

3.31 The region is already seeing some innovation in small business logistics. Barker's department store in Northallerton is employing a 'last mile' approach, where stock deliveries for their town-centre department store go to their edge-of-town furniture store before being sent on in one efficient batch on the route into town centre – rather than having numerous town centre deliveries from suppliers to manage either at peak times or throughout the day. With greater adoption of this type of approach, ideally with cargo bikes or electric vehicles for the last mile, greater space in towns could be made available for community and outdoor leisure and retail uses, further adding to the attractiveness and economic activity of the towns.

Sustainability

3.32 Historic buildings represent significant investments of embodied energy and carbon sequestered in timber work and lime mortars. The most sustainable building is the one that already exists – but it is recognised that there are challenges involved in their management, maintenance and adaptation to both modern requirements and the threats posed by the effects of climate change.

3.33 In addition to alterations to facilitate historic buildings functioning as 'lifetime homes', conversion of redundant agricultural, industrial and commercial buildings to residential use can be perceived as difficult and disproportionately expensive. In the case of the latter, this issue is exacerbated by the current VAT rating of works to historic buildings – versus zero-rating for new-build. Encouraging developers and their planners, architects and project managers to think creatively about re-use and reinterpretation of existing buildings is a key challenge.

How can heritage help?

3.34 Heritage assets represent a significant proportion of the region's building stock – people's homes, businesses, places of work, shops and services, social and cultural venues on which we all rely. They are already making an important contribution to the transition to low carbon lifestyles, in enabling avoidance of emissions through new buildings. They can often be converted and modernised, where their form and significance allows, to enable a range of uses. It is, of course, critical to seek appropriate advice in advance of planning or commissioning any such works.

3.35 Contrary to received wisdom, many historic buildings are already relatively energy efficient, and many more can be made so through appropriate interventions – although these must be carefully informed by building type, materials and significance. When considered against the carbon payback period of even the most efficient new building, a historic building offers significant savings.

What help does heritage need?

3.36 There is potentially a gap in understanding of how sustainable historic buildings can be. While there is a lot of technical guidance there is little non-specialist promotion of the means of managing historic buildings to improve energy efficiency. Ensuring that local people understand the types of building they live and work in, and the interventions that may be harmful (most notably the ubiquitous, but rarely effective injected cavity wall insultation) would be a useful intervention to both save people money and enable them to invest in effective measures.

What change might be required?

3.37 While some renewable energy installations, such as solar PV and hot water systems or small-scale wind turbines may not always be appropriate on listed buildings or in conservation areas, there may be other low carbon options available. As relatively dense places, options of district heating schemes and large-scale ground source heat pumps may have potential to both improve the sustainability of historic buildings and give rise to longer term savings for residents. Any such developments would need careful planning, particularly in areas of elevated archaeological potential, but could be a powerful means of reducing fuel bills, targeted in areas with concentrations of fuel poverty. Similarly, in more rural areas, community-scale renewables could offer a means of lowering energy costs and improving sustainability of domestic energy supplies.

Economic diversity

3.38 Although once centres of commerce, many market towns now have relatively restricted economic profiles – with some retail and service industries catering to large commuting populations. The relatively limited range of sectors represented in local job markets can reinforce this reliance on external sources of employment. Equally, local employers can struggle to fill vacancies due to local demographics – a key consideration for any effort to boost heritage-led or related employment in the region.

3.39 The heritage industry is an important part of the regional economy, both in terms of direct spend at heritage attractions and the service industries that support people's visits, and in terms of the indirect value added through the quality of life benefits it provides.

How can heritage help?

3.40 Heritage has the potential to contribute to enhanced economic diversity of market towns in a number of ways. For visitors, the experiential qualities of our market towns are an important factor in their appeal – and although there is commonality between the region's towns, they are quite distinct with specific charms and interest. This diversity creates the potential for well-positioned businesses to focus on particular sectors or markets, potentially ensuring that individual retailers and towns are able to develop complementary offers. This could present opportunities for integrated marketing, for example creating links between high quality food businesses. Similarly, local varieties and speciality foods offers considerable potential for independent businesses to draw on local heritage to differentiate themselves from comparable providers in other towns.

3.41 The prevalence of different types of assets across the region's market towns may also lend itself to diversification. For example, the availability of larger buildings with the potential for conversion could necessarily inspire clustering of activity. A good example of this is Woodend Creative in Scarborough – an arts and creative industries hub and gallery in the town's Grade II*-listed former natural history museum.[7] The reuse of Richmond's historic railway station as a cinema – with an offer designed to differentiate it from the multiplex in nearby Catterick is a similarly creative – and popular – response to redundant heritage assets. The arts and cultural activities have significant potential to interpret and present the history and significance of the region to local people in innovative, accessible ways. Similarly, heritage assets – as highlighted above – can enjoy a sustainable future as venues for practise and performance or as studio and gallery space for visual arts.

3.42 The ambition of the LEP and partners to move towards a circular economy for the region, while a seemingly modern challenge, could seek to learn lessons from local history. As relatively self-contained entities, market towns would traditionally have been fairly self-sufficient – albeit with mercantile links to suppliers and customers in the wider area. The critical mass afforded by the larger towns, coupled with a strong local identity, creates the conditions for close collaboration between businesses to begin to 'close the loop' on key resource and materials pathways. The late 18th and 19th century 'model farms' of the Wolds were an early example of innovation in this regard, operating a highly efficient mixed model of farming with very little waste – facilitated through innovative farmstead design. There are clear lessons to be learned through developing strong links between local retail, food and agri-business to ensure as short and efficient supply chains as possible with maximum value retained locally wherever possible.

What help does heritage need?

3.43 The heritage of the region's market towns is dependent on their continued success for ongoing management and maintenance. Quite simply, where towns are economically vigorous, there is money available in the local economy that can be directed towards investment in the historic environment; otherwise it is often underappreciated and deprioritised in the face of more pressing investment needs. It therefore requires strong advocacy, through a range of partners, to ensure that its value and potential are fully appreciated – not just by the 'usual suspects' but across communities and economic sectors.

3.44 Much of the strength of the region's market towns lies in their diversity, as variations on a common theme. Ensuring that a 'one-size-fits-none' approach is rejected in favour of locally-led and driven enterprises with a strong understanding of local heritage and what it means for people and business is critical. There are additional threats on the horizon, for example the government's proposed extension of permitted development rights to allow up to two-storey upwards extension of residential buildings, initially for purpose-built, freestanding blocks of flats. While this may affect few of the region's market towns to begin with, there is the potential for incongruous taller buildings appearing on the fringes of historic towns, affecting the character and appearance of conservation areas and the setting of listed buildings.[8]

[7] Built in 1835 as a villa for engineer George Knowles; purchased by Scarborough Council in 1934 and run as the museum until 2006; converted to Woodend Creative in 2007 through £6million investment of public funds.

[8] Previously an application for planning permission would have been required for any such proposal, but will now not be required, nor subject to public consultation. These rights do not apply within conservation areas or to listed buildings; prior approval procedures are required – but evidence suggests that

Government has also stated its intention to introduce further permitted development rights for building upwards, including for new and bigger homes.

3.45 Innovative, independent businesses are likely to require innovative responses to heritage assets that they may wish to use as premises. Ensuring that good quality, accessible guidance is available to steer them to sources of information and advice, and appropriately qualified and experienced architects, will be helpful. Businesses need certainty, and good, early advice on the costs and benefits of conversion of historic buildings could be the difference between a successful scheme and a failed enterprise.

What change might be required?

3.46 The region's towns already have a number of organisations with considerable institutional knowledge and track record of success in unlocking funding opportunities and making the most of regeneration potential. For example, tourism-focused organisations and Business Improvement District (BID) committees, such as those operating in Harrogate, Northallerton, Skipton, York and the Yorkshire Coast, as well as the originators and managers of successful heritage-led schemes. It has been suggested by stakeholders that this expertise could be deployed in passing on knowledge and assisting in developing opportunities in neighbouring communities.

authorities are wary of imposing Article 4 directions or refusing prior approval due to the need to pay compensation to developers for abortive expenditure or loss directly attributable, where otherwise they would have expected to have exercised their permitted development rights.

Case study: Selby High Street Heritage Action Zone

What?

Selby Town Centre is the location for a 4-year High Street Heritage Action Zone (HSHAZ). The Programme is based on a partnership with Historic England that will enhance buildings and public realm within the town and diversify and promote its high street. Selby has been attracting commuters to relocate from Leeds and York, attracted by good rail links, lower cost of housing and access to a large rural hinterland. The HSHAZ is leading with culture and heritage to transform perceptions and build the 'Selby brand'.

Where?

The market town of Selby is believed to have Saxon/Viking origins but is first mentioned by name in an 11th century charter. At the town's heart was Selby Abbey founded in 1169. The abbey chapel survived the dissolution of the monasteries and is now the parish church.

The HSHAZ area has high levels of deprivation, being within the top 20% nationally. However, the town's wider population is growing and affluent, with an increasing commuting population earning higher than average weekly disposable income. The HSHAZ aims to make the centre a vibrant and popular place for residents and visitors alike.

Heritage assets and outputs involved?

Selby town centre has a number of conservation areas reflecting its particular character as an historic market town, with a mix of mainly 18th and 19th century buildings. There are a number of mid to late 20th century developments that provide potential opportunities for change, such as the redundant sorting office in the key public space of Micklegate. Abbot's Staith is a scheduled structure that is believed to have been a warehouse associated with the medieval abbey. It is currently on the national Heritage at Risk Register but is receiving support from Historic England and Selby District Council to undertake urgent repairs. The long-term outcomes from the HAZ are intended to include: increased civic pride; preservation and management of the town's heritage for the future; recognition of heritage as an asset that can attract investment; and, increased spend in the local economy.

The HSHAZ will work to an agreed programme and will be resourced by a Project Officer. The project budget will enable community engagement, property renovation and conversion grants, and works linked to highway/public realm improvements, including proposals to reduce the prominence of traffic and parked cars.

Process and Partners

The HSHAZ programme is part of a wider strategic approach to develop the town vision and partnership plan with strong messages of 'Accessibility and Growth – Physical, Cultural, Digital and Economic'. There is strong support behind the town's regeneration at local and regional levels, and is positioned within Selby District Council's own strategic priorities for place-led regeneration.

Lessons

Selby has taken stock of its historic centre and resolved to build on its heritage and all available opportunities to attract and engage residents and visitors. Whilst Selby has had to face the challenges of Covid-19, like other market towns the pandemic has presented opportunities through increased home working. This is likely to become more normal going forward and opens potential for greater daytime spend in the town, increased use of facilities and added vitality.
Historic England is working in partnership with Selby District Council to tackle the problems of vacancy and neglect and to build on the work the Council has already undertaken with Arts Council England and the National Lottery Heritage Fund to engage the local community in the town's history. In the long term the infrastructure improvements from HSHAZ and Transforming Cities will improve access and connectivity for both residents and visitors and improve perceptions. The Selby brand will reflect growing local pride in the town and attract investment to town centre businesses. It is hoped that as the HSHAZ Programme is implemented Selby will provide an example of heritage led regeneration for other market towns that are exploring ways to re-brand their town, engage the local community and attract visitors.

People, places and productivity

Adding and expanding value

3.47 The heritage of market towns has a potentially important role to play in contributing to new and expanded business opportunities. These include:

- Promoting the history of market towns as inherently good places to do business, and the wider network of market towns as having a strong and distinctive offer to local people and visitors alike.
- The quality of life benefits to living and working in the region's market towns is strongly related to their historic character and environmental quality. This is a major asset and could be promoted strategically through the general business and sectoral press.
- There may be potential for businesses in market towns to work together to manage and refine supply chains and delivery approach, to contribute to lower carbon and lower traffic towns.
- There may be value in working with pilot communities to understand local aspirations for reimagining and reinvigorating market town high streets – balancing maintaining and enhancing heritage with promotion of opportunities for new business and growth.

Supporting and developing skills

3.48 To achieve good growth in market towns, a range of skills and experience is necessary to support key sectors:

- Managing and maintaining historic building stock requires a network of skilled trades, many of which suffer from skills gaps and challenges in securing a sufficient pipeline of entrants to apprenticeships and other training programmes. Of particular concern are:
  - Stonemasonry; and
  - Traditional roofing (slate, tile and thatch) and associated metalwork.
- Working with stakeholders and training providers to match training provision with likely levels of demand.
- Consider the need to sponsor specific, historic environment-focused apprenticeships to fill key skills gaps.

Priorities for action

3.49 The following represent some of the actions that could usefully be taken forward by regional partners. These should be read in conjunction with the area-wide recommendations set out in Chapter 9.

- **Understanding**:
  - Research into the economic impacts of Covid-related behaviour change in the region, and its implications for heritage and tourism-related business.
  - Research into the proportion of historic buildings in the region that could support adaptation to, or close to, 'Lifetime Homes' standard.
  - Work with key local businesses to understand their supply chains and delivery patterns and the potential for cooperation in logistics and developing sustainable 'last mile' solutions.
- **Capacity-building and engagement**:
  - Strategic engagement and planning to expand the regional cycle network to facilitate active travel and making use of / restoring historic links.
  - Gathering knowledge, experience and examples of good practice in reusing historic buildings for business use.
  - Work closely with local businesses to promote a stronger understanding and appreciation of their historic properties, and the value added by the historic environment for business.
- **Delivery**:
  - Work with partners to identify and deliver a strategic network of 'enterprise centres' / 'hubs' for small business incubation, home-worker touchdown space and flexible meeting space.
  - Work with existing businesses to develop integrated, strategic marketing drawing on the strengths, distinctiveness and heritage of the region's market towns.
  - Work with local authorities and local communities to conserve and enhance the public realm of key market town centres, where this is currently a barrier to economic growth and locational appeal.
  - Work with local partners to identify suitable candidate towns for feasibility work to understand the potential for positive management of parking and appropriate urban greening of marketplaces – to restore these central meeting places to a modernised version of their original function as spaces for people, rather than cars.

Chapter 4
Coastal towns

The unique historic character of the area's coastal settlements will continue to be a key attraction, drawing on the traditional seaside experience. Economic diversification and regeneration will help to address the social, economic and environmental challenges they face. With a revitalised and strengthened year-round offer and improved connectivity, they will attract businesses and new residents as well as visitors, drawn by the quality of life and inspirational natural and cultural heritage.

Adaptation to the effects of climate change will make our places more resilient, with a strong understanding of risks to coastal heritage assets underpinning conservation decisions.

Key challenges and opportunities

Community and place resilience

4.1 Exposed to time and tide, the area's coastline, especially that from Flamborough to Spurn Head, is some of the most dynamic and vulnerable to erosion in the country. The effects of climate change – in the form of sea level rise and increased

frequency and intensity of storm events – are likely to take their toll on coastal heritage and communities alike.

4.2 Coastal communities are always strongly influenced by the changing seasons, but the region's seaside resort towns are particularly strongly affected as a significant proportion of the economy and local employment is dependent on highly seasonal tourism activity. This contributes to a range of social issues, including high unemployment and comparatively poor health in a regional and national context – a pattern mirrored in coastal resorts across the country.

4.3 These social and economic issues have long been recognised, and substantial public investment has been brought to bear. However, stakeholders report that additional leadership is required to identify and promote opportunities to the private sector to secure additional investment.

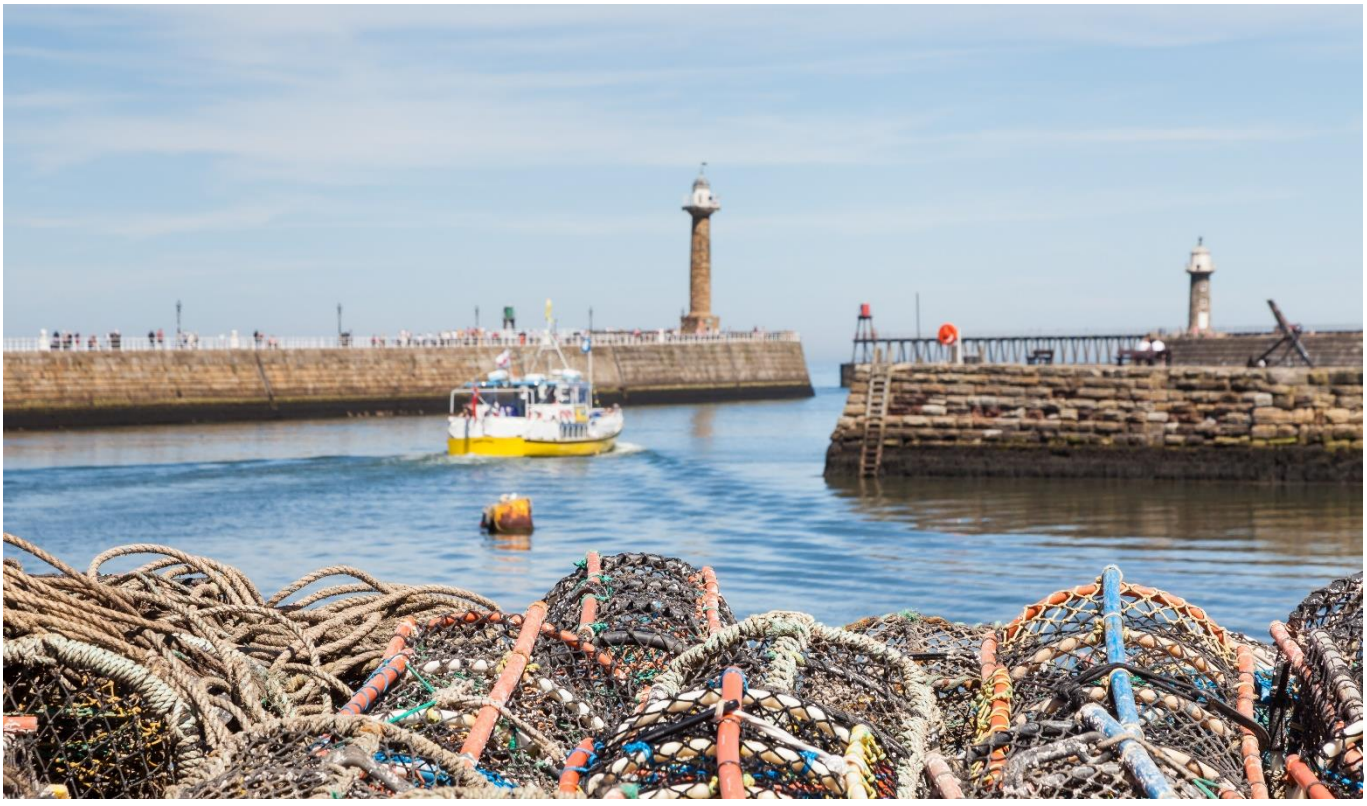
4.4 While white fish landings have reduced significantly and local fleets are a fraction of their historic size, the value of landings has, until recently, been good given the high quality and high demand in European and Asian markets for shellfish exports. Unlike neighbouring regions, the area has little in the way of processing capacity – beyond Whitby's historic smokehouses – to add and capture further value locally. This means that there is comparatively little historic infrastructure when compared to Grimsby, for example. The immediate challenge will be for the Yorkshire Coast fishery to recover from the impacts of both the pandemic and EU withdrawal; capturing additional value through the development of local supply chains, and the sustainability and food security benefits of doing so, should be a priority in parallel.

The experience of visiting the region's coastal resorts is an important part of the intangible heritage of the region more generally, with generations of people from West Yorkshire in particular steeped in the tradition of seaside day trips and holidays. That attachment to history, experience and place is and will remain an important dimension of the coastal town's appeal – along with the downstream added value in traditional stopping-off points between destinations.

How can heritage help?

4.5 Heritage already has a major role to play in attracting people to the region's seaside resorts. Much of the day trip market still comprises traditional visitors, particularly from West Yorkshire; a pattern that has its roots in the trips by rail arranged by major employers from the mid-19th century onwards that fuelled the growth of the resort towns of Bridlington and Scarborough. Much of these town's resort heritage – attractions, public realm and accommodation – remains in its original use and is a key part of their appeal. In addition to this however, heritage has a potentially valuable role to play in broadening the appeal of destinations, providing flexible accommodation for businesses seeking to expand the local tourist offer and also establish a presence for other sectors. The latter has potential due to comparatively competitive property values, enabling the establishment of start-ups and micro/small business without the level of overheads that would be incurred in the region's cities and larger market towns.

Figure 4.1: Lobster pots, Whitby Harbour



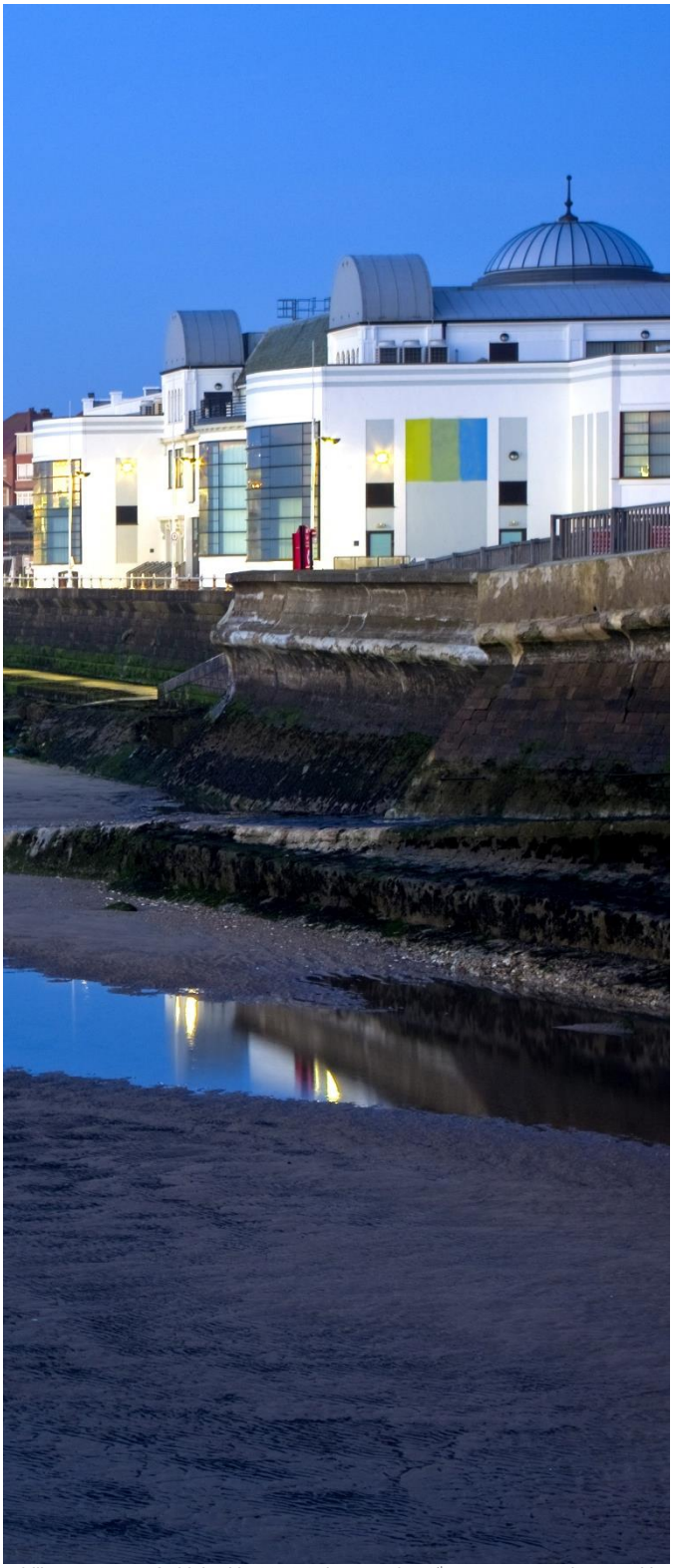
4.6 While the rich heritage of the coastal resorts combines to create a unique and compelling experience that could have much wider appeal, the heritage of the less developed coastline close by plays an important role in the quality of life benefits that this part of the region can offer to visitors, new and existing residents alike. It also helps tell the story of these important places always having been much more than a beach, a bucket and spade, fish and chips and ice-cream. Helping business to understand the local potential of food heritage – especially Yorkshire Coast seafood – as a driver of expanded visitor appeal provides a major opportunity. There is also scope to develop demand and supply chain access to higher value domestic markets.

4.7 While the North Atlantic lobster ports of New England and Newfoundland teem with tourists, specifically visiting to sample the culinary delights landed from their waters, Bridlington has only recently begun to promote its status as the 'Lobster Capital of Europe'. There are few foods that signify high status more readily than lobster – and yet, the vast majority of Bridlington's catch has been directly exported with less value added locally than could be the case. Established markets and supply chains have been severely impacted by both the pandemic and withdrawal from the EU, and it is too early to understand the level of lasting damage. However, the potential for new local seafood experiences is significant – as proved by the success of Bridlington's recently established Seafood Festival, which attracted over 11,000 visitors in 2019. The strength of Yorkshire's growing food sector – particularly in terms of high quality, locally provenanced and 'heritage' varieties creates a natural link with the seafood industry.

4.8 The range and quality of local produce on offer is already helping to expand the range and value of the visitor offer along the Yorkshire coast, and has the potential to contribute to augmenting the traditional seasonal pattern for the region's resorts.

4.9 There is considerable diversity between the region's coastal towns, which both helps to reduce competition, expand the overall visitor profile and add to the potential for extending the duration and value of stays. Whitby's dramatic location, stunning medieval heritage and literary associations have helped to make it the unofficial hub of Britain's 'Goth' culture – with significant numbers of visitors coming twice annually to celebrate the 'Whitby Goth Weekend', making an important contribution to the economy. The town also hosts the 'Whitby Steampunk Weekend', further expanding the cultural and literary appeal of the area – albeit within a particular niche at present. By contrast, Bridlington and Scarborough's resort roots create quite a different experience and offer different attractions to visitors.

Figure 4.2: Bridington Spa



Bridlington Spa, refurbished in 2006-8, is an early 19th century opera house with later expansions. It is a key cultural venue for the town and the wider region.

What help does heritage need?

4.10 It is a sad fact that much of the region's heritage at risk from the effects of climate change and coastal erosion cannot be saved from the sea. It can, however, be recorded, understood and celebrated before the inevitable occurs. There is, however a need to engage local people with the scale of the threat, and ensure that stakeholders are actively planning to manage risks and capitalise on interest.

4.11 The sheer scale of Scarborough and Bridlington's resort heritage creates substantial management challenges, and many assets have already moved into other uses. While any positive reuse is to be encouraged, ensuring that places retain their character is critical – given its importance both to the classic seaside experience, and to the development of new markets.

4.12 As discussed below, while there is a comparatively high unemployment rate in the coastal area there is also a critical and growing skills gap in both the heritage and wider visitor economy sectors. Linking people with key opportunities is therefore a key ask – both to assist local people fulfil their potential and to ensure businesses have an appropriate talent pipeline.

What change might be required?

4.13 The region's coastal towns need to evolve to increase their success and ensure their renaissance, and that will inevitably require some change. To ensure that value is captured locally, it will be critical to plan for how and where this could take place, retaining the fabric and character of historic harbour infrastructure and avoiding adverse change to the setting of the iconic seafronts.

4.14 The compelling experience of visiting working fish markets – for example Billingsgate in London or the Tsukiji market in Tokyo, although on a different scale – is highly valued by food and heritage tourists alike. The availability of produce for retail purchase, and street food, is a quintessential part of these experiences and could add to the excitement and vibrancy of Bridlington's seafront – but ensuring that this neither interferes with the commercial operation of the port, and does not fundamentally change the place, will require careful planning.

4.15 Smaller-scale operators co-exist with the commercial fleets, as well as sailing from small harbours such as Staithes and landings at Hornsea and Withernsea. Ensuring that development of the sector, and efforts to retain and add value locally cater to producers of all scales is vital in securing the future of the industry.

4.16 While a level of change will be necessary and indeed desirable, maintaining the character and distinctiveness of the area's coastal settlements is vital. Consequently, the planning

system has a central role to play in expecting a high standard of design, both in the reuse of heritage assets and in new design in historic contexts. Retaining and enhancing distinctiveness will be at the heart of future success – and demanding design that is equal in ambition is no less than our places deserve.

Connectivity

4.17 In general, the region's coastal towns are fairly well connected, with Bridlington, Scarborough, Filey and Whitby all benefitting from rail connections. While the former three are directly connected, no direct rail service to Whitby exists from elsewhere on the coast – with changes in York and Thornaby required. Similarly, other public transport links prioritise routes towards York and other larger centres, rather than parallel to the coast between centres of attraction – meaning that the potential to enjoy the coastal heritage and tourism offer is severely restricted to private car users. While bus services are available, their capacity and frequency could be greater. The southern part of the East Riding currently has no rail provision, having been subject to extensive cuts in the mid-20th century. This somewhat artificial separation of coastal places has the effect of accidentally disaggregating the holistic offer of the coastline and reducing overall attractiveness.

How can heritage help?

4.18 The history of the coastline itself and its historic places is a potentially valuable means of promoting an integrated view of this part of the region – drawing on heritage assets, natural heritage and food experiences to build a compelling offer. This could help to expand and extend the value added by visitors across the coastal zone.

4.19 While transport is a thoroughly contemporary issue, there is a role for historic networks to play in contributing to and enhancing current patterns of travel.

4.20 There are numerous former railway lines in the region with potential for re-use as walking and cycling routes, creating safe, off-road links that people of all abilities can use. For example, there is current interest in reworking the former North Eastern Railways line between Whitby and Staithes as a new tourist and active travel route, linking to the existing 'Cinder Track' section of former railway. The natural heritage value that often develops along the route of former railways provides additional interest and a further means to engage visitors and local people alike. While the main rail connections are a key strength, an additional connection exists in the form of the North York Moors Railway – a heritage railway running 16 miles between Pickering and Grosmont, and onwards to Whitby on the Network Rail line. As well as being a substantial draw and asset for rail enthusiasts and tourists, the network could potentially carry additional services using modern rolling stock to optimise use of the iconic link across the Moors.

4.21 As previously indicated, abandoned rail lines live on as part of the footpath and active travel network, with efforts underway to expand and enhance this provision. Promoting a longer distance coastal cycling route, linking up quiet on-road routes with the Cinder Track and other paths, could help draw in the increasing cycling tourism market that is benefitting other parts of the region. The presence of safe, off-road but well-surfaced and gently-graded tracks is particularly appealing to the family market – and the profusion of additional attractions to break journeys and hold children's interest is a key strength (e.g. nature reserves, beaches, heritage assets, attractive towns and availability of food and drink). Making the links between new and existing infrastructure and the wider network of long-distance paths, such as the Cleveland Way, Yorkshire Wolds Way and the England Coastal Path, will serve to raise the profile of the area's network and create opportunities for increased visitor numbers.

4.22 Although the sea and seafaring are a key cultural and historical link between coastal places, ironically the potential for water-borne connections between places remains largely untapped. There are a number of cruise providers, for example offering natural heritage-based trips, but in terms of actual point-to-point transport the options are few. Although the North Sea can be unforgiving, particularly in the winter months, there is perhaps potential to take advantage of maritime routes to supplement onshore links.

What help does heritage need?

4.23 The untapped potential of the heritage coast needs advocacy to raise its profile, helping local people and businesses see its potential and value – beyond the traditional tourist offer – and have the support and confidence to invest.

4.24 There may be some merit in undertaking feasibility studies as to the costs/benefits of developing water-based transport links between Whitby and Scarborough to address the lack of rail provision – ideally reducing journey times from the almost four-hour duration of the train journey for what should be a 30km journey along the coast. There may be additional potential to market a range of attractions and activities around this offer, for example 'cycle-there-sail-back' packages, themed trips with natural and cultural heritage interpretation etc. Similarly, while the North York Moors Railway is owned by a Trust, there may be an opportunity for partnership working to explore the potential for additional services during peak times – either through sourcing of additional historic rolling stock or the use of more modern rolling stock to enhance non-car-based links to the coast.

4.25 Making the links between places and assets through themed routes, for example the North Coast 500 – circumnavigating the far north of Scotland – can be very successful in attracting and promoting longer stays and greater spend from visitors. A similar approach could be applied in this area, drawing together a wide range of places and natural and cultural heritage to create an attractive and distinct offer. From that 'spine' additional trips and routes could draw visitors through the landscape on themed trails.

What change might be required?

4.26 It is likely that some change to historic transport links, in the form of the abandoned sections of railway, may be required to facilitate enhanced connectivity and use. Broadly, however, this should be easy to facilitate in a manner that conserves and enhances the heritage significance of the routes and the assets along their length. While restoring rail services may be a long-term aspiration in some quarters, this should be a very positive use.

Beyond the bucket and spade

4.27 At present, the relatively narrow focus of the coastal economy is somewhat self-limiting with a focus mainly on day-trip tourism. As indicated above, expanding the offer and attracting a wider range of visitors is important in broadening and deepening the value added as well as extending the season.

4.28 At present, the diversity of the coastal offer is perhaps underappreciated, both by local people and visitors alike. These are far from homogeneous or one-dimensional places, and breaking through this misconception can be a challenge.

How can heritage help?

4.29 The coastal area has some of the best landscapes and seascapes anywhere in England, and the quality of life that it can offer is hard to match in more urban areas. Highlighting the potential for the area to provide a high quality, flexible and cost-effective base for start-up businesses and home-working has considerable potential to aid in diversification of local economies.

4.30 The coast and coastal heritage also have the potential to contribute to a diversified and specialist tourism offer, for example through diving at natural heritage assets and the large number of important wreck sites that line the coast. The power of events tourism has been well demonstrated, for example through the arrival of the replica of HMB *Endeavour* to Whitby (shown in Figure 4.2 below) – where it is now berthed as an attraction – generated major interest and a significant increase in visitor numbers. Creating links between attractions and critically engaging with the legacies – both good and more problematic – of the region's seafarers has potential to enable a range of events that can link to onshore heritage. Similarly, Whitby's experience as a destination for niche heritage-related interests, Scarborough and Bridlington's significant venue capacity and an ever-increasing high-quality food offer suggests that marketing the area to events organisers could have potential to further diversify the economy.

Figure 4.3: Replica of HMB *Endeavour* off Whitby

4.31 The burgeoning eco-tourism offer of the region's seas has added an extra dimension to the visitor economy. There are clear opportunities to make links to maritime heritage and further expand the offer, drawing the links between the natural and cultural heritage of our coastal settlements.

4.32 Coastal places have long been attractive to creative people, particularly visual artists – with locations such as Margate, Southwold and Hastings enjoying an artistic renaissance in recent years, spurring wider regeneration. There may be potential for under-used heritage assets to provide much-needed studio and exhibition spaces for a range of cultural activities. In addition to its inherent value, a vibrant cultural scene would further boost the attractiveness of coastal towns as places to visit and potentially relocate to.

What help does heritage need?

4.33 In this context, a wider view of the region's coastal heritage and its value and potential interest to local people and visitors alike needs to be promoted to help local entrepreneurs identify and deliver on the considerable opportunities it presents.

4.34 The potential of heritage assets to provide premises for a range of businesses should be highlighted and promoted through local and regional business networks, to encourage owners to look beyond more standard approaches of residential conversion to ensure fewer assets fall into disrepair through lack of use.

4.35 An appropriate range of skills are required to develop and staff heritage-related businesses, particularly those with a maritime angle – where there is also a current skills gap. Engagement through successful projects such as the Fisheries Local Action Group – which has already delivered a range of enhancements – could be valuable in making links between the current fisheries sector, heritage and food businesses to develop a strong regional offer and common marketing.

What change might be required?

4.36 As there is significant ambition to diversify the economy of coastal towns, there will inevitably be a need to change the use of historic buildings to ensure they are fit for purpose for growing sectors. It is recognised that this is not necessarily a straightforward process for non-specialists and can appear daunting – both for local property owners seeking a viable future for their assets and for new business owners looking for premises in which to establish. A strategic approach to understanding the potential resource available and the issues and opportunities inherent in making such properties work for key sectors would be a valuable intervention. This could then allow targeted support and guidance, and potentially facilitate publicly/community-led exemplar projects to be developed and access funding streams.

4.37 As indicated above, there may be a need to consider enhancement of harbour facilities to support diversification that would need to be sensitively managed to prevent erosion of historic character.

4.38 The region has already experienced substantial growth in the offshore renewables sector. There may be opportunities to apply the information gathered in the Environmental Impact Assessment processes relating to these developments to draw attention to the extensive marine archaeological resource off the region's coastline. Similarly, the aquaculture sector shows considerable promise and could benefit substantially from the area's growing reputation for seafood – and from the availability of maritime skills from the fisheries and offshore wind energy sectors.

Case study: Woodend – creative re-use and cultural activation

What?

Woodend began its life as a fashionable 19th century 'marine villa', built in 1835 for civil engineer George Knowles. From 1870, it was the home of the Sitwell family, with Sir George Sitwell – local MP, antiquarian and noted eccentric – its most famous resident. The house was purchased by Scarborough council in 1934 and was operated as the town's museum until 2006.

Scarborough Borough Council invested £6 million into the conversion of the grade II*-listed building into Woodend Creative Workspace – a gallery, events venue, serviced offices, meeting space and business incubator. It is operated as a non-for-profit company and leases the building from the council.

Where?

Woodend is located on The Crescent, in the heart of 19th century residential Scarborough. The building is one of a loose group of large individual villas off The Crescent, standing apart from the unified terrace of mid-19th century townhouses/apartments in leafy grounds. It is ideally located as a business hub, in close proximity to the railway station and in easy walking distance of the town centre, parks and the seafront. It is also immediately adjacent to Scarborough Art Gallery – also housed in an impressive mid-19th century villa – facilitating links for exhibitions and collaboration.

Heritage assets and outputs involved?

As a grade II*-listed building, Woodend could be considered to be in the top 6% of designated buildings in England. Conversion into office, meeting and gallery space was therefore required to be sensitive to the special interest and historic character of the building (albeit one that had already been significantly altered to fulfil its previous role as a museum).

The accommodation has been designed specifically to appeal to creative industries in the early stages of development – facilitating remote-working and providing a flexible range of spaces to cater to the diverse needs of tenants, ranging from visual artists and graphic designers through to e-commerce specialists and accountants. Extensive communal and meeting space is designed to enable collaboration between tenants, promote the sharing of ideas, partnership working and growth for all.

Since its opening in 2008, Woodend has become one of the leading digital and creative workspaces in the north of England and currently has more than 100 tenants. It also caters to a wider market through events, exhibitions, performance space and meeting facilities used by local businesses.

Process and partners

Scarborough Borough Council was instrumental in the project, having the long-term vision to invest in an apparently redundant asset that could readily have been sold for lucrative housing development. The establishment of a not-for-profit company to manage and develop the asset, with appropriate and effective governance structures, appears to have proved effective and have facilitated ongoing improvements and expansion.

Lessons

The key lesson is perhaps that faith in a vision and the value of culture and the creative industries should not be underestimated, or dismissed in favour of more 'traditional' business models. The centre has provided a sustainable, long-term future for a highly important heritage asset – and given an attractive, stimulating home to a wide range of new businesses, many of which have gone on to outgrow the centre.

It is, however, challenging to maintain and manage a large, complex historic building and annual reports suggest that this can be costly. This emphasises the need for specialist architects who can both deal with conservation issues and design premises suitable for modern business needs – which can be a challenging mix to find.

Raising awareness and engagement with the wider community has also been noted as proving challenging for Woodend – something that could be partly related to its location, but also potentially lower levels of relevance to the general public.

People, places and productivity

Adding and expanding value

4.39 The heritage of coastal areas has a potentially important role to play in contributing to new and expanded business opportunities. These include:

- Developing the experience-based tourism potential of maritime, fisheries and seafood heritage – building links between producers, markets and the hospitality industry to make the most of the asset.
- Developing an integrated approach to understanding and marketing the region's maritime heritage, to complement work underway for Hull and the East Riding.

Supporting and developing skills

4.40 To achieve good growth in coastal areas, a range of skills and experience is necessary to support key sectors:

- Developing maritime skills, drawing on the offshore wind and fishing sectors, to support the growing seaweed industry.
- Supporting and developing links between the hospitality industry and further education colleges and other training providers to ensure the sector has an appropriate pipeline of talent.
- Working with the heritage, recreation, hospitality and tourism sectors to understand the nature and extent of skills gaps, to inform local/regionally specific investment and training programmes.

Priorities for action

4.41 The following represent some of the actions that could usefully be taken forward by regional partners. These should be read in conjunction with the area-wide recommendations set out in Chapter 9:

- **Understanding**:
  - Research into the prevalence of under-used heritage assets with the potential for re-use by anticipated key sectors for diversification, to understand costs, benefits, issues and opportunities. Ensuring the scale of the current and projected market is well understood needs to be a priority to ensure the viability of existing assets (e.g. Woodend Creative) is not threatened. [As part of area-wide Recommendation 1.1]
  - Skills audit and gap analysis for key sectors required to support economic development and diversification to enable linking of training providers with

jobseekers. [As part of area-wide recommendation R1.5]

- Understand the feasibility of increased timetable / additional rolling stock on the NYM Railway to supplement national rail capacity and close gaps in sustainable transport provision.
- Understand the potential for renewables companies, both those looking to establish facilities in the region/offshore, and those with existing installed capacity, to support enhanced understanding of offshore heritage through access to and synthesis of research and assessments undertaken through the planning process (e.g. through their CSR, community benefit and outreach programmes).

- **Capacity-building and engagement**:
  - Strategic promotion of diverse coastal heritage and the opportunities for high quality, unique experiences – drawing together cultural and natural heritage with the food tourism offer.
  - Engagement with the maritime sector to promote integrated working with landward attractions, and the opportunity for marine transport to address onshore gaps.
  - Work with maritime businesses to aid greater understanding and appreciation of the transferrable skills already held in the sector that could supplement incomes and diversify existing businesses through heritage-led expansion.
  - Consider the development of a strategy for maritime heritage in the region, ideally building on Hull's recent success in securing National Heritage Lottery funding for the 'Hull: Yorkshire's Maritime City' regeneration project.
- **Delivery**:
  - Supporting the delivery of expanded and integrated cycling networks, optimising use of historic railway infrastructure.
  - Supporting the identification of public and community assets that could support conversion to diversified uses, as part of a strategic approach to developing start-up and co-working spaces.
  - Support the delivery of a coastal and maritime heritage strategy for North Yorkshire and the East Riding.
  - Foster stronger links between training providers for key sectors (maritime, catering, heritage interpretation and museums) and schools and careers services.

Chapter 5
Lowland agricultural landscapes

The area's agricultural heartlands are resilient and productive, working in harmony with their natural and cultural heritage.
Robust local supply chains will benefit farmers, food businesses, suppliers and consumers and support the vitality of our towns. Locally-specific approaches, informed by agricultural heritage, will underpin this success, with residents able to enjoy access to and interpretation of the rural historic environment.

Key challenges and opportunities

Resilience and sustainability

5.1 Brexit, climate change and changing global markets are having the strongest influence on the nature and viability of rural production and the state of the rural economy. Stakeholders comment that national policy and funding priorities often do not align with the pressures and viable choices to be made at a local and regional level.

5.2 There can be a perceived conflict between the historic environment and economic activities in the rural environment, particularly relating to historic landscapes and archaeology. These types of heritage assets are often less well-understood, and protected areas can be viewed as a constraint or disadvantage to the owner's ambitions, rather than as an opportunity to foster enthusiasm, pride or a route to diversification.

5.3 Keeping heritage assets in use is the ideal situation, ensuring they have a sustainable future. However, this is not always possible. Some landscapes, or at least some elements of them, cannot (or should not) make a direct income. Not all field barns, for example, will be suitable for conversion, but are nevertheless valued by communities and visitors and should be retained – and so creative solutions are required, both in terms of physical conservation and potential routes to diversification for rural land-based businesses.

5.4 Although there is much uncertainty regarding the shape and economics of post-Brexit agriculture, food production will remain at the heart of farming. The need to enhance food security in the face of intersecting economic, political and environmental challenges is critical. Consequently, there may be pressure (and indeed incentives) for intensification in some areas, and possibly a need to expand into currently more marginal areas. These pressures could, in turn, increase rates of attrition on buried archaeology, create a driver for harmful amalgamation of historic field systems and result in further redundancy of historic farm buildings that are less able to cope with ever-larger machinery.

How can heritage help?

5.5 Building an understanding and appreciation of the historic environment, in order to foster the role of owners and managers as champions and guardians, is a long-term challenge. Communities deeply value sense of place and local distinctiveness, and the connections between these concepts and the formative role of the historic environment in them must be used as a tool and emphasised at all opportunities.

5.6 At present, there is a perception that extra support is needed to help the owners and managers of designated heritage assets to understand the buildings, landscapes and monuments in their care. York Archaeological Trust's Food for Thought project provides a good example of communicating and celebrating the archaeological richness of the Yorkshire Wolds. While options under the Countryside Stewardship Scheme have long been available for the conservation and management of heritage assets, uptake has rarely matched either wider ambitions or the needs of the historic environment. There is a clear need, and ambition in the sector, for robust, easy-to-access options in the post-Brexit rural support system. However, significant engagement with landowners, managers and land agents – who play a critical role as advisers and gatekeepers for landowners and managers – is required to both understand the sector's needs and appropriately convey the level of opportunity.

5.7 Food provenance and heritage is increasingly important to consumers, and in terms of supporting food security and reducing carbon emissions through lower 'food miles'. Exploring the potential for greater use and promotion of traditional crop varieties and livestock breeds offers restaurants and retailers an opportunity to draw on local heritage in supplementing 'farm-to-fork' eating. Similarly, this offers clear opportunities for farm or estate-based branding.

What help does heritage need?

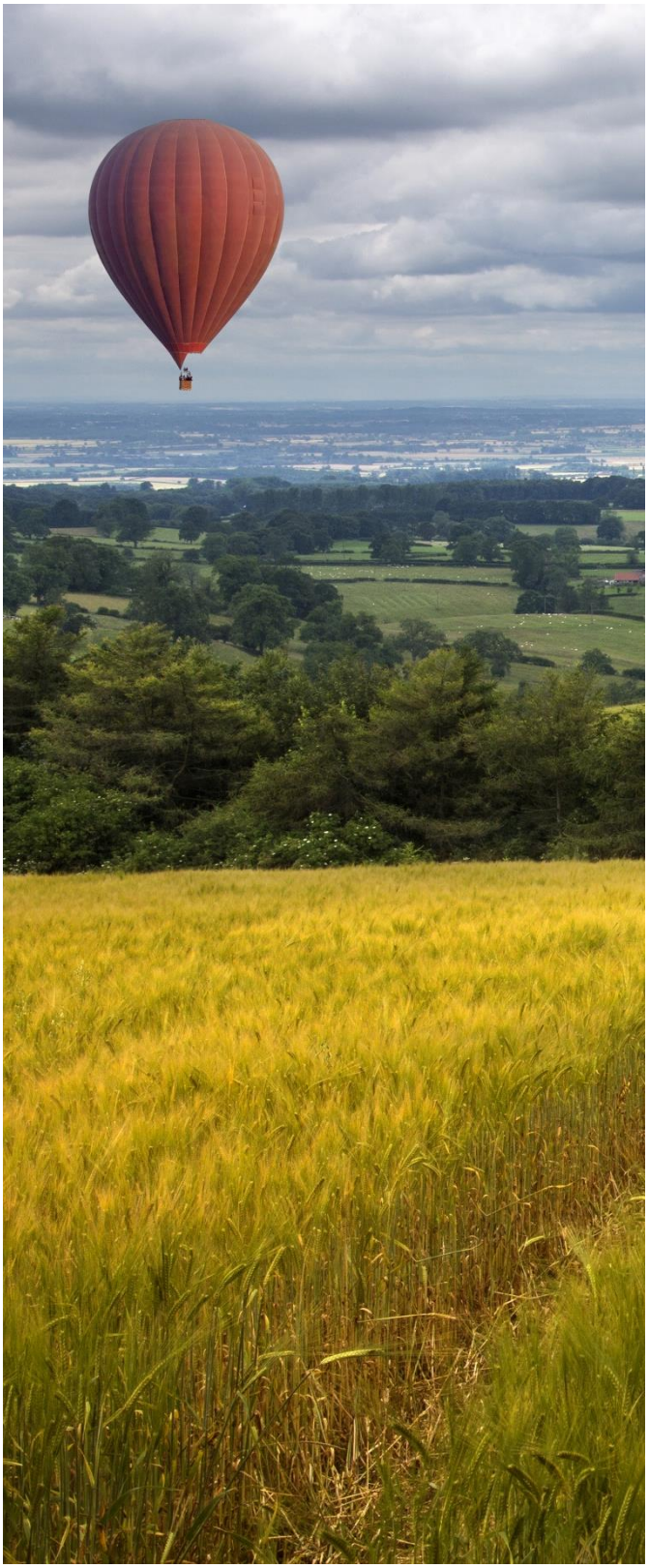
5.8 Broadly, the heritage of agricultural areas needs to be promoted as being important, interesting and worthy of both conservation and celebration. In many areas what might appear to be 'just fields' are actually rare and valuable examples of specific types of field system that can be a key determinant of wider landscape character. Similarly, underappreciated vernacular farm buildings are an important element of rural landscapes, speaking to the historic patterns and types of agriculture, illustrating important innovations and revealing the underlying geology through the use of locally-specific building stone.

5.9 Similarly, buried archaeological assets, particularly in arable landscapes, are often underappreciated. Protected sites are often viewed as an obstacle, and non-designated assets are gradually eroded through attrition from cultivation and root action. Helping farmers understand what is on their land, why it is interesting and the wider benefits that could accrue from more positive approaches to management should be a priority.

What change might be required?

5.10 Arable agricultural practice is evolving to meet the challenges posed by both the need to adapt to climate change effects, and the need to contribute to emissions reduction – a critical threat to a sector heavily reliant on hydrocarbon-based fuels and agrochemicals. Low- and no-till cultivation systems can, for some crops and in areas with appropriate soil conditions, significantly reduce carbon emissions from both machinery passes and as losses from decomposition of soil organic content, and increase yields. Similarly, the constant ground cover provided reduces rates of run-off, contributing to sustainable flood management. For buried archaeology, such systems have major benefits in avoiding the need for ploughing – especially deep ploughing – which damages deposits and leads to incremental loss on an annual basis. From a landowner perspective, where conditions allow, such systems could allow areas currently out of cultivation due to their archaeological value to 'pay their way' without resulting in harm. Similarly, the ability to increase yields without taking additional land into cultivation could help to avoid the erosion of historic landscape structure and character.

Figure 5.1: View from the Wolds over the Vale of York



Connectivity and community

5.11 Rural communities have suffered a decline in younger / working age population, as people have traditionally moved away for education and employment opportunities – with comparatively few returning.

5.12 Coronavirus has created a realisation that smaller and more rural places can be viable, attractive locations to live and work, but are dependent upon excellent connectivity (physical and digital) and an appropriate range, cost and choice of accommodation and business premises. Affordability is a critical issue, with comparatively high property values in many parts of the area effectively 'pricing out' younger people.

5.13 The Vales of York and Mowbray, as critical communication routes and centres of the distribution industry, are key nodes in the regional and national network. Continued growth in online retail, and the large-scale switch to home delivery for groceries stimulated by the pandemic, mean that ongoing growth in this sector is likely.

How can heritage help?

5.14 There is a wealth of historic building stock across the lowlands that has potential to provide good quality accommodation, ranging from modernising estate cottages through to conversion of traditional agricultural buildings. Similarly, sensitive additions to rural villages and hamlets have the potential to provide more affordable housing close to the land-based industries that are important employers in rural areas, as well as bringing additional life and vitality to small communities.

What help does heritage need?

5.15 The potential of heritage assets to provide premises for a range of businesses should be highlighted and promoted through local and regional business networks, to encourage owners to look beyond more standard approaches of residential conversion to ensure fewer assets fall into disrepair through lack of use. Similarly, an audit of the housing potential of historic building stock could be helpful in both promoting and steering appropriate change.

What change might be required?

5.16 In developing any live-work, business-focused or residential project, physical and digital connectivity is critical. The roll-out of high-speed internet across the region – supported by the LEP – is fundamental in unlocking development opportunities not just in the strategic centres but across the rural area too. Similarly, existing rural business would greatly benefit from improved connectivity – speeding up interactions with suppliers, clients and customers alike, and

potentially enabling e-commerce opportunities for land and food-based enterprises.

5.17 In turn, greater economic activity in the rural area should amplify the opportunity to bring heritage assets back into positive use.

5.18 Major distribution centres, particularly in the relatively flat, open landscapes of the Vales, can affect the historic character of the landscape and the setting of heritage assets. Therefore, managing where additional growth is focused is likely to be important – particularly as significant infrastructure on the edges of larger settlements is likely to be required to support decarbonisation of 'last mile' deliveries, and help achieve York's commitments on reducing traffic in the city.

Diversification

5.19 Barriers to diversification are not necessarily directly connected to the historic environment – for example, historic de-population in the Yorkshire Wolds reduces the available market and therefore the viability of sites for other uses. Such considerations are key in understanding the viability of diversification schemes, in that relying solely on visitor and tourist markets can create vulnerabilities.

How can heritage help?

5.20 The historic environment has a major role to play in enabling and providing the setting for farm diversification. The region has generally avoided the dramatic changes to the landscape brought about by 20th century macro-scale agribusiness, and the resulting survival of smaller-scale field patterns creates adaptable spaces with a diversity of enclosure and micro-climate, providing a measure of resilience to future change. Partly as a result of climate change, increasing opportunities for novel – and potentially high-value – crops such as vines or tea may see historic field patterns and shelter planting becoming more highly valued. The challenge will be to incentivise their conservation in the meantime to ensure they are available for re-use when the time is right. At present, such alternative crops will not generally need any permissions to implement, and therefore could be attractive as a quick and easy conversion for under-used historic spaces (although needing time to mature before becoming profitable). The region already boasts a number of vineyards and, where soil conditions allow, there could be further opportunities for development of this niche, but growing, industry. Indeed, expansion of viticulture and winemaking could provide a rare benefit from the warming climate of the region in coming decades.

5.21 Historic farm and estate buildings in particular form the ideal setting for diversification away from food production. Stakeholders report that current diversification activities in the form of events and temporary visitor attractions such as weddings, concerts, car rallies, horse trials and so on are more lucrative than permanent changes of land use or agricultural activities. Many of these activities depend for their success on the attractiveness of the historic environment which forms their backdrop, and with careful planning can have a minimal impact upon them.

What help does heritage need?

5.22 The rural historic environment needs strategic planning to help understand and manage the risks from climate change – both in the need to adapt to changing weather effects and in terms of mitigation measures. This is a challenge for individual estates and land managers, who may not have access to specialist skills and advice. While many traditional rural buildings will be relatively resilient, historic landscapes can be particularly vulnerable.

Figure 5.2: Farm shop

Diversifying farm businesses to include a value-added direct-to-consumer sales model has proved very popular with both farmers and local residents.

What change might be required?

5.23 It is recognised that major woodland expansion is required to meet government climate change targets – however, even with existing incentives efforts to date have been comparatively unsuccessful.

5.24 While this is partly to do with land values outweighing the value of grants for woodland creation and the very long-term nature of the return on trees as a crop (and, until relatively recently, fairly low timber prices), there is also a perception that forestry and farming are in some way incompatible. Promoting the value and importance of trees and woodland as part of the historic environment, and a potentially sustainable source of income – particularly high quality, higher value hardwoods – could be helpful in improving understanding and uptake.

5.25 It should be noted that a range of habitats can perform similar, or more effective, carbon sequestration roles. Restoration of peatland, through blocking of drains and cessation of heather burning, offers a major opportunity. Similarly, forest soils actually contain more carbon than the trees themselves. Developing an integrated approach to carbon management across the area would assist in identifying and unlocking opportunities.

Figure 5.3: Riparian historic agricultural landscape – opportunities for woodland expansion?

Riparian agricultural landscapes, such as this section of Wensleydale, potentially offer significant opportunities for tree-planting to slow run-off into flood-prone watercourses, enhance historic landscape structure, improve habitat connectivity and provide shelter and shade for livestock in a changing climate. © Historic England

Case study: Food for Thought project

What?

Food for Thought (FfTp) is a project aiming to elevate the heritage profile of the Yorkshire Wolds. The Wolds is a rich, complex and interesting landscape, of considerable time depth and comparable to the more well-known archaeological landscapes of Wessex and the Boyne Valley in Ireland. As the Wolds is a rich agricultural landscape the project took the route of exploring food production as a key theme, and this also generated interest in new food production and food producers.

Where?

The Yorkshire Wolds is highly distinctive chalk upland landscape in the shape of an inverted 'L', with its base on the River Humber at Hessle, East Yorkshire and its other termination at Filey Brigg on the North Sea coast. The Wolds change from a north-south alignment to an east-west alignment at Malton/Norton, North Yorkshire. The Wolds is the northernmost outcrop of chalk in the UK, and its principal river – the River Hull – is the northernmost chalk stream in the UK.

Two estates were chosen as case studies in the FfTp for different reasons. Birdsall was identified because it is one of the few estates operating its agricultural business 'in hand', and its landholding contains a vast range of archaeological sites, whilst Londesborough was chosen because of its designed landscape.

Heritage assets and outputs involved?

From prehistoric times the Wolds has always been a highly productive landscape, and a major part of its character is that it is, and has remained, a 'working' landscape; the market towns are still, clearly 'market' towns.

The desire to raise the heritage profile of the Wolds comes from an awareness that it has a rich archaeological past, illustrated by a large number of buried and earthwork sites spanning the entire prehistoric period and extending into the Roman and medieval periods. In certain areas (e.g. Rudston) the wealth and complexity of the archaeological resource is considered superior to that of Stonehenge/Avebury, but has not been designated, and is therefore not as well-known as it should be.

The complexity of the archaeology on the Wolds indicates that status and patronage were key drivers of landscape change. It required a huge amount of time, resource and a particular arrangement of society to expend the energy required to create the long, complex dyke systems and entrenchments still visible across the Wolds. But it is also the case that status and patronage continued to be drivers for change. The change from arable to sheep production, resulting in the creation of the many deserted medieval villages, required patronage and status to make that change, as did the creation of designed landscapes (as at Londesborough) in the 18th century. Status and patronage is expressed in the iconic churches of the Wolds, but also in the everyday methods of farming where different estates, but notably the Birdsall estate experimented and innovated farming techniques (such as indoor pig production) that are now commonplace.

The landscape of the Wolds is its major heritage asset because it speaks volumes about its past and present.

Process and partners

The FfTp has generated a lot of potential partners at numerous levels, led by Historic England and the York Archaeological Trust. However, the partners at grassroots level are considerable; this includes heritage, history and archaeology groups, literature, arts and fine arts groups, but also includes town councils and university departments. The wider FfTp group includes representatives from Natural England, the Environment Agency, the National Farmers' Union and Yorkshire Wildlife Trust.

The project has included public consultation, participation in events and festivals across the Wolds, in addition to generating creative responses to the archaeology through community arts programmes.

Lessons

It is clear from the direction of discussion within HLF that a major part of its resource will go into natural heritage and climate change issues. Both HLF and HE are keen to remind possible partners that the natural heritage has considerable cultural heritage depth, and therefore the opportunities to work closely should be seized wherever possible.

The FfTp will create a framework for people to be involved in heritage activities on the Wolds. This will be maintained by York Archaeological Trust and the Council for British Archaeology. It is important that the positive experiences generated by this project are not wasted or dissipated. The market towns of the Wolds have enormous potential as active, local places and as tourist destinations, and will need assistance post-Covid.

The key theme of food production with its fellow theme of new food producers ties into the developing food theme at Malton, but could also be one of the themes in the regeneration of the market towns.

The estates have their own priorities and concerns, but their experience of FfTp has been positive and Historic England has been able to build useful relationships as a result of this. The connection with the Halifax Estate has been through the IHT process, and again has been largely positive and helpful. The estates have some hard decisions ahead post-Covid, the impacts of post-Brexit changes to the rural support regime, and the effect that this will have on their businesses. Building partnerships between the heritage sector, regulators and estates will be fundamental in helping to identify and unlock mutually beneficial opportunities.

People, places and productivity

Adding and expanding value

5.26 The heritage of agricultural areas has a potentially important role to play in contributing to new and expanded business opportunities. These include:

- Strategic and integrated marketing of regional food-based business, drawing on local heritage and identity to develop a consistent, recognisable 'brand'.

Supporting and developing skills

5.27 To achieve good growth in agricultural areas, a range of skills and experience is necessary to support key sectors:

- Working with land managers to understand skills gaps potentially preventing or hampering positive management of heritage assets in the care of farms.
- Working with rural skills training providers (Further Education/agricultural colleges) to ensure historic environment-focuses and related skills are included in key courses and apprenticeships – for example, hedge-laying, locally specific drystone walling techniques, traditional farm buildings maintenance.
- Working with training providers to ensure a strong awareness of the historic dimension to farming landscapes and tree/woodland and hedge management is included in key courses.
- Working with RICS, NFU and other land-based sector stakeholders to increase awareness and understanding of the historic environment and the opportunities it presents to rural business, through training for surveyors and other farm advisors.

Priorities for action

5.28 The following represent some of the actions that could usefully be taken forward by regional partners:

- **Understanding**:
  - Research, applying the National Farmsteads Character Statements, and the preliminary character statement for Yorkshire, to inform an audit of redundant and under-used historic agricultural buildings with potential for re-use for diversification purposes.
  - Skills audit and gap analysis for land management specialisms interacting with the historic environment, notably traditional buildings maintenance, arboriculture/forestry, hedge-laying, and dry-stone walling. [As part of area-wide recommendation R 1.5]
  - Research into the agricultural potential of the region under current climate change projections to understand the areas that may experience intensification – with knock-on effects on the historic environment.
  - Explore the potential for application of low- and no-till agricultural systems in the predominantly arable areas of the region, to understand the costs/benefits to farmers and the region's archaeological assets.
  - Work with partners and stakeholders to understand the needs of the distribution and logistics industries, and the additional capacity required to support non-HGV 'last mile' delivery solutions for businesses.
  - Work with key stakeholders in the agricultural sector to understand the challenges and opportunities presented by heritage-led diversification.
- **Capacity-building and engagement**:
  - Engage with government to encourage the development of appropriate options in rural support programmes to fund land managers to conserve and enhance heritage assets in their care.
  - Developing good practice case studies and approaches to business planning for historic environment-led diversification.
- **Delivery**:
  - Work with local authority partners to ensure that local policy frameworks are supportive of sustainable re-use of heritage assets in delivering diversification.
  - In line with the planning white paper, explore the potential for spatially-specific design codes for conversions of historic farm buildings.

Chapter 6
Estate landscapes

The region's historic estates will once again be the hubs of rural economies, communities and the environment. Leading from the front in terms of the positive management of historic buildings and landscapes, our estates will act as models of diversified, resilient rural businesses.
The potential of estate centres to be versatile attractions for the local visitor economy – providing venues for culture, arts, events, and the production and sale of local goods – will be realised.

Key challenges and opportunities

Resilience and sustainability

6.1 Whilst the term 'estate landscapes' may conjure up visions of stately homes and vast landholdings, the majority of farmers and rural landowners live and work on a small- to medium scale in the landscapes and buildings which make up the ordinary backdrop of rural life. Although there are key 'jewels in the crown', famous or highly-visible heritage assets such as Sledmere or Castle Howard, many of the assets are of vernacular origin and not highly designated or protected – with examples including historic field systems, barns and ancillary buildings, or estate workers' houses. These assets, and the sense of place which they create, are suffering gradual erosion through use of inappropriate materials and

homogenisation of character through loss of local sources of materials and skills.

6.2 Trees and woodland are widely recognised as an important means of contributing to carbon sequestration. The region's estate and agricultural landscapes have long relied on trees and woodland – in the form of shelter belts, estate woods and 'wilderness' plantations – as part of the land management system, as well as for their aesthetic qualities. Providing shelter and shade for livestock, a ready supply of fencing and construction material and fuel for local people, woodlands are an often-overlooked component of the farming landscape. However, rates of tree planting in England are at their lowest since the mid-1980s.[9] A step change in activity is required, both in terms of new woodland and succession planning and restocking of existing woodlands. For the historic environment, maintenance of historic plantings is critical in sustaining the integrity of historic designed landscapes and the character of our agricultural and estate landscapes. Equally, new planting can pose an existential threat to archaeological remains, particularly in more marginal areas where less intensive agriculture has contributed to better preservation.

How can heritage help?

6.3 The great estates have a role to play in leadership, pioneering novel approaches and demonstrating successes – as they arguably have done throughout their history. The Fitzwilliam Estate has achieved great success in reinvigorating Malton's town centre, mobilising its location, character and historic environment to reinvent itself as Yorkshire's Food Capital. The estate's role in local leadership and vision to harness community enthusiasm, resources and skills could be replicated in other places through different players, such as town centre managers or others at the centre of key networks.

6.4 There is an appetite to see better promotion of the great medieval abbeys, as the forerunners of the landed estates and powerful shapers of the landscape, agriculture and industry of the region down to the present day. Promoting Abbey culture, their influence and the links between them creates a bigger draw collectively which could be harnessed as an economic opportunity in the region. While obviously of religious origin, the importance of the abbeys as drivers of landscape, cultural and economic change can be used to both broaden their appeal and underline their importance to the region.

Figure 6.1: Aerial view of the Sledmere estate

Historic England Archive: 28831_018
Aerial view of Sledmere, showing extensive estate woodlands, parkland and complex of domestic, agricultural and ancillary buildings

[9] Forest Research (2020) *Provisional Woodland Statistics, 2020 Edition.* Edinburgh: Forest Research https://www.forestresearch.gov.uk/documents/7647/PWS_2020.pdf

What help does heritage need?

6.5 Maintaining the function, character and appearance of historic buildings, structures and landscapes requires a range of specialist skills. Traditional masonry and roofing skills, drystone walling and hedge-laying are fundamental to this process, but in many places are in short supply. Similarly, there are relatively few training providers, and there can be difficulties in joining up opportunities with appropriate applicants. Without an adequate pool of specialist trades, the often highly locally distinctive rural vernacular risks dilution and erosion from the use of inappropriate approaches and materials. The region's further education colleges, including the Askham Bryan, Bishop Burton and Craven colleges, offer courses in traditional skills – so optimising links between potential employers and this pipeline is important.

6.6 Similarly, access to key traditional materials – such as local stone, locally-specific brick, roofing materials and mortars – can also be a problem. While there is potential for ongoing extraction of building stone and production of other materials, this has not been seen as an attractive option for local businesses and landowners due to the (perceived) regulatory burden involved.

What change might be required?

6.7 Estates and rural landscapes generally owe their current character to a long process of evolution in technology, stock breeding/husbandry, diversity of production and tenure, and so on. Responses to current and future requirements can be seen as a continuation of this evolution, with the historic environment providing a resilient setting. The question of understanding and informed stewardship is key to making sure the historic environment can be mobilised as fully and efficiently as possible whilst protecting its significance.

6.8 It is likely that a range of development will be necessary to facilitate the continued diversification of estates' business model – from the increasingly common farm shops to eco-tourism and experience- and activity-based recreation, holiday accommodation and event venues. Ideally, these uses should prioritise the sustainable re-use of historic buildings wherever possible – giving farm and estate assets a new lease of life. Creative solutions that provide win-win-win outcomes are the target, ensuring that estates remain viable, provide employment and secure the future of heritage assets. Equally, there may be a place for high quality enabling development that secures diversification and economic development, while delivering funding for conservation interventions for key assets (e.g. permitting the development of new housing in one part of an estate to facilitate the regeneration of estate cottages as affordable housing).

Diversification

6.9 The potential benefits of diversification are widely understood, and the region's estates have pioneered imaginative and high-quality re-use of their historic assets. Sledmere Estate near Driffield has successfully adapted to hosting a wide range of economic activities including residential and holiday lets, weddings and corporate hospitality, retail and café, park, museum and gardens whilst retaining a traditional farming role and opening its stately house as a tourist attraction.

6.10 The more famous estate flag-bearers such as Sledmere and Castle Howard are probably already achieving near-maximum potential from their historic assets. The real challenge is in the smaller, less well-known and less well-resourced locations – but the availability of advice, guidance and support for diversification has proved effective in aiding farms and estates to expand their activities.

How can heritage help?

6.11 Historic estate buildings can form the ideal setting for diversification away from food production. Stakeholders report that current diversification activities in the form of events and temporary visitor attractions such as weddings, concerts, car rallies, horse trials and so on are more lucrative than permanent changes of land use or agricultural activities. Many of these activities depend for their success on the attractiveness of the historic environment which forms their backdrop, and with careful planning can have a minimal impact upon them.

Figure 6.2: Aerial view of Sledmere House and Home Farm

Historic England Archive: 33230_038
Illustrates the diversity of estate buildings, in addition to the 'big house': depicting the Home Farm complex, walled gardens and ancillary buildings

6.12 The development of cultural uses, supplementing more established events and tourism activities, may also offer a route to diversification. The attractive historic, rural setting of estate buildings could provide the ideal backdrop for arts

training, production and performance, complementing existing provision and contrasting with developing capacity in other parts of the region (e.g. coastal towns).

What help does heritage need?

6.13 Practical support and guidance for landowners and managers in understanding the potential of their heritage assets could be helpful in promoting creative, sustainable uses for historic buildings. This could assist estates and landowners make more of their portfolio of assets, moving beyond the seasonal tourism value of 'the big house' and sporting interests to a more integrated and sustainable model of heritage-led renewal. There are likely to be some challenges in engagement, but given the pressure that many estates are likely to experience as a consequence of Brexit-related changes in rural support and the impact of Covid-19 on existing diversification activities, there is perhaps no better time for open, positive dialogue.

6.14 Countryside Stewardship options specifically for historic designed landscapes have traditionally been relatively few, and comparatively inflexible. There is a major opportunity to work with government to ensure that post-Brexit support schemes recognise the need to conserve and enhance these valuable assets in a way that is environmentally, economically and socially sustainable. In terms of the latter, there is also a nationwide arboricultural and forestry management skills gap, and could provide an opportunity to expand the sector, develop businesses and – potentially – the pooling of resources through 'machinery rings'[10] that can be shown to be successful elsewhere in the UK.

What change might be required?

6.15 Large areas of estate woodland are likely to be vulnerable to climate change-exacerbated pathogen and pest attack (for example, recent *Phytopthora ramorum* and *Hymenoscyphus fraxinea*[11] outbreaks affecting oak and ash woodland), and stress brought on by changing weather patterns. This means that, in addition to understanding and having access to the skills to manage pathogen outbreaks, estates need to plan for woodland succession – planting climate-resilient species and, where available, more resistant varieties of tree. This could inevitably result in an evolution of landscape character where woods are lost, or need to be progressively restocked. Ensuring this happens in a manner that secures the heritage significance, biodiversity and landscape value of the area's woodlands is a particular challenge.

6.16 Similarly, ensuring that new planting is directed to appropriate locations, avoiding adverse change to the setting of heritage assets and physical impacts on buried archaeology is important.

6.17 Permanent changes of use to historic estate buildings have a role to play, even where they may not lend themselves to residential conversion. Complexes of estate offices, farmsteads and so on which have lost their original, specialist use or are no longer fit for agricultural purposes have become host to small business units, childcare facilities and a range of other facilities which fulfil local needs, such as the Wykeham Business Centre and Village Farm Workshops at the Dawnay Estate near Scarborough. Broughton Hall workspaces near Skipton are an example of the successful integration of contemporary design within historic spaces to create attractive locations for business and events, part of a wider transformation of an ancient, landed estate.

Figure 6.3: Castle Howard

© York and North Yorkshire LEP

[10] A pooled resource of high-cost and essential, but infrequently/seasonally required, machinery that agri-businesses buy collectively (e.g. as a co-op) and can then access when required, often along with skilled operators. Additional income is generated through hire to users outside the ownership group. The model will be familiar to farmers in the region http://www.ridingsmachineryring.co.uk/index.html

[11] Initially described as *Chalara fraxinea,* 'ash dieback'. While YNYER is not disproportionately affected, a significant number of cases have been identified across the area http://chalaramap.fera.defra.gov.uk/

Case study: Bolton Abbey tithe barn

What?

The Bolton Abbey tithe barn was built in 1519 to store agricultural produce for Bolton Priory (built c.1154), and used for storage purposes until renovation in 2018. Its magnificent cathedral-like timber roof structure is supported by ten giant oak A-frames fabricated in situ then pulled into place by a team of oxen. These timbers were at least c.150 years old at the time of felling, meaning the trees concerned were planted at around the time of the Black Death in 1340. The encasing wall was added in the 1700s. The asset is one of the best-preserved aisled barns in England.

Where?

The tithe barn is located on the Bolton Abbey Estate, close to the remains of Bolton Priory, in Wharfedale.

Heritage assets and outputs involved?

Although Bolton Abbey is now best known for the ruins of the Augustinian priory, its setting is highly significant due to its influence on the Picturesque and Romantic Movements in the late eighteenth and early nineteenth centuries. This was because it had a rare aesthetic effect in combining both the picturesque (i.e. the calm/idyllic/pastoral ruins, river and livestock) in the foreground and the sublime (i.e. the 'wild'/mountainous/dangerous moorland) in the distance. Byron and Wordsworth visited specifically, as did Turner, painting eleven scenes between 1797 and 1815. At around this time Strid Wood was opened to the public, and a network of paths created with related seats at various viewpoints, including the Countess of Burlington's Seat on the eastern terrace (outside the barn). In 1829 Fourteen Views of Bolton Abbey by the artist J Scarlett Davis was published, in which Bolton Abbey was described as the loveliest place in all the land. This guidebook proved extremely popular, and led to the distinctive setting of the ruins becoming iconic, and therefore a popular visitor destination.

The 55m long grade II*-listed tithe barn, located within the scheduled Bolton Priory complex, was earmarked for conversion for events use – specifically to cater to the wedding venue market.

Process and partners

The design and planning process took place between 2012 and 2017, and required listed building consent, scheduled monument consent and a European protected species licence in addition to planning permission. Extensive partnership working was required between the estate, its agents and Historic England and the Yorkshire Dales National Park Authority (the planning authority). Specific challenges included: erecting a superstructure above the barn to exclude bats & weather; dismantling & re-cladding 8,436 stone roof-slates so as to insert thermal & noise insulation boards between rafters; undertaking repairs & removing recent partition walls so as to create a single space & reveal the roof structure; concealing ducting; providing underfloor heating to avoid radiators; reinstating important vistas between barn & Priory; bat mitigation and sensitive landscape design and planting.

Lessons

While the conversion process was lengthy, the result is a magnificent venue that draws on its historic character to create an atmospheric venue with high quality facilities, in close proximity to the grade I-listed Church of St. Mary and set in unparalleled landscapes, with scenic backdrops and the River Wharfe adjacent.

The success of the project underlines the importance of property owners and managers employing a strong specialist team, and engaging early in the process with regulators to understand both the constraints and opportunities of heritage assets.

A potential lesson for similar projects is to ensure that income streams are as diverse as possible to spread risk and increase resilience to unforeseen events.

Figure 6.4: Bolton Abbey tithe barn

Converted 16th century barn, converted for use as an events space – seen here in preparation for a wedding reception. © Laura Calderwood Photography

People, places and productivity

Adding and expanding value

6.18 The heritage of estate landscapes has a potentially important role to play in contributing to new and expanded business opportunities. These include:

- Work with stakeholders to build trust, cooperation and collaborative working between estates and land holdings, to pave the way for landscape-scale interventions.
- Identify the fiscal and environmental levers necessary to assist estates in delivering greater public benefit for public funding received through future rural support schemes.
- Bringing together regional stakeholders to lobby for appropriately designed and focused support for managing the area's unique agriculture and estate heritage.

Supporting and developing skills

6.19 To support good growth and diversification for estates, a range of skills and expertise is required:

- Working with training providers to ensure a strong awareness of the historic dimension to estate landscapes and tree/woodland management is included in key courses.
- Working with RICS, NFU and other land-based sector stakeholders to increase awareness and understanding of the historic environment and the opportunities it presents to rural business, through training for surveyors and other farm advisors.
- Working with estates to understand skills gaps affecting key areas of operation that may interact with the management of heritage assets.

Priorities for action

6.20 The following represent some of the actions that could usefully be taken forward by regional partners:

- **Understanding**:
  - Research into the prevalence of under-used heritage assets in estate ownership and management with the potential for re-use by anticipated key sectors for diversification, to understand costs, benefits, issues and opportunities. [Potentially as part of area-wide recommendation R.1.1 – but could be undertaken at individual estate or geographical area basis.]
  - Identifying rural areas with or due to receive high-speed broadband connectivity to help target engagement with estates and land managers regarding sustainable re-purposing of heritage assets.
  - Understanding the area of estate woodland, species mix and broad age structure to help define the scale of the short, medium and long-term challenges and opportunities created by the need to enhance management and build in climate resilience.
  - Explore the potential for application of low- and no-till agricultural systems in the predominantly arable areas of the region, to understand the costs/benefits to farmers and the region's archaeological assets.
- **Capacity-building and engagement**:
  - Support for land agents in understanding the potential value of heritage assets for rural regeneration, diversification and tourism-related business.
  - Engage with government to encourage the development of appropriate options in Countryside Stewardship successor programmes to fund land managers to conserve and enhance heritage assets in their care.
  - Work with land and woodland managers to promote positive management of estate woodlands to deliver multiple benefits (historic environment, landscape, biodiversity and income).
  - Developing good practice case studies and approaches to business planning for historic environment-led diversification.
- **Delivery**:
  - Work with local authority partners to ensure that local policy frameworks are supportive of sustainable re-use of heritage assets in delivering diversification.
  - In line with the planning white paper, explore the potential for spatially-specific design codes for conversions of estate buildings.
  - Work with partners to identify strategic opportunities for rural business hubs.

Chapter 7
The Uplands

The area's uplands will be recognised and understood as vibrant, peopled places with a long and rich history. They will make an enhanced contribution to the economy from specialist products, high quality food and a sustainable visitor economy. The public benefits delivered by upland landscapes will be both recognised and secured through appropriate rural support mechanisms.

Key challenges and opportunities

Resilience and sustainability

7.1 The region's uplands are all too easily perceived as 'remote' and 'wild' places – while their historic environment demonstrates them to be anything but. While generally areas of smaller, more dispersed places, the uplands nevertheless have an important role in sustaining communities and contributing to key parts of the region's economy.

7.2 Upland environments and communities are vulnerable to the effects of both climate change itself, and the national and global priority afforded to mitigation. Renewable energy has a key part to play in delivering decarbonisation, but can result in significant change to the historic environment. Greater frequency of extreme weather events can increase flood risk, introduce the need for defences and attenuation schemes and create additional pressure on the historic environment of towns, villages and the rural areas. Upland areas, and particularly 'marginal' land of lower agricultural potential is likely to be amongst the key targets for woodland expansion. While these areas may present less conflict with arable production, precisely because of their lack of cultivation these areas are often of high archaeological potential.

7.3 The sheer extent of the historic landscapes of the upland areas of the region, and the Dales in particular, pose particular management challenges. Traditional pastoral agriculture faces ongoing challenges, with Brexit-related uncertainty adding to pressures on land managers. Should successor rural support programmes deprioritise support for sheep farming in particular, there is the potential for major landscape change – as well as significant issues for farmers. Other traditional upland land uses, particularly grouse shooting, are also under pressure as a consequence of conflicts with conservation objectives for protected species, and due to the practice of cyclical burning of heather moorland to stimulate new growth to support grouse numbers.

7.4 Like other rural areas, the uplands suffer from an ageing population, as younger people leave to take up educational and employment opportunities. Similarly, the seasonality of the visitor economy restricts the nature, range and long-term viability of employment in these areas, restricting the potential for economic development.

How can heritage help?

7.5 The historic environment is already a key part of the upland experience, and is particularly apparent in the Dales and Moors. There have been a number of successful thematic projects, highlighting the role of the uplands in the Industrial Revolution – for example the 'Land of Iron' Landscape Partnership Scheme managed by the North York Moors National Park Authority. The narratives that the historic environment illustrates could be used to develop coherent and compelling links between places, assets and attractions to maximise visitor engagement and increase length of visits. Similarly, targeting visitors that come to the uplands for other reasons – for example walkers, cyclists and natural heritage enthusiasts – by making clear links between their areas of interest and the history and historic environment of the area could have similar benefits.

7.6 Historic buildings already play a key role in providing accommodation for visitors to the area, but there is significant potential for development; bringing assets back into positive use to aid the provision of a range of accommodation types catering to a range of markets – from bunkhouses for walkers and mountain-bikers, family-focused self-catering to high quality 'experience' destinations.

7.7 The wool industry has been part of the uplands' story since the medieval period and, although prices are currently very low, there is significant potential – both in terms of the heritage and the product itself. Very little processing capacity exists locally, meaning that the bulk of value added is retained elsewhere. There could therefore be opportunities to develop new processing capacity to cater to specialist products – for example, building insulation, mattresses or rare breed yarns for home and commercial knitters.

What help does heritage need?

7.8 At present, the management of the very large-scale archaeological and historic landscapes of the region's uplands is largely undertaken piecemeal by landowners. Developing a strategic management approach, based on a strong understanding of the significance and sensitivity to change of key assets (for example the 'Barns and Walls' Conservation Areas in Swaledale and Arkengarthdale), could help drive collaboration across landholdings and maximise the return on investment from future rural support mechanisms.

7.9 Analysis of the distribution of heritage assets could help to inform the most suitable locations for proposals for landscape change – for example, where 're-wilding' or afforestation is proposed. Steering change to less sensitive areas may be helpful in enabling necessary change without giving rise to unacceptable harm.

7.10 Similarly, proactive and strategic planning for renewables could both encourage delivery of appropriate schemes and potentially enable sustainable re-use of heritage assets (for example making use of historic mills or industrial buildings to house small-scale hydroelectric schemes). Flooded mine workings also have the potential to contribute to renewables targets, in the form of geothermal energy recovered from minewater by heat pumps.

What change might be required?

7.11 Changes to rural support mechanisms will undoubtedly result in some level of landscape change in the region's uplands. Intensification in valley floor locations and on higher capability land is likely as a consequence of both climate change and the need for land managers to maximise income where support is reduced or withdrawn for more marginal activities. Greater incentivisation of woodland establishment is also likely to focus on marginal upland areas. Therefore – as indicated above – applying a strategic approach to understanding the capacity of the historic environment to accommodate change will be valuable.

7.12 Availability of materials to facilitate the conservation of historic buildings and structures is a challenge. Few quarries remain in operation, making locally specific stone a rare commodity. Historic England and the British Geological Survey developed Strategic Stone Studies for the whole country, aiding identification of both stone types, historical sources and operational quarries. Creative solutions, including re-use of stone from derelict buildings of low value, have been suggested as a means of securing the future of important assets. It may therefore be necessary to use new and existing

sources of high quality evidence[12] to guide the prioritisation of conservation efforts – particularly for historic farm buildings and field boundaries, where the very large number of assets is potentially a limiting factor in the scope of feasible conservation interventions.

Connectivity

7.13 As discussed in Chapter 2, it is the connectivity – rather than the remoteness – of the upland areas that shaped much of their historical development. Today, their continued success is equally reliant on physical and digital connectivity to suppliers, markets and potential visitors.

7.14 While relatively few routes to upland villages and landscapes could be viewed as a barrier, once visitors have decided to make the trip they are an essentially captive market – meaning that providing as diverse a range of attractions, services and accommodation is important.

7.15 Developing new and enhancing existing physical infrastructure is a widely-held and popular desire.

How can heritage help?

7.16 The linear nature of upland valleys lends itself to sequential experiences, and the heritage of the area allows a similarly linear narrative to be developed – almost taking visitors back in time from the market towns at the heads of the valleys, via 19th century industrial landscapes, medieval castles and/or monastic houses, Roman forts and prehistoric settlement. Research into the efficacy of themed 'trails' or other approaches to linking heritage assets and attractions provides relatively sparse evidence of their effectiveness as an approach. However, some studies suggests that strong leadership, clear ownership and management responsibilities – coupled with a compelling experience – can work well, although more consistent evaluation is required.[13]

The three main upland areas are very different, and therefore offer quite distinct experiences through their historic environment, reducing intra-region competition and creating the potential for regional-level integration and promotion. The diversity of stories that the historic environment can illustrate means that there is something for everyone. Developing narratives and experiences that reach beyond the (perceived) typical castles-churches-country houses model that can exclude potential visitors from diverse backgrounds is particularly important in promoting equality of access to both the countryside and the historic environment.

Figure 7.1: View from Carlton Bank, North York Moors

[12] For example, Yorkshire Dales NPA (2018) *Field barns, farmsteads and change in the Yorkshire Dales. Characterisation of the historic farm resource of the National Park.* YDNPA, online.

[13] For example, Hayes & MacLeod, 2009; Timothy & Boyd, 2015

What help does heritage need?

7.17 As indicated above, building intellectual and experiential connections between the upland areas' historic environment is important in catching and steering activity within an already strong tourism economy. The offer and its narratives need to be particularly well-framed, accessible and attractive to as wide a range of potential visitors as possible, to ensure that relative remoteness is viewed as a benefit. While the sense of history and time-depth in the landscape is readily understood and appreciated by specialists, it does require relatively extensive interpretation for the general public. Landscape-scale approaches, for example through the several completed and ongoing Landscape Partnership Schemes offer some valuable lessons.

7.18 The continuity and connections visible in the historic landscapes of the Wolds, for example, offer powerful routes into understanding the way in which the area has evolved – and stayed the same – through time. But this needs to be understood and presented to the public in an accessible and coherent manner, making use of key assets to engage, orientate and inform people and steering them to other attractions.

What change might be required?

7.19 Developing lower carbon transport connections into the upland areas will be necessary to aid wider approaches to decarbonisation – although this will most likely be road-based. The rural public transport network is currently relatively fragmented, meaning that local people and visitors alike are often forced to rely on private cars for transport. Making space for new infrastructure in sensitive historic landscapes can be challenging, whether this relates to expanded or new roads, or developing charging capacity for electric vehicles in historic towns.

Diversification

7.20 Diversification is already a key source of additional income for farmers in the upland areas, where tourism is of particular significance to the local economy.

7.21 Like other rural areas, there is an increasing realisation that, with appropriate digital connectivity, a wider range of employment opportunities – through people working from home or in small clusters/hubs – can be realised outside of urban centres.

7.22 While the Dales and the Moors are potentially unlikely to see large-scale intensification – as these are likely to stay predominantly pastoral areas, or potentially experience a measure of abandonment as discussed above – the Wolds could see increased diversity in crops in the coming decades. Taking advantage of the effects of climate change, a move away from traditional crops may result in landscapes looking quite different when in crop, with potential pressures for landscape change – for example amalgamation of fields – in response to the needs of new systems.

7.23 Conserving and enhancing the biodiversity values of the uplands is a key objective, and the growing interest in 'rewilding' poses some interesting questions for the historic environment. Many upland landscapes that may be natural targets for such projects are inherently multi-period, having experienced many phases of change over millennia. These places could be changed entirely, and potentially have some or all of their significance obscured through planting and natural regeneration of woodland and other habitats.

How can heritage help?

7.24 The historic environment already plays an important role in supporting diversification through historic buildings being converted into accommodation and other visitor economy businesses. While an even greater contribution could be made, increasing creativity is potentially required to bring a wider range of assets back into positive use – helping to broaden the offer, avoid market saturation and afford a sustainable future to heritage assets. For example, the Yorkshire Dales National Park Authority commissioned award-winning architecture practice Feilden Clegg Bradley to develop a low-impact, sustainable solution to inserting eco-friendly holiday accommodation into historic field barns. While there are no one-size-fits-all solutions where heritage assets are involved, this type of approach could help to unlock conservation gain for threatened assets, aid farms in their efforts to diversify and expand the range of heritage-derived experiences available for visitors to the region.

What help does heritage need?

7.25 The scale of the uplands' historic environment is a key challenge – and a major opportunity. As both threats and opportunities posed by diversification and changing agricultural practices are likely to occur at a landscape scale, landscape-scale solutions and strategies are required. The heritage sector alone lacks the insight to be able to effectively predict where changes are likely – based on climatic, environmental and economic factors – therefore working in partnership with key land-based industry bodies will be necessary to plan effectively.

7.26 Estates often need support to understand the value – as well as the costs – of the historic buildings in their ownership. Traditional land agents, on whom many estates rely, are not always best-placed to provide advice on seeking positive solutions for heritage assets. Working with the sector to highlight the need for and benefits of specialist advice, and proactive engagement with local authorities and Historic

England, in unlocking potentially significant value could be useful.

What change might be required?

7.27 Our landscapes have always evolved, and we need to be prepared for them to continue to do so. Inevitably, this will result in some measure of change to the historic environment, but the current uncertainty involved through the confluence of Brexit, climate change and ongoing/fall-out effects of the pandemic, make planning particularly challenging.

Figure 7.2: Ancient enclosures in the Dales

Case study: 'Land of Iron' Landscape Partnership Scheme

What?

The Land of Iron project has its focus on the iron stone mining industry in the North York Moors. This industry developed soon after the 1830s and had a short and intense life, but it had a significant impact on the landscape. It was to be one of the first industries in the UK to use early railway technology, with some of its rail systems created by George Stephenson – as a consequence parts of the rail infrastructure in the study area are amongst the earliest in the country. After the demise of the industry, nature began to colonise the mining sites and they are now home to a rare and delicate ecosystem thriving on the minerals, waste and structures of the industry. The Land of Iron LPS began in 2016 and will conclude in 2021, with a total project value of £4 million.

Landscape Partnership Schemes were a major funding programme of the then-Heritage Lottery Fund that opened in 2004 and has now closed to new entrants. Providing comparatively large grants, LPS were designed to raise awareness and build appreciation of the natural and cultural heritage of valued landscapes, feeding into community development and delivering a range of engagement and landscape enhancement projects. They were predicated on close partnership working between local structures, local authorities and statutory bodies.

Where?

The project area covers around 14% of the North York Moors National Park in a sweeping arc from Goathland in the east, following Stephenson's original rail route north to Grosmont, then westwards along the Esk Valley to Kildale, and finally crossing the Moors south eastwards to reach Rosedale.

Within that landscape, there is a remarkable suite of industrial archaeology relating to the ironstone industry.

Heritage assets and outputs involved

The LPS involves almost 100 individual projects, many of which directly involve heritage assets – through survey, research, excavation and conservation work – and all of which involve the wider legacy of the area's industrial past.

Key conservation interventions at Rosedale East calcining kilns and Bank Top Kilns at Chimney Bank, Rosedale, will ideally facilitate removing these scheduled monuments from the 'At Risk' register. The whole landscape is in itself perhaps the most significant asset, and it is this that the LPS aims to improve understanding and appreciation of.

Process and partners

The LPS bid and the project is led by the North York Moors National Park Authority, with funding from the David Ross Foundation and the involvement of several community heritage groups. Regulatory bodies such as Historic England and Natural England were involved in an advisory capacity. Historic England also provided training for the project team in the use of structure-from-motion laser scanning equipment, which was in turn rolled out to community groups. This enabled local people to be directly involved in surveys of nationally important monuments, using cutting-edge technology – increasing levels of engagement and ownership of the heritage.

Lessons

The experience of participation, citizen science, and landscape as a story can be translated to other projects where community participation and engagement are required. The strength of LPS is also in the highly structured nature of the HLF process, building knowledge, understanding and engagement prior to the main grant being obtained. This ensures that project teams have sufficient time, and can build up contacts, relationships and expertise in the process and can 'hit the ground running' once the main grant is issued and the project officer(s) appointed.

The scheme, while still underway, appears to have had a transformative effect on local understanding and appreciation of the uplands of the Moors – bringing the significance and influence of a relatively short-lived, but massively influential, industry to the fore. In turn, this will influence the wider visitor economy and related service industries.

People, places and productivity

Adding and expanding value

7.28 The heritage of the upland areas has a potentially important role to play in contributing to new and expanded business opportunities. These include:

- Working with local stakeholders and businesses to build understanding of the historic environment and develop shared strategic marketing to attract a greater diversity of visitors.
- Using that shared understanding and appreciation to develop heritage-focused routes and trails linking attractions, businesses and experiences to maximise the duration of visitors' stays and spend.

Supporting and developing skills

7.29 To achieve good growth in the upland areas, a range of skills and experience is necessary to support key sectors:

- Work with existing visitor economy businesses in the uplands – e.g. those focused on outdoor recreation, nature-watching and accommodation – to develop and disseminate key messages on the area's historic environment, to encourage greater awareness and recommendations for complementary visits/activities etc.
- Work with rural land and property stakeholders to gather examples of good practice in diversification, to stimulate interest and understanding of assets' potential – and steer landowners and managers to appropriate sources of advice and guidance.

Priorities for action

7.30 The following represent some of the actions that could usefully be taken forward by regional partners:

- **Understanding**:
  - Work with partners to understand the potential for small and community-scale renewables to enable proactive planning for their development in appropriate locations, to support management and re-use of heritage assets.
  - Work with natural heritage and land management partners to understand the appetite for and potential foci of 're-wilding' and nature-based solutions projects in the region, to ensure that the historic dimension of target landscapes and key heritage assets are appropriately considered.
  - Work with partners to understand the costs and benefits to developing landscape-scale strategies for the uplands' historic environment to assist in positively managing the responses to intersecting threats and opportunities, and unlocking economic growth.
  - Work with local authorities and public transport providers to understand the costs and benefits to lower carbon solutions serving upland communities – to enable car-free tourism and reduce local people's reliance on private cars.
- **Capacity-building and engagement**:
  - Engage with land agents to promote the value of and opportunities presented by historic estate and farm buildings, and the approaches available to conserve their significance and add economic value.
- **Delivery**:
  - Work with partners to develop integrated marketing and promotion of the uplands' heritage, based around key narratives.
  - Work with partners to identify opportunities for architectural competitions to raise the profile and quality of responses to conversion of historic buildings in support of diversification.
  - Work with local authorities to understand the need for, and opportunities to deliver, EV charging solutions in a sensitive manner.

Chapter 8
York

York's internationally renowned heritage serves as an ambassador for the region and its economic heart – distributing investment and benefits out into the wider area. The city will continue to fulfil its historic role as a melting pot of cultures and ideas, celebrating its heritage but will also look to the future. The city's visitor economy will be in balance with other sectors, and creative reimagining and reuse of buildings in the historic core will create a stronger mix of business and residents in the city centre.
York will be more resilient to climate change, with its low traffic centre acting as a focal point for vibrant cultural activity that attracts residents and visitors alike.

Key challenges and opportunities

Community and place resilience

8.1 As the region's transport, economic and cultural hub, and major centre of population, York's significance cannot be underestimated. It is a city world-renowned for its historic importance and the quality of its archaeological and built heritage legacy. These are key reasons that people choose to visit, live and work and study in the city. For all its many

strengths, the city is vulnerable to pressures from the modern world.

8.2 As a city already susceptible to major flooding, as Figures 8.1 and 8.2 demonstrate, the effects of climate change are a particular concern – contributing to more frequent, and more intense, severe weather events. This poses a critical risk to riverside heritage assets, both in terms of direct impacts from floodwaters and debris, and also the potential need to enhance flood defences in future.

8.3 The city has a long tradition of recycling land and reusing and repurposing buildings to suit contemporary needs. However, there are intersecting pressures from the need for housing, including student accommodation, and office space in the city centre that presents a management challenge in securing an appropriate mix of uses to sustain both economic and community vitality and function. The city's green belt also serves to restrict the potential for urban-edge development, further increasing pressure on land within the city – and on neighbouring authority areas to absorb the exported development pressure.

8.4 York, although long a centre of church and royal power, has a proud history of radical and non-conformist thought. This is a key part of the city's identity that could be more widely promoted and celebrated – including the legacy of major industrial philanthropists strongly associated with the city.

Figure 8.1: Riverside view of York

Note the number of sensitive heritage assets in close proximity to the river.

Figure 8.2: Flooding in York, Storm Dennis, February 2020

This is broadly the same view as Figure 8.1 – note the height of floodwater above the river wall.

How can heritage help?

8.5 Many of the city's historic buildings are resilient to conversion and, indeed, have been repurposed many times in their long lives. Retention and conversion are already first choice approaches in the city, and many good examples of creative responses to heritage exist to inspire new schemes.

8.6 The physical legacy of York's non-conformist and radical heritage is somewhat less grand and imposing than the features of earlier phases in the city's development. However, there are opportunities for optimising the potential of this legacy through specific linking and promotion of the city's radicals' role in standing up for citizens' rights – for example: execution of Yorkshire Luddites in 1812; demonstrations in support of Richard Oastler's 1832 'ten-hour bill' (regulating working hours of women and minors in factories); activities of key Chartists and their influence on Socialist thinking globally; to the city's role in LGBT history and politics.

What help does heritage need?

8.7 Like the rest of the city vulnerable to flooding, the historic environment requires sustainable, long-term solutions based on upstream catchment management. This will inevitably require the removal of existing flood defences and periodic inundation of riparian farmland in the Swale-Ure-Ouse and Foss catchments, but this could deliver substantial benefits. In addition to reducing the need for large-scale, harmful and extremely costly additional hard defences in and around York, a 'payments for ecosystem services' approach to flood attenuation would compensate farmers, enhance riparian biodiversity and significantly reduce the risk to riverside heritage assets.

8.8 Although York is rightly world-famous for its history and heritage assets, it is easy for this promotion to be fairly bland and focus on relatively uncontroversial 'big ticket' items. This risks missing out on some of the city's more recent, influential and important history – which could benefit from a stronger synthesis and offering to compliment the traditional offer. Here, there may be interesting opportunities to engage with communities of interest, charitable foundations and local people in bringing these stories to the fore.

8.9 Similarly, the wealth and quality of York's heritage means that – ironically – this can lead to assumptions that 'everything must be fine'. This is often not the case, but the perception means that it is often more difficult for the city to access funding opportunities that are targeted in areas of more obvious need. The local authority also manages a significant proportion of the city's heritage assets, meaning that they are potentially vulnerable to reductions in funding and competition for limited resources, particularly in economically straitened times.

What change might be required?

8.10 As noted above, adaptation to climate change is a critical step for York. In addition to the upstream management of stormwater, ensuring historic buildings are well maintained and, where necessary, rainwater goods and drainage systems are sensitively upgraded to assist in 'future-proofing' will be important. Similarly, as the historic core has relatively few green spaces, ensuring these areas – and any opportunities for new public realm in parallel with new development – maximise opportunities for retention and storage of stormwater will be valuable in helping reduce pressure on the drainage network and the city's watercourses. In a city as archaeologically sensitive as York, there are naturally limits to the types of solutions that might be appropriate – but significant benefits could be realised through application of permeable surface treatments to existing streetscape and parking.

Connectivity

8.11 York owes much of its historical success to its connections by land and water to the rest of the region, the country and overseas. As a centre of academic excellence and innovation, the city is also well-connected at an intellectual level.

8.12 However, some of that connectivity comes at a price – in terms of the risks from the city's watercourses explored above, to high levels of road congestion and air pollution, arising from historic streets designed for pedestrian and horse-drawn traffic being clogged by machines designed for 21st century motorways. This has knock-on effects for the historic environment, in terms of impacts from air pollution on historic fabric, the change in character that vehicles and congestion creates and the barriers they can create to understanding and appreciation of assets and places. How can heritage help?

8.13 Taking a leaf from history's book may offer some routes to addressing the need to get people in and out of the city centre without using private cars. The River Ouse is a major, navigable waterway that links the city centre with the A1237/A64 ring-roads. While not the sole answer, 'park-and-sail' services – not unlike a scaled-down version of London's 'Thames Clipper' services operated for TfL and integrated with other forms of public transport – could provide a distinctive and more sustainable approach. While some of the city's bridges have relatively low 'air-draught', other major historic cities such as Amsterdam, Paris and Stockholm have similar issues and appropriate craft are available.

What help does heritage need?

8.14 While the historic environment will generally benefit from a reduction in urban traffic, the infrastructure required to facilitate smaller-scale, low/zero-carbon 'last mile' deliveries has the potential for impacts. Similarly, the development of 'Smart Place' and STEP (Smart Transport Evolution Programme) projects will require careful consideration of heritage assets and historic streetscape in delivery.

8.15 While there are significant opportunities arising from the – at least in theory – reduced need for parking, there may be some potential for conflict in re-using these spaces. For example, the Clifford's Tower/Castle Gateway carpark is particularly lucrative for the council, so any redevelopment to recoup lost revenues carries a potential risk both to the setting of assets and buried archaeology.

Figure 8.3: Aerial view of Clifford's Tower

What change might be required?

8.16 York is a dynamic city and has always evolved. Broadly, changes in terms of reducing and rationalising traffic should provide a win-win scenario for the historic environment.

8.17 There are clearly risks associated with any approach to adapting to climate change. However, the benefits associated with securing York's heritage and communities are likely to outweigh effects on upstream heritage assets. Indeed, this could present an opportunity for extensive research and enhanced understanding – but at the cost of the potential for physical harm.

Figure 8.4: Night-time traffic in York

Reducing traffic within the city is a major objective for City of York Council, benefitting people, businesses and heritage.

Innovation based on the past

8.18 As well as specialising in the understanding and conservation of the historic environment, the University of York and York St. John University also enjoy a growing reputation in technical innovation based around interpretation of the past. In addition to academic research and applications, there are numerous business opportunities that could benefit both local start-ups and the region more generally. This emerging industry could bring substantial growth to the local economy and should be encouraged.

How can heritage help?

8.19 The region's incomparable historic environment – coupled with the global reach of York and its higher education institutions – offers the ideal platform to test, refine and promote digital presentation and interpretation. It should be noted that this is not intended solely for the tourist market, but could play an important role in engaging local – and particularly young – people with their area's heritage in an accessible, digestible and visually arresting manner. It also has considerable potential to make places and assets that are hard to access come to life for people of all abilities. There are obvious benefits in terms of promoting the region's heritage to the tourism market, but the same core material can be re-used and reinterpreted at different levels of detail to engage the full suite of users – from the casual visitor to heritage professionals. These tools can also be used to influence potential investors and developers, helping to promote the heritage of the region as a critical part of its USP.

What help does heritage need?

8.20 In this context, heritage is a critical asset. However, there is considerable value in engaging widely to ensure that the stories and histories presented through these new media tell an appropriate range of the region's stories.

8.21 Historic buildings also potentially have a role to play in providing accommodation for spin-out and start-up companies derived from these technologies.

8.22 City of York Council is also applying a tech-based approach to policy decisions, through the use of a digital 'Better Decision Making' tool to aid officers in weighing the full range of social, economic and environmental issues. There is a key opportunity to ensure that robust evidence on the historic environment is incorporated in such tools to help conserve and enhance assets through all decisions – not just on planning applications.

What change might be required?

8.23 Broadly, as digital-focused approaches there should be relatively few direct changes to the historic environment as a consequence. However, the need for appropriate start-up space could provide either end or intermediate uses for historic buildings – or gap sites, such as the Spark York site in Piccadilly. Using repurposed shipping containers, a significant gap site has been transformed into a vibrant, mixed use urban quarter. Promoting this sort of innovation, particularly where sites have 'stalled' in the development process and otherwise could be a blight on neighbourhoods and environmental quality, is a valuable approach. Indeed, the lessons of the 2009 recession and thinking on temporary uses of gap sites offers valuable insights, given the current economic uncertainty. However, high land values in the city may act as a brake on this type of solution and innovative approaches will be required to unlock this opportunity.

Figure 8.5: Spark York

Figure 8.6: Use of virtual reality headsets in interpretation

Digital Creativity Labs at the University of York provided VR headsets to bring interpretation of Viking York to life

Case study: My Castle Gateway

What?

Launched in 2017, My Castle Gateway is a community planning, community heritage and engagement forum to help identify possible solutions for the Eye of York complex. The project is a development of traditional community consultation and engagement models in that it is a more extensive and more sustained piece of consultation, using walks, workshops, photography, social media and 'lots of post it notes'. The project is a subset of the bigger My Future York project.

Where?

The My Castle gateway project seeks collaborative solutions for York Castle Gateway, an area within the Central Historic Core Conservation Area, which includes Fossgate, Walmgate, Piccadilly, Foss Basin and Castle area and Eye of York. This is one of the most sensitive areas of York, comprising highly graded heritage assets, visitor attractions, public open space, residential and commercial space. The Eye of York is one of the most important spaces in York. Clifford's Tower is one of the most distinctive and memorable heritage places in York, but York Castle, of which it is part, is extremely hard to find. The space around Clifford's Tower, especially that between the Tower and Castle Museum has heavy public use as a gathering and entertainment space, but the whole area is diminished by the large car park on the north and west side of the Tower.

Heritage assets and outputs involved?

The project directly involves some of the most important assets in York, including:

- Clifford's Tower
- York Castle
- Castle Museum (The Women's Prison, the Debtors' and Felons' Prison)
- The Court House

The area is located within the Central Historic Core Conservation Area and the Area of Archaeological Importance (AAI).

The Eye of York is important public open space, and represents an area of the City from which people were largely excluded (as it was a prison and military prison), but demolished in the early 1930s. The Eye is a gathering place for political demonstrations (it is used as a starting or end point for demonstrations and marches) and entertainment (there are annual fairs, parts of the Viking Festival are staged there, a skating rink in winter and many years ago – but fondly remembered - public fireworks events). The basis for the opposition to the several development proposals rests on the fact that people in York feel that this space is theirs, could be more than just development space and could be something really beneficial in making York a better place to live, work in and visit.

The use of the space at the Eye of York has been a matter of considerable debate for many years in York, with several proposed development solutions fiercely criticised by York residents. With the continued failure to discover a solution through established planning and development practice, City of York Council adopted a different approach, but one based on extensive public consultation.

Processes and partners

The My Castle Gateway team is drawn from City of York Council's planning and regeneration services, while the consultation and engagement project was created by Dr Helen Graham from the University of Leeds. An advisory group comprises: City of York Council, English Heritage, the Environment Agency, Historic England, Make It York, York Archaeological Trust, York BID, York Conservation Trust, York Civic Trust, and York Museums Trust.

The engagement programme is open to all and has involved a wide range of public and online approaches to stimulating feedback.

Lessons

The success of extensive and intensive public consultation is an important lesson to learn from this case study. A considerable part of the success was based on the Statement of Significance of the Eye of York prepared by the Historic England Yorkshire team. This statement and the discussion about how it was created provided the basis for the continuing dialogue about the values attached to the place, and this made it easier for the discussion groups to focus on acceptable uses.

The conclusion of the development phase of the conversation is a nested scheme of projects in which each element is a solution for each step of the project: in order to remove the car park a new car park has to be constructed – the cost of the new car park is to be met by the development of a residential block on the Castle Mills site – once construction of the new car park is commenced, the existing car park can be closed and the infrastructure removed. Now that this process is underway, My Castle Gateway can produce the Open Brief for the design solution in the Eye of York.

People, places and productivity

Adding and expanding value

8.24 York's history and historic environment already makes a major contribution to its economy in terms of visitor attractions, interpretation and the allied hospitality industry.

8.25 The key opportunity for the city is potentially using its centre of gravity as a visitor and economic hub to channel visitors out into the wider region – using York's place at the centre of regional history to engage and inspire people to get out and explore.

Supporting and developing skills

8.26 To contribute to good growth, a range of skills and experience is necessary to support key sectors:

- The University of York is a key training centre for historic environment professionals, and the extensive and varied heritage of the region offers innumerable opportunities for research, engagement and practical experience. There is potentially an important role for the University, working with the LEP and other stakeholders, to engage positively with the region's heritage and provide advice, support and opportunities for student placements to assist communities and businesses in making the most of their assets.
- Growing the potential market and applications for digital interpretation of the region's history and historic environment – through the innovative technologies and approaches developed in the city's universities – is of potentially national importance. There may be a case for strategic investment in 'incubator' or start-up businesses to both develop and retain talent and value locally, and maximise the region's digital presence – bringing to life the key narratives that are likely to maximise understanding and engagement.
- There may be justification for the LEP and partners to explore/pilot a digital interpretation project for an aspect of the region's internationally important, but potentially under-appreciated, heritage assets (e.g. the great monastic houses or the uplands' industrial heritage).
- A skills audit across the city's heritage-related businesses may be helpful in identifying gaps, targeting training or seeking to link opportunities with likely applicants.

Priorities for action

8.27 The following represent some of the actions that could usefully be taken forward by regional partners:

- **Understanding**:
  - Work with regional partners to understand the technical feasibility, costs and benefits for improved zero/low carbon transport infrastructure into York.
  - Work with the Environment Agency and other key partners to understand the need for, and impacts of likely scenarios for climate change and the necessary flood management responses – to enable positive planning for the historic environment.
  - Work with City of York Council to understand the current area of car parking within the city, aspirational levels of reduction and potential uses to which sites could be put – and the implications for the historic environment, which could be built in to development briefs, masterplans etc.
- **Capacity-building and engagement**:
  - Consider convening/sponsoring a seminar or conference to bring together the leaders in digital heritage interpretation to share and develop ideas on the potential of the approach in promoting the region.
  - Engage with key partners and stakeholders to understand the issues and opportunities for heritage, community and cultural activation presented by low/zero-car neighbourhoods.
- **Delivery**:
  - Working with key partners, develop a high-level 'stalled sites' strategy for key development/gap sites in historic settings, to help deliver positive intermediate uses that maximise economic and heritage benefits.
  - Work with partners to ensure that historic environment information and advice is built into decision support tools across public services.

Chapter 9
Conclusions and recommendations

The historic environment has a critically important role to play in making life better for the region's people and contributing to more resilient places and economies.

We need to think and act in new ways to capture the benefits of our rich and varied cultural heritage. Success depends on innovation, collaboration and energy.

9.1 As we have seen, the historic environment of York, North Yorkshire and the East Riding is unparalleled in its diversity. That local and sub-regional distinctiveness is a major strength – but also reinforces the need for locally-specific and focused approaches. A one size fits all approach will not work in this context.

9.2 In the previous thematic chapters, a series of priorities for action have been identified, and are tabulated below. The following section pulls together the conclusions emerging from a synthetic view of these actions and proposes a series of overarching recommendations that could be taken forward to:

- Improve understanding of the area's historic environment and the value it adds;
- Build and secure the necessary partnerships to unlock the potential of heritage assets and historic places; and
- Deliver strategic interventions to steer investment, demonstrate leadership and build momentum.

Area-wide conclusions and recommendations

9.3 This section focuses on the overarching issues and processes affecting the area, and sets out high-level recommendations that are likely to apply across the area.

1. **Facilitating economic evolution**: decentralisation of service industries is a major opportunity for people to choose where they live and work – but evidence and a dynamic plan is required to understand and steer businesses and people to locations with suitable connectivity, appropriate housing stock and capacity for economic activity.
   To be a success, there needs to be a breadth of economic development that supports and reinforces the value added by professional services – most notably in relation to the arts, culture and food-related business that have the potential to create vibrant, attractive and sustainable places to live and work.
   - **Recommendation 1.1**: work with partners and stakeholders to develop evidence on the capacity of historic towns across the area to accommodate change necessary to support economic diversification and development.
     This could usefully quantify the type and location of historic buildings with the potential for conversion to support 'anchor' development, identify strategic opportunities for intervention and set out the sensitivity of towns' historic environment and character to the suite of changes necessary to support delivery of key aspirations.
   - **Recommendation 1.2**: develop a strategy and action plan to steer investment in infrastructure, business and cultural hubs and supporting housing and service industries to locations with the greatest capacity .
   - **Recommendation 1.3**: promote examples of good practice in the adaptation of historic buildings for business, cultural and community uses to provide inspiration and practical guidance for property owners and potential buyers/tenants.
   - **Recommendation 1.4**: undertake a 'shopfront census' to understand the extent of vacancies/under-utilisation to identify high streets at risk of loss of vitality and viability – and those with the potential for positive re-use for residential, business and cultural uses.
   - **Recommendation 1.5**: undertake a skills audit and gap analysis for key heritage-related skills, including: conservation and traditional building skills; arboriculture and forestry; heritage management, interpretation and education
2. **Distinctiveness is key**: just as the historic places of the area have a distinct character, the 'new high street economy' of those places must reflect that. Not every market town can have an identikit assemblage of start-ups, artisan food producers and cultural venues. There needs to be strong partnership working between towns and businesses to ensure that they develop a complementary offer, both in managing competition so that enterprises can get off the ground, and also to enable intelligent, targeted marketing – drawing on the heritage and culture of the place – to attract and retain visitors and investment.
   - **Recommendation 2.1**: building on the 21st Century Towns report recommendations, ensure that 'Town Futures Teams' have a strong understanding of the heritage and potential of their historic places to enable optimisation of the potential contribution to development and regeneration.
   - **Recommendation 2.2**: encourage the development of 'brand identities' for the area's historic places – defining key characteristics to inform promotion and underpin development and regeneration.
   - **Recommendation 2.3**: research indicates that high quality experiences, in support of a strong offer, is an important element of towns' success. The historic character of our places is an important element of that experience, and none more so than the public realm.
     Working with local authorities and other partners, identify which settlements would benefit from reworking of the public realm to create more accessible, welcoming and people-friendly environments to support business and cultural development.
   - **Recommendation 2.4**: arts and culture-related development have significant potential to contribute to the life, vitality and viability of our towns. Working with partners, develop a cultural and audience development strategy to aid targeting of investment and engagement.
     [Links to R.3.5]
3. **Heritage needs help**: for all its richness and significance, some of the area's historic environment is underappreciated – partly because there is so much of it, and the internationally important 'honeypot' assets can obscure the value and potential of the rest.
   Improved evidence and promotion of the full suite of the area's historic environment, its benefits and potential are

required to engage stakeholders and investors, and inform creative responses.
For historic town centres and high streets, patterns of decline in traditional retailing have been exacerbated by the Covid pandemic – but this has also highlighted the level of untapped opportunity for reimagining what these places could be.

- **Recommendation 3.1**: work with partners to develop evidence on the benefits delivered to the area by the historic environment, including ecosystem services, economic value added and the value placed on assets by communities, to aid in making the political and business case for action and investment.
- **Recommendation 3.2**: using area/regionally-specific evidence (e.g. collected under R1.1), identify priority 'anchor' projects for key settlements and work with partners and stakeholders to secure funding and delivery partners.
- **Recommendation 3.3**: work with partners to develop thematic marketing to promote the benefits of heritage in strengthening place brands across the region.
- **Recommendation 3.4**: work with local authority partners to understand skills and staffing capacity in historic environment specialisms to understand the extent to which this may represent a barrier to delivery of heritage-led aspirations – in addition to a risk for authorities and partners.

4. **Thinking differently**: Given the pressures acting on local communities, economies and the historic environment, standing still is not an option.
Stakeholders, investors and regulators need to think more expansively about the potential of assets and places – drawing on their history and physical characteristics rather than necessarily what assets were or 'should be'.
The evolution of high streets to a stronger mixed-use model will require difficult decisions – but a proactive strategic approach, guided by a strong understanding of the significance and potential of assets can be effective. This is less about attempting to arrest macro-scale social and economic processes at the local level, and more about helping sustainable alternative uses to develop appropriately.
Whatever approach is taken will require extensive engagement and careful communication with communities to bring them along and retain and enhance their sense of identity.
   - **Recommendation 4.1**: building on the recommendations of the 21st Century Towns report, ensure that visions and action programmes developed by Town Futures Teams has direct input from historic environment specialists to optimise opportunities to restore assets and add value to proposals.
   This process should also prioritise understanding what local people value about their historic environment and their aspirations for it.
   - **Recommendation 4.2**: work with partners to promote the sustainability and carbon management benefits of retaining and adapting heritage assets, from buildings to landscapes, as part of the LEP's wider ambitious climate change agenda.

Thematic recommendations

9.4 The 'priorities for action' noted under each theme are collated as Table 9.1 below.

9.5 It is anticipated that these will form the basis of engagement with stakeholders to prioritise and agree ownership of actions to move forward towards delivery.

Next steps

9.6 It is anticipated that a steering group, drawn from the project and other regional partners will be assembled to guide strategy and drive delivery.

9.7 This will be crucial in identifying and targeting funding streams, ensuring that investment unlocks multiple benefits, and in providing effective advocacy for the historic environment through the place agenda.

9.8 There is considerable potential to build on this work to create a springboard for greater understanding and appreciation of the region's historic environment in economic development decision-making and ensuring that priorities are reflected in plans and delivery actions.

Table 9.1: Collated priorities for action

	Understanding	Capacity-building and engagement	Delivery
Market towns	Research into the economic impacts of Covid-related behaviour change in the region, and its implications for heritage and tourism-related business	Strategic engagement and planning to expand the regional cycle network to facilitate active travel making use of / restoring historic links	Work with partners to identify and deliver a strategic network of 'enterprise centres' / 'hubs' for small business incubation, home-worker touchdown space and flexible meeting space
	Research into the proportion of historic buildings in the region that could support adaptation to, or close to, 'Lifetime Homes' standard	Gathering knowledge, experience and examples of good practice in reusing historic buildings for business use	Work with existing businesses to develop integrated, strategic marketing drawing on the strengths, distinctiveness and heritage of the region's market towns
	Work with key local businesses to understand their supply chains and delivery patterns and the potential for cooperation in logistics and developing sustainable 'last mile' solutions	Work closely with local business to promote a stronger understanding and appreciation of their historic properties, and the value added by the historic environment for businesses	Work with local authorities and local communities to conserve and enhance the public realm of key market town centres, where this is currently a barrier to economic growth and development
Coastal towns	Research into the prevalence of under-used heritage assets with the potential for re-use by anticipated key sectors for diversification, to understand costs, benefits, issues and opportunities. Ensuring the scale of the current and projected market is well understood needs to be a priority to ensure the viability of existing assets (e.g. Woodend Creative) is not threatened. [As part of area-wide Recommendation 1.1]	Strategic promotion of diverse coastal heritage and the opportunities for high quality, unique experiences – drawing together cultural and natural heritage with food tourism offer	Supporting the delivery of expanded and integrated cycling networks, optimising use of historic railway infrastructure
	Skills audit and gap analysis for key heritage skills to enable linking of training providers with jobseekers [As part of area-wide recommendation R1.5]	Engagement with the maritime sector to promote integrated working with landward attractions, and the opportunity for marine transport to address onshore gaps	Supporting the identification of public and community assets that could support conversion to diversified uses, as part of strategic approach to developing start-up and co-working spaces
	Understand the feasibility of increased timetable / additional rolling stock on the NYM Railway to supplement national rail capacity and close gaps in sustainable transport provision	Work with maritime businesses to aid greater understanding and appreciation of the transferrable skills already held in the sector that could supplement incomes and diversify existing businesses through heritage-led expansion	Support the delivery of a coastal and maritime heritage strategy for North Yorkshire and the East Riding of Yorkshire

	Understand the potential for renewables companies, both those looking to establish facilities in the region/offshore, and those with existing installed capacity, to support enhanced understanding of offshore heritage through access to and synthesis of research and assessments undertaken through the planning process (e.g. through their CSR, community benefit and outreach programmes)	Consider the development of a strategy for maritime heritage in the region, ideally building on Hull's recent success in securing National Heritage Lottery funding for the 'Hull: Yorkshire's Maritime City' regeneration project	Foster stronger links between training providers for key sectors (maritime, catering, heritage interpretation and museums) and schools and careers services
Lowland agricultural landscapes	Research, applying the National Farmsteads Character Statements, and the preliminary character statement for Yorkshire, to inform an audit of redundant and under-used historic agricultural buildings with potential for re-use for diversification purposes. [Potentially as part of area-wide recommendation R.1.1 – but could be undertaken at individual estate or geographical area basis.] Skills audit and gap analysis for land management specialisms interacting with the historic environment, notably traditional buildings maintenance, arboriculture/forestry, hedge-laying, and dry-stone walling. [As part of area-wide recommendation R 1.5] Research into the agricultural potential of the region under current climate change projections to understand the areas that may experience intensification – with knock-on effects on the historic environment Explore the potential for application of low- and no-till agricultural systems in the predominantly arable areas of the region, to understand the costs/benefits to farmers and the region's archaeological assets Work with partners and stakeholders to understand the needs of the distribution and logistics industries, and the additional capacity required to support non-HGV 'last mile' delivery solutions for businesses Work with key stakeholders in the agricultural sector to understand the challenges and opportunities presented by heritage-led diversification	Engage with government to encourage the development of appropriate options in rural support programmes to fund land managers to conserve and enhance heritage assets in their care Developing good practice case studies and approaches to business planning for historic environment-led diversification	Work with local authority partners to ensure that local policy frameworks are supportive of sustainable re-use of heritage assets in delivering diversification In line with the planning white paper, explore the potential for spatially-specific design codes for conversions of historic farm buildings
Estate landscapes	Research into the prevalence of under-used heritage assets in estate ownership and management with the potential for re-use by anticipated key sectors for diversification, to understand costs, benefits, issues and opportunities. [Potentially as part of area-wide recommendation R.1.1 – but could be undertaken at individual estate or geographical area basis.]	Support for land agents in understanding the potential value of heritage assets for rural regeneration, diversification and tourism-related business	Work with local authority partners to ensure that local policy frameworks are supportive of sustainable re-use of heritage assets in delivering diversification

	Identifying rural areas with or due to receive high-speed broadband connectivity to help target engagement with estates and land managers regarding sustainable re-purposing of heritage assets Understanding the area of estate woodland, species mix and broad age structure to help define the scale of the short, medium and long-term challenges and opportunities created by the need to enhance management and build in climate resilience Explore the potential for application of low- and no-till agricultural systems in the predominantly arable areas of the region, to understand the costs/benefits to farmers and the region's archaeological assets	Engage with government to encourage the development of appropriate options in CSS successor programmes to fund land managers to conserve and enhance heritage assets in their care Work with land and woodland managers to promote positive management of estate woodlands to deliver multiple benefits (historic environment, landscape, biodiversity and income) Developing good practice case studies and approaches to business planning for historic environment-led diversification	In line with the planning white paper, explore the potential for spatially-specific design codes for conversions of estate buildings Work with partners to identify strategic opportunities for rural business hubs
The Uplands	Work with partners to understand the potential for small and community-scale renewables to enable proactive planning for their development in appropriate locations, to support management and re-use of heritage assets Work with natural heritage and land management partners to understand the appetite for and potential foci of 're-wilding' and nature-based solutions projects in the region, to ensure that the historic dimension of target landscapes and key heritage assets are appropriately considered Work with partners to understand the costs and benefits to developing landscape-scale strategies for the uplands' historic environment to assist in positively managing the responses to intersecting threats and opportunities, and unlocking economic growth Work with local authorities and public transport providers to understand the costs and benefits to lower carbon solutions serving upland communities – to enable car-free tourism and reduce local people's reliance on private cars	Engage with land agents to promote the value of and opportunities presented by historic estate and farm buildings, and the approaches available to conserve their significance and add economic value	Work with partners to develop integrated marketing and promotion of the uplands' heritage, based around key narratives Work with partners to identify opportunities for architectural competitions to raise the profile and quality of responses to conversion of historic buildings in support of diversification Work with local authorities to understand the need for and opportunities to deliver EV charging solutions in a sensitive manner
York	Work with regional partners to understand the technical feasibility, costs and benefits for improved zero/low carbon transport infrastructure into York Work with the Environment Agency and other key partners to understand the need for, and impacts of likely scenarios for climate change and the	Consider convening/sponsoring a seminar or conference to bring together the leaders in digital heritage interpretation to share and develop ideas on the potential of the approach in promoting the region Engage with key partners and stakeholders to understand the issues and opportunities for heritage, community and cultural activation presented by low/zero-car neighbourhoods	Working with key partners, develop a high-level 'stalled sites' strategy for key development/gap sites in historic settings, to help deliver positive intermediate uses that maximise economic and heritage benefits Work with partners to ensure that historic environment information and advice is built in

	necessary flood management responses – to enable positive planning for the historic environment Work with the City of York Council to understand the current area of car parking within the city, aspirational levels of reduction and potential uses to which sites could be put – and the implications for the historic environment, which could be built in to development briefs, masterplans etc.		to decision support tools across public services