

Sustainability Appraisal and Strategic Environmental Assessment

Historic England Advice Note 8



Summary

This Historic England Advice Note supersedes previous advice issued on this subject in 2013. It seeks to provide advice on historic environment considerations as part of the Sustainability Appraisal/Strategic Environmental Assessment process. This document is aimed at all relevant local planning authorities, neighbourhood groups, developers, consultants, landowners and other interested parties.

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Introduction

The purpose of this Historic England advice note is to support all those involved in assessing the effects of certain plans on the historic environment. It offers advice on heritage considerations during the Sustainability Appraisal and Strategic Environmental Assessment process, and on implementing historic environment legislation, the relevant policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG) as well as the Marine Policy Statement.

In addition to these documents, this advice should be read in conjunction with the relevant **Good Practice Advice in Planning and Historic England Advice Notes**. Alternative approaches may be equally acceptable, provided they are demonstrably compliant with legislation and national policy objectives. This Advice Note supersedes our 2013 publication on this subject, and reflects our experience and engagement with responsible authorities preparing Local, Neighbourhood and Marine Plans and their potential effects on the historic environment.

Sustainability Appraisal, Strategic Environmental Assessment and the historic environment

Sustainability Appraisal (SA) is a mechanism to assess the extent to which the emerging plan in question will promote sustainable development (economic, environmental and social objectives): Strategic Environmental Assessment (SEA) is an assessment of the impact of certain plans and programmes may have on the environment.

SEA stems from the **Strategic Environmental Assessment Directive**, a European Union requirement that seeks to ensure that environmental considerations are part of the process of preparing certain plans and programmes. It identifies cultural heritage (including architectural and archaeological heritage) as an issue to be considered when undertaking an SEA.

Separately, a Sustainability Appraisal of every Local Plan is required by the Planning & Compulsory Purchase Act 2004. Its role is to apply a holistic assessment of the likely effects of the emerging plan by testing its potential impacts on economic, social and environmental outcomes. It also incorporates the requirements of the SEA Directive and therefore requires an assessment of the likely effects on the historic environment. Marine Plans must also be subject to an SA exercise in their preparation under the requirements of the Marine and Coastal Access Act 2009.

SEA is a narrower process, in that it only considers environmental impacts. In certain circumstances, it can be required in isolation from SA. This is usually relating to emerging plans that have not been through the SA assessment process and that may have significant effects on the environment. This could include neighbourhood plans, world heritage site management plans, marine plans or supplementary planning documents. The requirements of SEA are broadly similar to SA (see stages set out below), although the screening exercise to determine whether an SEA is necessary is not applicable to SA (which is mandatory for all Local Plans).

Current **Planning Practice Guidance** advises that SA/SEA is generally comprised of the following stages:

Stage 1 – ScreeningTo determine if a plan or programme requires an SEA	SEA only	
 Stage 2 – Scoping To decide on the scope and level of detail and to develop assessment framework 		
 Stage 3 - Developing plan options, refining alternatives and assessing likely effects To test plan objectives against SEA framework Develop reasonable alternatives Evaluate likely effects Mitigation and monitoring 	SA and SEA	
Stage 4 – Undertaking the assessment	- Undertaking the assessment	
Stage 5 – Publication, consultation and adoption		
Stage 6 – Monitoring		

Stage 1 – Screening (SEA only)

1.1 Screening is the process of determining whether or not SEA is required for a particular plan – in historic environment terms, this is likely to relate to neighbourhood plans, supplementary planning documents or in certain circumstances world heritage site management plans. The SEA process also covers programmes such as national transport proposals and offshore energy.

1.2 Whether a plan requires an SEA will depend on the existing character of the area, including the local historic environment, and the likely environmental effects of the plan or programme. Schedule 1 of the SEA Regulations contains criteria for determining this. The responsible authority (ie the body preparing the plan) should forward its screening opinion to the three statutory consultation bodies - the Environment Agency, Historic England and Natural England. The views of all three statutory bodies must be taken into account before the decision on the need for SEA is taken.

1.3 On the basis of the screening opinion provided by the responsible authority, Historic England will be able to advise whether the emerging plan or programme is likely to have significant effects on the historic environment. Historic England aims to respond within 21 days of the date of receipt to such requests – see https://historicengland.org.uk/services-skills/ our-planning-services/charter/.

1.4 Determining precisely what constitutes 'likely significant effects' on the historic environment will need to be considered on its merits – depending on a variety of factors ie what are the

objectives of the plan or programme in question, the nature of the local historic environment and how the two will relate. For example, where a plan is allocating land for particular uses or otherwise setting a framework for the allocation or development of land, and where heritage assets are in the vicinity or likely to be present, then some sort of impact is likely. Understanding what the impact is on the significance of the heritage asset, together with any potential mitigation of that impact will assist in coming to a conclusion as to whether it is 'likely' to have a 'significant effect' on the historic environment.

1.5 To help inform Historic England's response to a screening consultation, it is helpful if the consultation documentation includes

- A brief outline of the document subject to screening
- A map of the area (if appropriate)
- A screening statement using the Criteria in Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations to clearly justify the local authority's screening decision
- Information on cultural heritage (ie designated and non-designated heritage assets
- Brief description of both positive and negative impacts

1.6 Consideration of the historic environment at the screening stage should also include the potential for likely significant effects on non-designated heritage assets, including archaeological remains. A review of the National Heritage List for England and the local Historic Environment Record (HER) should form part of this consideration.

1.7 Where it is determined by the responsible authority that significant environmental effects are unlikely and SEA is not required, it must prepare a statement setting out why it has reached this decision. A copy of this should be sent to Historic England within 28 days.

Neighbourhood Plans

1.8 Whether SEA is required for a Neighbourhood Plan will depend on what is proposed in the plan and the environmental sensitivity of the area in question. In relation to the historic environment, the most likely impacts are from site allocations for development that would affect heritage assets. This might be sites that contain an asset on the National Heritage List for England, a local list or those that affect the setting of such assets. Whether the effects of the plan are significant or not will depend on the heritage interest ('significance') of the assets affected and the relationship of the site allocation to the asset(s).

1.9 Advice on the historic environment and Neighbourhood Planning can be found on the **Historic England website**. This further highlights the important role of the local authority HER, the benefits of consulting local authority heritage specialists (both the local authority conservation officer and local authority archaeological advisory service) at an early stage in the process and explains the statutory function of Historic England within the Neighbourhood Planning process.

World Heritage Site management plans

1.10 World Heritage Sites are designated for their 'outstanding universal value' (OUV) Each UK World Heritage Site has a management plan which contains both long term and day to day actions to protect, conserve and present the Site. One of the objectives of these plans is to specify how the OUV of the site will be maintained. In certain circumstances, it is possible that the emerging management plan may set out policies to protect the OUV that will be akin to development management policies more usually found in local plan documents. Where this is the case, the responsible authority will consult Historic England as to the likely effects of the plan before deciding whether SEA is required.

Supplementary planning documents

1.11 Supplementary planning documents (SPDs) are unlikely to require SEA as they should expand on development plan policies that have already been subject to a full Sustainability Appraisal via the Local Plan process. However, if an SPD is considered likely to have significant environmental effects which have not previously been assessed, then SEA may need to be undertaken.

Stage 2 – Scoping

2.1 The scoping stage is intended to set the context against which the likely effects of the plan in question can be measured. To do this, it is necessary to identify the scope and level of detail of information to be included in the final SA or SEA report. This should be proportionate to the type, purpose and level of plan under consideration.

2.2 The intention is to identify the key characteristics of the area in question, other initiatives likely to be having local impacts and to develop a mechanism to be able to forecast the likely effects of the plan, together with information relating to the current situation in order to assess this. A scoping report usually therefore :

- Identifies other relevant policies, plans and programmes and sustainability objectives – this may include various pieces of legislation or international conventions depending on the location in question
- Collects baseline information to establish current situation
- Identifies sustainability issues and problems, including threats and opportunities for the historic environment
- Develops the assessment framework
- Consults the statutory consultation bodies (Environment Agency, Historic England and Natural England) on the scope of the report

These are addressed in turn below.

Review of relevant plans, programmes and policies

2.3 The review of related plans, programmes and policies will vary depending on the specific circumstances and the type of plan being assessed in order to be proportionate. Those with content or sections potentially relevant to the historic environment include:

International/European

- UNESCO World Heritage Convention
- European Landscape Convention
- The Convention for the Protection of the Architectural Heritage of Europe
- The European Convention on the Protection of Archaeological Heritage

National

- Planning (Listed Buildings & Conservation Areas) Act 1990
- Ancient Monuments & Archaeological Areas Act 1979
- Marine and Coastal Access Act 2009
- National Planning Policy Framework
- National Policy Statements

Local

- Local Plans
- Marine Plans
- National Park/AONB Management Plans
- Heritage/Conservation Strategies
- Other Strategies (e.g. cultural or tourism)
- Conservation Area Character Appraisals and Management Plans
- WHS Management Plans

Baseline information

2.4 The establishment of a robust and comprehensive baseline will assist in demonstrating a proportionate evidence base for the plan in question, as well as help to strengthen its case for soundness when subject to examination. Baseline information that describes the current and future likely condition of the historic environment in terms of its significance, sensitivity and capacity to accommodate change can also help identify areas of particular sensitivity to development, sustainability issues, predict and monitor likely effects and in identifying alternative solutions. Good Practice Advice note 1 contains advice on relevant sources of evidence.

2.5 Evidence gathering is a central part of local, marine and neighbourhood plan preparation and formulation, and assembling information on the historic environment for an SEA/SA should not normally entail additional work. Where Councils do not currently have a sound evidence base available relevant to future challenges and opportunities, they may need to consider augmenting this so that the SEA assists the smooth progress of the plan. In assessing the likely effects of the plan and analysing baseline information, there may also be a need to look at this in relation to a wider geographic area and across administrative boundaries. This may be in relation to traffic generation or setting issues, the duty to cooperate for local planning authorities or neighbouring state administrations in the case of marine plans.

Identifying sustainability issues and problems

2.6 Consideration of the current condition of heritage assets and any related observable trends can help in drawing conclusions as to the likely environmental trajectory without the plan and how this might change should it be adopted. Additionally, analysis of a range of baseline information appropriate to the type and level of plan can help identify sustainability issues relating to the historic environment. These might include:

- Heritage assets at risk from neglect, decay, or development pressures;
- Areas where there is a threat or likelihood of further significant loss or erosion of landscape/seascape/townscape character or quality, or where development has had or potentially may have significant impact (direct and or indirect) upon the historic environment and/or people's enjoyment of it
- Traffic congestion, air quality, noise pollution and other problems affecting the historic environment
- Conserving and enhancing designated and non-designated heritage assets and the contribution made by their settings

2.7 Conversely, there may be some opportunities for the historic environment revealed by the process, such as

 Delivering heritage-led regeneration and supporting the vitality and viability of town centres

- Developing a stronger sense of place and local distinctiveness by informing design
- Promoting the innovative reuse of the existing building stock and addressing heritage at risk
- Promoting heritage based tourism
- Achieving appropriate climate change resilience
- Improving awareness, involvement, and understanding of the historic environment
- Encouraging traditional building and craft skills development and using the historic environment as an educational resource

Developing the SA/SEA framework

2.8 The appraisal framework is the method by which the likely effects of the plan on the local area are assessed and measured. It does this through setting out the objectives of the SA/SEA assessment, together with the decision-making criteria and indicators (see paragraphs 2.12 to 2.17) to be used to assess the degree to which the plan is likely to achieve these. In developing the framework, appropriate heritage expertise is valuable in ensuring that the application of the framework to the historic environment is most effective.

2.9 The inter-relationship between the historic environment and other areas to be tested by the framework can be reflected in the objectives. Sustainable development (the over-arching principle of the NPPF and the UK MPS) requires an integrated approach and therefore where the historic environment clearly underpins the character, economy or cultural resource of a place, it may warrant inclusion in other objectives such as regeneration, tourism, access to services, quality of life, landscape and townscape. This can be particularly true where there are areas of interrelationship, for example between the historic environment and economic development. 2.10 Additionally, a separate and specific objective relating to the historic environment may help avoid the masking of adverse impacts through blending several topics together in one objective (e.g. historic environment and landscape).

2.11 The objectives of the SA/SEA assessment are not fixed by the EU Directive, and are often derived from environmental protection objectives identified in other plans and programmes or from the review of baseline information. The responsible authority can adapt these to take account of local circumstances. Recognising that the number of objectives needs to be manageable, the list below represents a selection where consideration of the historic environment may improve the effectiveness of the framework:

Environmental Objectives

- Protect, enhance and manage the character and appearance of landscapes/seascapes/townscapes, maintaining and strengthening local distinctiveness and sense of place
- Protect, manage and improve local environmental quality
- Achieve high quality sustainable design for buildings, spaces and the public realm

Social Objectives

- Improve and broaden access to the local historic environment
- Provide better opportunities for people to understand local heritage and participate in cultural and leisure activities

Economic Objectives

 Foster heritage-led regeneration and address heritage at risk

- Optimise the use of previously developed land, buildings and existing infrastructure
- Promote heritage-led sustainable tourism
- Support the sustainable use of historic farmsteads

Decision-making criteria

2.12 The criteria for decision-making will be related to the type and level of plan or programme under consideration, as well as the characteristics and environmental sensitivity of the area in question. Tailoring each SA/SEA in this way will help ensure that key heritage issues are incorporated in the framework and that likely effects on the historic environment are properly assessed. Examples of appropriate criteria include

- Environmental: will the policy or proposal
 - Conserve and/or enhance heritage assets, their setting and the wider historic environment?
 - Contribute to the better management of heritage assets and tackle heritage at risk?
 - Improve the quality and condition of the historic environment?
 - Respect, maintain and strengthen local character and distinctiveness?
 - Promote high quality design?
 - Integrate climate change mitigation and adaptation measures into the historic environment sensitively?
 - Alter the hydrological conditions of water-dependent heritage assets, including organic remains?

- Social: will the policy or proposal
 - Increase the social benefit (e.g. education, participation, citizenship, health and well-being) derived from the historic environment?
 - Improve the satisfaction of people with their neighbourhoods as places to live?
 - Engage communities in identifying culturally important features and areas?
 - Provide for increased access to and enjoyment of the historic environment?
 - Provide for increased understanding and interpretation of the historic environment?
 - Provide new leisure, recreational, or cultural activities?
 - Support and widen community uses through shared facilities?
- Economic: will the policy or proposal
 - Increase the economic benefit derived from the historic environment?
 - Promote heritage-led regeneration?
 - Lead to the repair and adaptive re-use of a heritage asset and encourage high quality design?
 - Make the best use of existing buildings and physical infrastructure?
 - Promote heritage based sustainable tourism?
 - Ensure that repair and maintenance is sympathetic to local character?
 - Help to reduce the number of vacant buildings through adaptive re-use?

Indicators and monitoring

2.13 The selection of indicators for the historic environment may vary at different stages of the assessment process. State of the environment or contextual indicators are most likely to be useful in informing the baseline analysis. The datasets included in Heritage Counts may be useful in looking at the comparative range, importance and condition of heritage assets and identifying possible objectives, trends and targets. A simple list of the number of designated heritage assets is unlikely to produce the most helpful baseline analysis.

2.14 For the later assessment or monitoring of the significant effects of a plan, indicators which will clearly demonstrate the impact(s) of the plan on the historic environment are more likely to be useful in giving an accurate picture of the potential impacts. Factors to bear in mind include ensuring

- the indicators clearly relate to the appraisal process, such as the accompanying objectives/ sub-objectives (decisionmaking criteria), the baseline for the historic environment, and any identified effects and proposed mitigation measures
- the indicators are appropriate and relevant to the scale of the plan under consideration
- the indicators address positive and negative effects
- consideration is given to cumulative, secondary and combined effects;
- use is made of both qualitative and quantitative data
- the indicators are kept under review as new data sets become available and or new issues are identified
- accompanying targets are included

2.15 Selecting indicators which are directly linked to SEA/SA objectives is a complex process but a robust monitoring framework for the historic environment must be included to meet the requirements of SEA/SA in terms of

- identifying any unforeseen adverse effects of implementing the plan and enabling appropriate remedial action to be taken
- testing the accuracy of predictions made in the appraisal and improving future practice;
- determining whether the plan is contributing to the achievement of the desired objectives and targets for the historic environment
- checking the delivery and performance of mitigation measures

2.16 SA/SEA is the principal tool for monitoring the effects of the plan in operation. Monitoring is intended to identify unforeseen adverse effects and enable appropriate remedial action as regards the plan's implementation. For identified significant effects on the historic environment consideration could also be given to identifying:

- the criteria or thresholds for remedial action;
- the type of remedial actions that could be taken, for example reviewing the relevant policy or implementing additional mitigation measures; and
- the responsibility for taking the action.

2.17 Responsible authorities are required to consult the statutory consultation bodies (including Historic England) on the proposed scope and level of detail of the SEA.

Stage 3 – Developing plan options, refining alternatives and assessing likely effects

3.1 At this stage, it is for the responsible authority to confirm the scope of the SA/SEA report, together with what level of detail to present, the options within the plan itself and the alternatives that will be considered. Consideration of the effects on cultural heritage of these options and alternatives will help ensure that it fully complies with the EU SEA Directive and achieves a rounded assessment of the likely environmental impacts.

Evaluating potential significant effects

3.2 The over-arching principle when assessing the plan and reasonable alternatives will be the extent to which they give rise to adverse environmental impacts, including those on the historic environment (NPPF, para 15; UK MPS para 2.6.6.3). Where such adverse impacts cannot be avoided, mitigation measures can be considered to minimise the impacts.

3.3 Identification and prediction of significant effects (both positive and negative) on the historic environment may involve

 Loss of, or damage to, any heritage asset and/or its setting.

- Conservation and enhancement of any heritage asset.
- Loss, or erosion, of the historic character of the landscape/seascape/townscape;
- Impact on the 'at risk' status of assets, as well as level of risk to the wider historic environment.
- Impacts in the wider area, outside the plan area (eg, traffic generation, setting issues).
- Cumulative, secondary or synergistic impacts on heritage assets and places. These can occur in different ways
 - Cumulative where individually minor impacts can accumulate to have significant effects;
 - Synergistic where separate minor impacts interact to produce a total effect greater than the sum of the individual effects;
 - Secondary or indirect where effects are not a direct result of the plan, but occur away from the original effect as a result of its impact(s).

- The accumulation of effects on different, but related environmental assets, including natural and landscape/seascape/townscape assets.
- Identified baseline trends may be relevant, eg, to avoid contributing to further deterioration of an already adverse trend.

3.4 Clarity in assessing impacts specifically on the historic environment is helpful in understanding their relationship to the wider environmental assessment. For example, where scoring techniques are used, adding scores together can mask highly adverse impacts through conflation with less adverse ones. Instead, being more specific about the nature of anticipated negative outcomes can help identify measures to avoid them. The following principles may be helpful in assessing impacts on the historic environment and their subsequent integration with the wider assessment of the plan:

- Where a mutually beneficial option cannot be developed, choices between conflicting environmental objectives can be justified by demonstrating relative impacts on each.
- Reconciling socio-economic and environmental objectives is important to plan-making in terms of achieving sustainable development. Where the best environmental option is not selected, for example where significant harm to the historic environment will result, the NPPF and UK MPS requires a demonstration of the wider public benefit that will be achieved to justify this (NPPF para 133).
- Where a chosen option could have significant environmental effects, it will benefit from rigorous testing in comparison with less environmentally harmful options.

3.5 The staged approach to the SA/SEA of the emerging plan, reflecting the different stages of plan development, may result in the identification of options that achieve benefits for the historic environment. Potential significant effects might

be identified at the early stages of the plan's development which with further work can be shown not to be negative. For example, it may be possible to demonstrate that development proposals can be accommodated without harm to character and appearance and the accumulation of data may support new understanding about the historic environment within the plan area; specific policy criteria can be added to ensure this.

Mitigation

3.6 The avoidance of damage to all heritage assets remains highly desirable owing to the finite nature of the resource. Alternative proposals that avoid or result in less harm to the historic environment should be considered preferentially before considering whether mitigation appropriate to the level of impact and type of harm involved can be identified.

3.7 Mitigation measures for the implementation stage of a planning application are the most appropriate method of dealing with situations where damage cannot be avoided. Consideration can also be given to mitigation measures that enhance the historic environment. Compensation measures (offsetting) are not usually appropriate, as heritage assets cannot be re-created. Examples of possible mitigation measures for the historic environment might include:

- Strengthened references to the historic environment in the policy framework, criteria and guidance e.g. addition of a specific historic environment policy, regeneration policies, planning obligations;
- Preparation of detailed historic environment policy guidance eg, SPD, design guides;
- Heritage conservation requirements including positive measures to promote the conservation and enjoyment of heritage assets within site specific development policies;
- Undertaking of detailed historic characterisation studies to inform development;

- Environmental Impact Assessments

 particularly supporting technical appendices that focus on archaeological interpretation;
- Use of Article 4 Directions to protect the character of conservation areas;
- Specific conditions included within Development Consent Orders or other regulatory consent

- Preparation of management plans for heritage assets; and
- Completion of feasibility studies to help facilitate the sustainable use of a heritage asset.

Stages 4 & 5 – preparing, publishing and consulting on the report

4.1 The report will be proportionate to the type of plan under consideration and the environmental sensitivity of the area in question. However, a comprehensive and robust SEA/SA report may demonstrate the following in respect of the historic environment:

- The significance of heritage assets (including their settings) within and adjacent to the plan or programme area(s)
- How the proposed plan policies and plan alternatives impact on the significance of the heritage assets (including their settings)
- What steps can be taken to avoid or minimise any adverse impacts on the significance of heritage assets (including their settings)
- What steps can be taken to optimise any benefits to the significance of heritage assets, including their settings

4.2 A successful report will be able to identify the nature and extent of significant effects with respect to specific geographical locations/subareas, asset type(s) and effects over time. It can be extremely helpful to set out key findings of the appraisal process, including mitigation measures, in the main body of the report and in a Non-Technical Summary (a summary aimed at a non-expert audience). Where there is a specific section on cultural heritage, this might seek to achieve the following objectives:

- Establish the historic environment baseline identified following consultation on the scoping report, including trends and gaps in the existing data, with notes on sources and any problems encountered
- Summarise the relevant policies, plans and programmes identified following consultation on the scoping report and highlight any identified synergies or inconsistencies
- Identify issues and opportunities for the historic environment and heritage assets

- Set out the proposed sustainability appraisal framework, including SA/ SEA objectives, indicators and targets for the historic environment
- Include a summary of the results of the assessment, i.e. predict and evaluate the potential impacts of the plan (including trans-boundary and/ or cumulative impacts) on the historic environment and heritage assets
- Recommend mitigation measures, including recommended changes to the plan to provide optimal outcomes for the historic environment and heritage assets
- Identify where harmful, residual, impacts cannot be avoided
- Set out how comments at earlier stages on the treatment of the historic environment in the appraisal process have been taken into account
- Record how the process has informed the selection of options/alternatives
- Record how the plan or programme has changed in response to the SA/SEA
- Clearly identify where recommendations of the SA/SEA have not been incorporated in the plan, together with an explanation of why not

4.3 The SEA Directive requires the information in the report and the responses to consultation to be taken into account during the preparation of the plan and before the final decision is taken to adopt it. Responsible authorities must produce a summary of how they have taken these findings into account, and how environmental considerations have been integrated into the plan together with clarity on changes made as a result.

4.4 Information on the historic environment gathered as part of the SA/SEA process can usefully be added to the local Historic Environment Record and the National Record for the Historic Environment, where appropriate. This will ensure that it further adds to the local evidence-base relating to the historic environment and inform future planning and development activity and decisions.

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