



**Fjodr**

Marine and Historic Environment Consulting

# **The Social and Economic Value of the Marine Historic Environment issues and opportunities**

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## Contents

1.	Introduction .....	1
1.1.	Background.....	1
1.2.	Research Aims and Objectives .....	2
1.3.	Scope .....	3
2.	Key Concepts.....	4
2.1.	Conceptual Framework.....	4
2.2.	Cultural Ecosystems Services .....	8
2.3.	Well-being .....	11
2.4.	Differences between marine and terrestrial heritage assets .....	13
	Visibility .....	15
	Accessibility.....	15
	Mobility.....	15
	Mutability.....	16
3.	Existing Data and Approaches .....	17
3.1.	Using existing evidence .....	17
3.2.	Data gaps .....	19
	Parallel indicators .....	20
	Fine-grained indicators .....	20
	Comprehensive indicators.....	21
	Indicators from existing information .....	22
	Indicators based on additional data gathering .....	23
3.3.	Research needs .....	23
4.	Current Debates .....	25
4.1.	Integrating the marine and maritime historic environment as a coherent 'offer' .....	25
4.2.	The place of the marine historic environment in key debates: arts & culture; cultural heritage on land; the marine environment .....	28
5.	Enhancing the Social and Economic Value of the Marine Historic Environment.....	30
5.1.	Identifying and overcoming barriers to public engagement with marine historic environment.....	30
5.2.	Marine planning.....	32
5.3.	Toolkits for practitioners.....	34
5.4.	Incentivising third party investment in increasing the impact of the marine historic environment.....	35
6.	Conclusion and Recommendations.....	38
	Concepts.....	38
	Data and Research.....	38

Advocacy..... 39  
Practical Steps ..... 39

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The project was carried out and this report was written by Antony Firth, Director of Fjordr Limited.

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## Executive Summary

Heritage makes a significant contribution to England's economy and society. In recent years, *Heritage Counts* – published by Historic England on behalf of the Historic Environment Forum – has examined and quantified the contribution of heritage against a range of measures, supported by research on the value and impact of heritage. *Heritage Counts* elaborates the national statistics on cultural participation that are set out in *Taking Part* by DCMS. Both *Heritage Counts* and *Taking Part* make it plain that heritage is an important sector, a point echoed in a number of other initiatives that suggest that a wider realignment is warranted to reflect the role of culture / heritage in UK society and economy.

However, marine and maritime cultural heritage are not visible within the increased attention being directed to heritage, even though they too make a sizable contribution to the overall picture. This report was commissioned by Historic England to address this apparent absence of marine and maritime heritage, building on a recent publication – *The Social and Economic Benefits of Marine and Maritime Cultural Heritage* – by the Honor Frost Foundation.

This report presents an initial review that ranges across a wide range of literature and initiatives relating – sometimes tangentially – to the social and economic value of the marine and maritime historic environment. The report concludes that the main sources of data on the social and economic value of heritage either do not address the marine and maritime sphere or they lack the granularity through which its distinct contribution can be identified. Nonetheless, it is entirely possible to change this situation, and to have a fundamental impact on how we recognise – and are enabled to enhance – the contribution that marine and maritime heritage makes to England.

Situated as it is, with a history pervaded by the influence of the sea, the potential gains for this country against every measure of benefit are simply huge. There is a clear case for Historic England to champion England's marine and maritime heritage, taking a lead both through its own activities and by setting an agenda with wide repercussions throughout a still-nascent sector. A continued absence of direction and leadership will mean that opportunities will continue to be missed; the great potential to achieve significant economic and social benefits from the marine historic environment will be lost.

Numerous suggestions are made in the report for steps that will enable Historic England to better understand, demonstrate, advocate and enhance the value of the marine historic environment. Key recommendations for Historic England include the following:

### *Concepts*

- Consider the social and economic benefits of marine and maritime historic environment across all its 'audiences': Participants; Visitors and Inhabitants.
- Establish the relationship between marine/maritime heritage and culture/creativity.
- Encourage Ecosystems Services practitioners and researchers to encompass cultural services attributable to the marine and maritime historic environment in their own endeavours.
- Develop marine/maritime heritage interpretation of the ONS well-being wheel, informed by the perspectives on impact and value set out in *Heritage Counts*.

### *Data and Research*

- Develop marine and maritime historic environment indicators for *Heritage Counts*: in parallel; fine-grained; comprehensive; based on existing information and based on additional data gathering.
- Develop indicators that are compatible with – and can be incorporated within – *Taking Part* and the *Heritage Index*.
- Conduct research on the marine and maritime historic environment to complement *Heritage Counts* research on impact and value.
- Stimulate research, data gathering and the development of indicators relating to the marine and maritime historic environment by third parties.

### *Advocacy*

- Historic England should continue to take a lead role in championing the marine and maritime heritage of England.
- Strengthening a joined-up approach by Historic England to its own activities would send a powerful signal to other key institutions and stakeholders.
- The Culture White Paper presents a significant opportunity to promote a comprehensive strategy towards marine and maritime heritage across traditional boundaries.

### *Practical Steps*

- Carry out research to understand and address demographic barriers to engagement in the marine and maritime historic environment.
- Mobilise all planning policies, especially those that encourage developers and others to enhance the social and economic benefits of the marine historic environment rather than simply avoiding harm.
- Develop toolkits on best practice in planning, in using existing social and economic indicators, and in gathering new data.
- Prepare guidance on the application of constructive conservation to the marine and maritime historic environment
- Take an active role in shaping initiatives directed at stimulating regeneration at the coast.

## The Social and Economic Value of the Marine Historic Environment: issues and opportunities

### Fjordr 16261 / HE 7051

## 1. Introduction

### 1.1. Background

Heritage makes a significant contribution to England's economy and society. This contribution is additional to the merit of heritage as a component of the environment that warrants conservation for future generations as well as research for the advancement of knowledge. In recent years, *Heritage Counts*<sup>1</sup> – published by Historic England on behalf of the Historic Environment Forum – has examined and quantified the contribution of heritage against a range of measures, supported by research on the value and impact of heritage. *Heritage Counts* elaborates the national statistics on cultural participation that are set out in *Taking Part*<sup>2</sup> by DCMS. Both *Heritage Counts* and *Taking Part* make it plain that heritage is an important sector, a point echoed in a number of other initiatives that suggest that a wider realignment is warranted to reflect the role of culture / heritage in UK society and economy.

However, marine and maritime cultural heritage are not visible within the increased attention being directed to heritage, even though they too make a sizable contribution to the overall picture. The apparent absence of marine and maritime heritage prompted discussion between Historic England (as English Heritage) and Fjordr, but the Honor Frost Foundation then came forward to commission a report – *The Social and Economic Benefits of Marine and Maritime Cultural Heritage* (the 'HFF Report' hereafter) – that has recently been published<sup>3</sup>. Historic England (HE) subsequently decided to fund complementary research, benefitting from the earlier study but also looking specifically at the implications for Historic England. The work specific to HE is reported in this document.

The HFF Report and this research came about because of broadly parallel efforts to better understand and expound the social and economic benefits that accrue from, on the one hand, culture / heritage and, on the other, the marine environment. Marine and maritime heritage is an implicit component of both of these strands, but is equally ignored. The effort in both strands is ongoing so key documents have continued to emerge after the text of the HFF Report was complete. The recent announcement by DCMS of a White Paper on Culture – which will encompass heritage – indicates just how current these debates are. The dynamic character of the current debate adds to the rationale for this present report, whilst also signalling just how quickly it is likely to be overtaken by further reports and initiatives.

The simultaneous development of debate and policy on related but separate tracks is also occurring at a European level. The Blue Growth agenda<sup>4</sup> and support for maritime spatial planning<sup>5</sup> reflect a very clear focus on the hitherto neglected contribution of the sea to European society. Equally, there seems to have been a complete step-change in the

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<sup>1</sup> <http://hc.historicengland.org.uk/>.

<sup>2</sup> <https://www.gov.uk/government/collections/taking-part>.

<sup>3</sup> [http://honorfrostfoundation.org/wp/wp-content/uploads/2015/09/HFF\\_Report\\_2015\\_web-4.pdf](http://honorfrostfoundation.org/wp/wp-content/uploads/2015/09/HFF_Report_2015_web-4.pdf).

<sup>4</sup> [http://ec.europa.eu/maritimeaffairs/policy/blue\\_growth/index\\_en.htm](http://ec.europa.eu/maritimeaffairs/policy/blue_growth/index_en.htm).

<sup>5</sup> [http://ec.europa.eu/maritimeaffairs/policy/maritime\\_spatial\\_planning/index\\_en.htm](http://ec.europa.eu/maritimeaffairs/policy/maritime_spatial_planning/index_en.htm).



European Union's engagement with cultural heritage, centred on social and economic benefits<sup>6</sup>. These are important initiatives and their combined effect could be considerable, but they barely touch. There are references to underwater cultural heritage in the recent Directive (2014/89/EU) Establishing a Framework for Maritime Spatial Planning<sup>7</sup> and in blue growth documents relating to coastal tourism<sup>8</sup>; but little in the European literature on the social and economic value of heritage that implies any recognition of the marine or maritime sphere.

Higher level debates are being accompanied by practical steps in terms of planning and Government funding. Again, these represent different strands that are rarely well-connected, focussing on heritage on one hand and the sea on the other – but not necessarily in a manner that would be endorsed by those specialising in marine and maritime heritage. Social and economic drivers are apparent in the ongoing development of marine plans by the Marine Management Organisation (MMO), encompassing policies on the historic environment in the East Inshore and East Offshore Marine Plan<sup>9</sup>. At the same time, coastal regeneration – stimulated by heritage – is a key theme of the Coastal Communities Fund<sup>10</sup> and DCLG initiatives on Coastal Community Teams<sup>11</sup> and the Community Revival Fund<sup>12</sup>. Elsewhere, the setting and experience of designated heritage assets at the coast have been invoked in the Government's refusal of consent for the Navitus Bay Offshore Wind Farm project<sup>13</sup>. These practical developments in different parts of government do not appear to be underpinned by either a comprehensive vision of the marine and maritime historic environment, or by a robust baseline of data and research on its social and economic value.

## 1.2. *Research Aims and Objectives*

1.2.1. The aim of the current project is to provide a basis for HE to better understand, demonstrate, advocate and enhance the value of the marine historic environment.

1.2.2. The proposed objectives of the project are as follows:

- |    |             |                                                                                                                                                                                                   |
|----|-------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| O1 | Understand  | To elaborate the relationship between the marine historic environment and key concepts being used in the wider value and impact literature, including wellbeing and cultural ecosystems services. |
| O2 | Demonstrate | To examine the potential use of existing data and approaches to demonstrate the value of the marine historic environment.                                                                         |

<sup>6</sup> See CHCFE Consortium, June 2015, *Cultural Heritage Counts for Europe*: <http://www.enactc.org/culturalheritagecountsforeurope/outcomes/>; and DG Research and Innovation, 2015, *Getting Cultural Heritage to Work for Europe: Report of the Horizon 2020 Expert Group on Cultural Heritage*: <http://bookshop.europa.eu/en/getting-cultural-heritage-to-work-for-europe-pbKI0115128/>.

<sup>7</sup> <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014L0089&from=EN>.

<sup>8</sup> See e.g. European Commission, 2014, *A European Strategy for more Growth and Jobs in Coastal and Maritime Tourism*: [http://ec.europa.eu/maritimeaffairs/policy/coastal\\_tourism/documents/com\\_2014\\_86\\_en.pdf](http://ec.europa.eu/maritimeaffairs/policy/coastal_tourism/documents/com_2014_86_en.pdf).

<sup>9</sup> <https://www.gov.uk/government/publications/east-inshore-and-east-offshore-marine-plans>.

<sup>10</sup> <https://www.gov.uk/government/news/multimillion-pound-boost-for-seaside-towns>.

<sup>11</sup> <https://www.gov.uk/government/news/coastal-community-teams-to-take-control-of-seaside-regeneration>.

<sup>12</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/447821/CRF\\_prospectus.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/447821/CRF_prospectus.pdf).

<sup>13</sup> <https://www.gov.uk/government/news/navitus-bay-wind-park-decision-refused-development-consent>.

- |    |          |                                                                                                                                                 |
|----|----------|-------------------------------------------------------------------------------------------------------------------------------------------------|
| O3 | Advocate | To examine how the marine historic environment might be better represented and communicated in current debates about social and economic value. |
| O4 | Enhance  | To identify specific measures that could be taken to enhance the value of the marine historic environment, taking account of possible barriers. |

### 1.3. Scope

As this report is specific to HE, it is concerned only with social and economic value in England. Some material from further afield is also taken into account where it has direct relevance, including reports and initiatives at the European level that encompass England.

In focussing upon HE, this report is directed towards actions and priorities identified in HE's Action Plan 2015-2018<sup>14</sup>, reflecting the separation between HE and English Heritage which had not yet occurred when this work was first discussed. HE's aims are expressed in its Corporate Plan for 2015-18, *Valuing our Past Enriching our Future*<sup>15</sup>, as follows:

1. Champion England's Heritage
2. Identify and protect England's most important heritage
3. Support change through constructive conservation
4. Support owners and local authorities to have the expertise to look after England's heritage
5. Achieve excellence, openness and efficiency in all that we do

These aims, elaborated in the Objectives and Actions set out in the Action Plan, provide the scope within which the social and economic value of heritage is discussed. Only those means of achieving social and economic value that fall within HE's scope of action are considered here, though it is plainly the case that the social and economic value of heritage extends beyond HE's scope of action. For example, HE is no longer a provider of tourist attractions – with all their economic impacts – in its own right. Consequently, HE's capacity to increase the benefits that arise from tourism have to be considered in terms of HE's role in designation and providing advice.

The HFF Report adopted an expanded definition of marine and maritime cultural heritage to include both cultural material that is in the sea (including non-maritime cultural heritage such as submerged prehistoric archaeology and aircraft crash sites) and cultural heritage that is to do with the sea (but which may not be in or close to the sea). The intention of this definition was to encompass all cultural heritage that people might regard as related to the sea, irrespective of the disciplinary or environmental distinctions that practitioners might employ. The choice of an expanded definition was tied directly to one of the HFF Report's conclusions, which was that a joined-up approach is more likely to maximise social and economic benefits than a segmented approach. This research maintains the same view, so it too refers to cultural heritage that is marine (in the sea) and maritime (to do with the sea), hence 'the marine and maritime historic environment'. Consequently, its scope encompasses all aspects of cultural heritage found at sea, irrespective of period or theme, and cultural heritage on land that has a maritime theme irrespective of its proximity to the sea. The marine and maritime historic environment is considered, therefore, to encompass cultural

<sup>14</sup> <https://www.historicengland.org.uk/about/what-we-do/action-plan/>.

<sup>15</sup> <https://www.historicengland.org.uk/images-books/publications/he-corp-plan-2015-18/>.

heritage at the coast by virtue of thematic and/or spatial relationships with the sea. The marine and maritime historic environment also has a strong relationship with cultural heritage associated with inland waterways because of the interconnectedness of water-based transport and its cultural implications.

As indicated above, this research confines itself to heritage that falls within the scope of Historic England, that is to say predominantly tangible heritage and particularly the immovable sites, structures and buildings referred to as heritage assets. Portable heritage such as artefacts are included to the extent that they accompany or are associated with heritage assets. Archive material – such as documents, drawings, maps and photographs – are also included insofar as they are historically-produced artefacts that are related to heritage assets, or that they are records created in the relatively recent past (in the course of investigation) that should remain associated with the assets they depict.

This report is concerned with the value that accrues to society from heritage. Clearly, there is a close link here to the processes through which the heritage sector gauges or ascribes value to heritage assets in order to arrive at a statement of an asset's importance or significance. However, the intention here is to focus not on asset importance/significance, but on the social and economic consequences of the presence of more-or-less significant assets in the environment. That is to say, this report addresses value in terms of social and economic 'benefits' or 'impacts' rather than the question of valuing heritage assets across the full spectrum of their contribution to knowledge, understanding and the environment that we pass on to the future. This distinction can be elaborated by reference to Historic England's Conservation Principles<sup>16</sup>, which identify four sets of heritage values: evidential, historical, aesthetic and communal. The social and economic value of heritage arise from these values: people respond economically and socially to heritage precisely because of these characteristics, but the causal pathways are myriad, complex and their elaboration would overwhelm the intent of this report<sup>17</sup>. Hopefully, it is sufficient for present purposes to state that heritage values gives rise to social and economic value; it is the benefit or impact of the value of the marine and maritime historic environment to society that this report seeks to address.

## 2. Key Concepts

01	Understand	To elaborate the relationship between the marine historic environment and key concepts being used in the wider value and impact literature, including wellbeing and cultural ecosystems services.
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### 2.1. *Conceptual Framework*

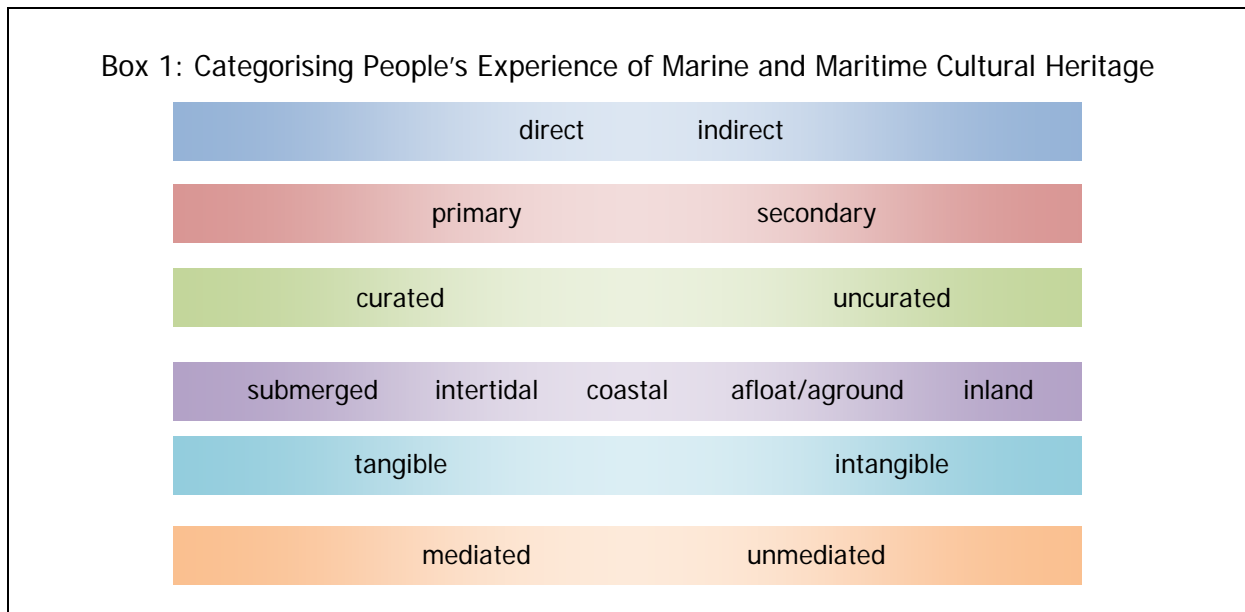
This research uses the conceptual distinctions used in the HFF report. Sustainability is regarded as having three pillars, of which the environmental pillar has been the most

<sup>16</sup> <https://www.historicengland.org.uk/advice/constructive-conservation/conservation-principles>.

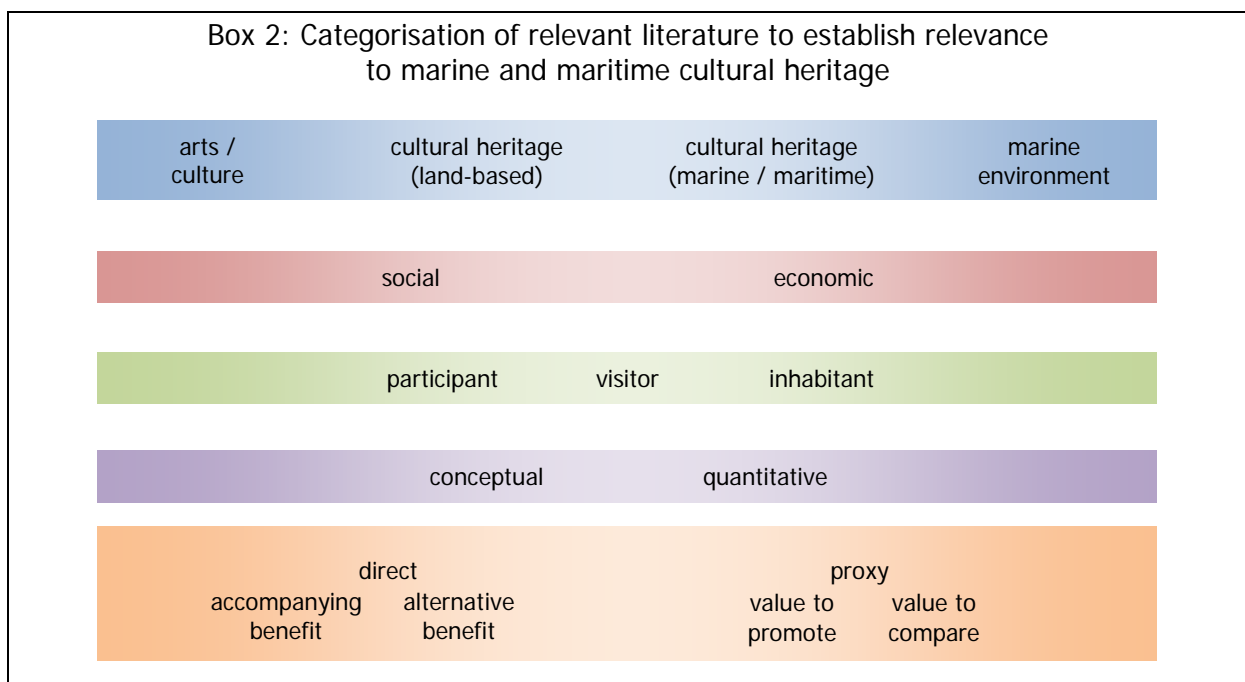
<sup>17</sup> A great deal of literature and methodological development continues to address the matter of how to comprehensively represent and acknowledge the importance of heritage assets to people. Much of the focus is upon evidential, historical and – for buildings, parks, gardens and landscapes – aesthetic value. The complexity of communal value – framed as social value -- and the need to develop better methodologies to reflect the importance it confers to different people, is the focus of recent research by Jones and Leech as part of the AHRC Cultural Value Project. See Jones, S. and Leech, S. 2015, *Valuing the Historic Environment: a critical review of existing approaches to social value*. AHRC Cultural Value Project.

significant in developing UK heritage policy and practice. Without reducing this environmental pillar in any way, the HFF report drew attention to the need to think about the marine and maritime historic environment in terms also of the other two pillars of sustainability: economy and society. Equally, this report focusses on social and economic benefits, but this should in no way be taken to imply that the environmental benefits of conserving the historic environment are in any way reduced or considered less justified.

The HFF report also included a series of categories for thinking about how people experience heritage. These distinctions are used again here:



A categorisation was also used in the literature element of the HFF Report, and again the categories are useful here:



Amongst these distinctions, particular weight was placed on the identification of Participants, Visitors and Inhabitants as groups that can be separated – at least for analytical purposes – on the basis of their relationship with heritage. Participants have a continual, vocational relationship with heritage, based on express engagement for a substantial part of their day-to-day lives. Visitors have an episodic but potentially intense relationship with heritage for the duration of the ‘visit’, whether physical or online. Inhabitants have a routine, saturating relationship with heritage, which they experience implicitly through the environments in which they live, work or shop. No hierarchy is implied by these categories; they are not ‘levels’ that people are expected to move up or down.

Participants, Visitors and Inhabitants encompass both professionals and public: volunteers and enthusiastic members of heritage-themed societies are as much ‘Participants’ as those who are employed in terms of the intensity and duration of their engagement. Visitors can include people who spend a day at a heritage attraction – but equally a non-heritage professional such as a planner or engineer who, periodically, is required to become familiar with heritage assets and issues in order to deliver their own responsibilities. Amongst the broad public that experience heritage in the places they value without necessarily being overtly aware are also professional politicians, local and national, who are accountable for heritage and may be deeply affected by its presence without calling it to mind. Thinking about Participants, Visitors and Inhabitants in terms of professionals and public extends the consideration of social and economic impacts to all those who experience heritage, whether it is a consequence of obligation or volition.

It can be seen from the categorisations above, from the adoption of an extensive definition of the marine and maritime historic environment, and from the encompassing consideration of all those who experience heritage, that this research is seeking to address social and economic benefits systemically rather than as a list of parts. This tallies with recent discussion of the social and economic benefits of culture in terms of ‘The Ecology of Culture’ (Holden, Jan 2015 for the AHRC Cultural Value Project) and the ‘Culture and Creative Industries Ecosystem’ (Warwick Commission, Feb 2015). Both of these important documents use ecology/ecosystems as an analogy for emphasising the multifaceted and interconnected character of cultural activity in society, and hence the complexity of its social and economic implications.

Both documents include perspectives and information that is highly relevant to the consideration of the marine and maritime historic environment, and are drawn upon below. However, this report does not adopt an ecology/ecosystem analogy for two reasons. First, ecosystems language is being used in an entirely different way in a different branch of the discussion of social and economic benefits, namely Ecosystems Services, including Cultural Ecosystems Services. The Ecosystems Services approach is considered expressly in the following section of this report and it would be unhelpful to add to the complexity by using ecosystem in another sense. Second, culture – as described in these documents – does not operate on the same basis as ecosystems. Ecosystems are driven by biological imperatives in the context of external physical factors, whereas culture is propelled by human choices. Culture is of course also subject to a range of constraints, but questions of volition and responsibility are entirely different. The degree to which the social and economic benefits of marine and maritime historic environment are achieved is a consequence of people’s actions, not natural processes.

Recent reports by Holden and the Warwick Commission, and related reports about culture and creative industries (\*Create UK<sup>18</sup>; Nesta<sup>19</sup>), bring into focus another conceptual question regarding the marine and maritime historic environment, concerning the status of 'heritage'. The Warwick Commission refer to the Culture and Creative Industries Ecosystem, but also – almost synonymously – to 'the arts, culture and heritage'. That is to say, 'culture' encompasses 'heritage'. Holden states that 'heritage is part of the ecology of culture' (p. 23), but the reference is principally to heritage buildings as places where culture takes place rather than as an activity or sub-sector. Museums – expressly the British Museum (p. 19) – are also included in the scope of Holden's ecosystem; museums, galleries and libraries also feature within the scope of the creative economy in the Nesta report and in the list of Creative Industry sectors listed by the Creative Industries Federation. Heritage appears not to be considered as part of the Creative Industries – unless as a source of interest to people overseas (\*Create UK p. 22), and references to it as part of culture – other than as a physical backdrop – are relatively few. The ambiguity of whether heritage is in or out of the current moves to press the social and economic case for culture and the creative industries is clearly a concern. It is encouraging that the proposed DCMS White Paper on culture does at least seem to regard heritage as within its scope<sup>20</sup>.

The question of whether heritage is considered to be 'in' or 'out' of the culture / creative sector has a bearing on the degree to which the expanding literature in these sectors in respect of social and economic benefits can serve as a direct guide or just as an analogy to heritage. The ambiguity in the treatment of heritage suggests only a partial understanding of heritage in these sectors, and a more widely spread misunderstanding that affects – perhaps critically – government statistics. Whatever the ambiguities in respect of heritage, the part of heritage which is marine and maritime is in an even more precarious position. To be clear, heritage is the physical material that makes up the historic environment at every scale from whole landscapes to individual artefacts, but heritage is also an activity in which people engage. When people act with respect to the historic environment, it is not simply as passive consumers of old stuff that has to be safeguarded: heritage is also being created through new descriptions, interpretations, representations, books, films, experiences and so on. Heritage is, therefore, also a newly created thing that is disseminated and shared in the same way as other cultural and creative expressions.

The character of heritage as simultaneously old stuff, activity and newly created stuff is not readily acknowledged. This can be seen practically in the statistics on which the Nesta report draws, where people in museums are counted as part of the creative sector, but other heritage employment is not. This matters because it affects both the calculation of the economic value of heritage and the policy decisions that are based on that value.

The Nesta report refers to the Standard Occupational Classification (SOC) codes used by the Office of National Statistics (ONS)<sup>21</sup>. Museums, galleries and libraries are included as creative

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<sup>18</sup> Creative Industries Council, 2014, *\*Create UK: Creative Industries Strategy*. <http://www.thecreativeindustries.co.uk/resources/starcreate-uk-strategy>.

<sup>19</sup> Bakhshi, H., Davies, J., Freeman, A. and Higgs, P., January 2015, *The Geography of the UK's Creative and High-tech Economies*. Nesta. <http://www.nesta.org.uk/publications/geography-uks-creative-and-high-tech-economies>.

<sup>20</sup> <http://dcmsblog.uk/2015/09/share-your-ideas-for-a-new-cultural-programme/>.

<sup>21</sup> <http://www.ons.gov.uk/ons/guide-method/classifications/current-standard-classifications/soc2010/index.html>.

occupations, reflecting their status in DCMS statistics<sup>22</sup>: librarians are coded 2451 and archivists and curators are coded 2452, both under group 24: Business, Media and Public Service Professionals. Heritage-related occupations are somewhat scattered. Some heritage posts are listed alongside museums under 2452, including Inspector of Ancient Monuments and Investigator. Archaeologists – including 'Assistant, site, archaeologist' – are coded 2114 as Social and Humanities Scientists. 'Inspector, buildings, historic', 'Interpreter, heritage' and 'Manager, heritage' are coded 2141 as Conservation Professionals. There is no particular category for marine heritage, but it is worth noting that occupations that can be closely associated with (marine) heritage are also categorised disparately – such as geophysicists (2113 – physical scientists). Such dispersion is perhaps indicative of the ambiguity with which heritage is treated. It might indeed be advantageous for heritage-related occupations to be grouped together, but at the very least some effort is required to enable data relating to these occupations to be considered as a whole, even if the acquisition of such data remains disparate.

Recognising and reassembling links that have been ignored is a key theme in the ecosystems approach to culture, which goes hand in hand with efforts to map or otherwise represent key relationships. Holden notes that the complexity of the UK's cultural ecology was so great that a network map of the whole would be impossible to achieve and unwieldy, but he advocates the mapping of smaller scale ecologies. The relationship between heritage occupations might be one example of a helpful map, especially if it can be used to assemble existing dispersed data.

Another useful framework that Holden explores is the idea that culture comprises three spheres: publicly-funded, commercial and homemade. This device appears to be equally relevant to the marine and maritime historic environment. Available statistics tend to focus on the direct costs and benefits of publicly-funded heritage, but it is unquestionably the case that the emergence of commercial marine development-led archaeology has significantly increased resources – and outputs – across the sector. Equally, there is a vibrant 'homemade' sphere in marine and maritime archaeology, comprising all those people who engage in heritage-related activities in their own time, as volunteers or private researchers, also making their results available in reports and online. The relevance to Historic England is that although a large proportion of its activities are encapsulated by the publicly-funded sphere, it has a critically important role in framing, enabling and perhaps sometimes constraining the commercial and homemade spheres also. Recognising the high degree of interrelatedness of these sphere is also important in thinking about what Holden considers to be the main 'flows' – careers; ideas; money; and products – through these different spheres. He states that 'in reality, all three spheres ... operate as mixed-economy models' (p. 10), that is to say there is a great deal of interdependence between these spheres, as can be observed when they are applied to the marine and maritime historic environment also.

## 2.2. *Cultural Ecosystems Services*

Both in the UK and internationally, Ecosystems Services (ES) have become an important focus for identifying and emphasising humanity's dependence on natural systems, so that those systems are given an appropriate weighting in policy decisions<sup>23</sup>. Amongst the services

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<sup>22</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/271008/Creative\\_Industries\\_Economic\\_Estimates\\_-\\_January\\_2014.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/271008/Creative_Industries_Economic_Estimates_-_January_2014.pdf)

<sup>23</sup> See also the broadly parallel development of 'Natural Capital' approaches in UK Government, to which many of the following considerations also apply: <http://www.naturalcapitalcommittee.org/home.html>;



that ecosystems provide are those termed 'Cultural Ecosystem Services', which are the ways in which the natural environment contributes to people culturally. For example, various animals, birds and physical features are valuable for what they mean to people, over and above what they do. Although included conceptually within the ES approach, there is broad acknowledgement that methods of addressing Cultural ES are underdeveloped. As pointed out in the HFF Report, there are two major problems with Cultural ES. First, the approach seems to regard humans as passive recipients of cultural values that flow one-way from ecosystems, rather than recognising that the values placed by humans on the natural environment have been actively attributed – they are contingent and variable, not intrinsic or fixed<sup>24</sup>. Second, in many cases the natural environment is – in physical terms – an artefact of earlier human interventions, often over millennia. Consequently, the effort to use a Cultural ES methodology to identify the value of – for example – a coastal landscape is likely to be confounded by the fact that the landscape may actually be a result of human endeavour rather than an ecosystem, and the degree to which it is valued may vary markedly between one person and the next.

A further concern about the ES approach is that it is to some degree instrumental. It reflects an intentional shift amongst ecologists to frame the importance of the natural environment in economic terms so that it starts to be given greater weight by politicians in decision-making. Squeezing ecology into an economic approach takes a great deal of effort; the effort to squeeze cultural heritage into this already-squeezed model is even greater, especially given the relationship between culture and ecology referred to above. Furthermore, it is not entirely clear that it is necessary to squeeze culture into ecosystem services so that culture receives due attention, as there are ample grounds for making the case for culture – in economic terms or otherwise – direct to government on the basis of statutory and policy undertakings.

Nonetheless, it has to be recognised that ES approaches are playing a powerful role in policy-making, and that if the ES approach is going to be given precedence then some way of reconciling the marine and maritime historic environment with Cultural ES is required. In the marine sphere, the system of marine plans – with which all marine licensing and other decision-making must accord or have regard to – is based on an ecosystems approach by virtue of the statutory UK Marine Planning Statement (UK MPS). A recent report for the MMO on integrating the ecosystem approach within marine planning<sup>25</sup> states that ES should be taken into account within marine planning (p. 6). The study underlines the role of ES in shaping policies and actions (p. 29), and in identifying the impacts of changes in the marine environment on human activity (p. 30). The report as a whole highlights the need to improve the availability of data, including the impacts of human activities on marine ES, and how marine ES will change in response to marine planning. The inclusion of Cultural ES as a component of ES as a whole is noted in the report, but the notion of marine cultural ES is not explored. Nonetheless, the report does point towards ES becoming increasingly embedded in marine planning and licensing, hence the need to elaborate the relationship between cultural ecosystem services and the marine and maritime historic environment.

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<http://www.ons.gov.uk/ons/rel/environmental/uk-natural-capital/natural-capital-accounting-2020-roadmap--interim-review-and-forward-look/index.html>.

<sup>24</sup> See <http://uknea.unep-wcmc.org/LinkClick.aspx?fileticket=t884TkrVbQ%3d&tabid=82>.

<sup>25</sup> eftec and ABPmer, February 2015, *Practical Framework for Outlining the Integration of the Ecosystem Approach into Marine Planning in England*. Marine Management Organisation. MMO 1048: <https://www.gov.uk/government/publications/integration-of-ecosystem-approach-into-marine-planning-mmo-1048>.



The core commonality is that Ecosystems Services approaches are seeking to place (monetary) values on aspects of the marine environment so that their consideration is given greater weight in decision-making, which broadly accords with the aim of this report. As noted, ES approaches already have a place in marine management, so it would be advantageous to frame the value of marine and maritime historic environment in terms of cultural ES to facilitate its inclusion within the marine planning system. It should be borne in mind that undertakings within the UK MPS already mean that the historic environment is given appropriate standing in marine planning, but achieving some kind of accommodation with the ES approach could help in enabling the flow of supporting data, including spatial data. More specifically, framing the marine historic environment in terms of value could reduce a tendency to consider heritage principally as a constraint, and to draft planning policies accordingly. If this were to be the case, then policies and maps relating to heritage assets would not – in this case – simply imply the need to avoid damage, but might also encourage positive decisions towards better use of this heritage by sea users.

Some of the difficulties with the Cultural ES approach have already been indicated, namely that the environment is natural, and that value flows in one direction from the environment to people. In the marine sphere – as on land – much of what is perceived to be natural is a product of previous human activity. The previous and continuing impact of humans on ecosystems is not only negative, even where species and habitats are damaged. The traces of human impacts tell us about our relationship with our surroundings, about being human: which is the basis of archaeology. Elaborating the story of human relationships with our surroundings also provides a platform for considering how we should conduct those relationships in future. It is – arguably – essential for the ES approach to acknowledge the role of people in shaping the environment whose value we are now attempting to measure.

Value does not flow in one direction, from environment to people. This is certainly the case for cultural matters, and may also be the case more broadly insofar as even the values we place on wholly natural services are based on human decisions. In the case of cultural values it is clear that people give value to features in their surroundings, and as people differ so the values of those features also vary, from person to person, and from time to time. Many of the things we now value as heritage went through a prolonged phase of being unvalued or ignored; and even things valued as heritage today are likely to have other values to other people. The cultural ES of a sea area will be highly contingent depending on people's perspectives.

For example, it should be possible to frame shipwrecks as a source of cultural ES for their evidential, historical and communal value; but they are also a recreational resource, a potential source of pollution, hazards to navigation, fish aggregators for anglers and fishermen, and so on. Other environmental resources have multiple uses too, but in the case of historic shipwrecks, their value as cultural ES depends on people acknowledging their cultural interest in the first place, i.e. cultural ES depend on people perceiving that features in the environment have cultural affordances. Such acknowledgment is by no means universal or persistent.

So long as these caveats are borne in mind, it should be possible to place values on cultural elements of the marine environment in a manner compatible with other ES valuations. There are a number of promising avenues in this regard, with a number of authors advocating an approach to cultural ES that acknowledges the two-way relationship between 'user' and

'service'<sup>26</sup>. Other authors have addressed the cultural ES experienced by divers, encompassing diving on wreck sites<sup>27</sup>, though predominantly on the grounds that divers receive cultural ES from the rich biodiversity that is found on wrecks rather than receiving a service from the wrecks themselves. Engaging people in considering the value of cultural heritage in coastal areas (in Canada) within a ES framework has also been pursued<sup>28</sup>.

Even if no definitive valuation can be achieved, the attempt to calculate cultural ES for historic shipwrecks in a sea area, for example, should be beneficial in elaborating the character of shipwrecks as multi-use, multi-value features of the marine environment. The opportunity to integrate marine cultural ES with other marine ES should be productive also, noting that calculating cultural ES continues to be problematic even within the ES paradigm. Such difficulties are often ascribed to lack of data, but this lack of data may be masking conceptual issues that would benefit from attention from the historic environment sector. Even where cultural ES are identified in studies, it seems that the focus is on human preferences towards environments that are regarded as natural, rather than exploring the importance to people of the longer-term cultural components of landscapes. Again, the effort by archaeologists to calculate the cultural ES of the marine environment is likely to be of broad interest to other marine scientists, as well as having benefits in the historic environment sphere.

### 2.3. Well-being

As noted in the HFF report, well-being has become an important concept and measure for eliciting the overall consequences of policies for people. Well-being has gained political traction and has been incorporated into the ONS's suite of statistics as a national measure. The ONS measure is presented as a 'wheel' made up of specific domains in 10 groups<sup>29</sup>. The environment features as a group of four measures but is headed 'Natural Environment'. One of the measures is 'Protected Areas in the UK', but it is not clear if this refers only to nature conservation designations or if it also includes landscape designations and heritage designations. 'Accessed Natural Environment' is a further measure, in the group 'Where We Live'. There are no cultural heritage measures as such, but 'Satisfaction with Leisure Time', 'Volunteering' and 'Engagement with Arts/Culture' each feature as measures in the group 'What We Do' and might all be expected to have a cultural heritage component. There is no

<sup>26</sup> See e.g.: Bieling, Claudia, Tobias Plieninger, Heidemarie Pirker, and Christian R. Vogl. 2014. "Linkages between Landscapes and Human Well-Being: An Empirical Exploration with Short Interviews." *Ecological Economics* 105 (September): 19–30. doi:10.1016/j.ecolecon.2014.05.013.

Scholte, Samantha S.K., Astrid J.A. van Teeffelen, and Peter H. Verburg. 2015. "Integrating Socio-Cultural Perspectives into Ecosystem Service Valuation: A Review of Concepts and Methods." *Ecological Economics* 114 (June): 67–78. doi:10.1016/j.ecolecon.2015.03.007.

Plieninger, Tobias, Claudia Bieling, Nora Fagerholm, Anja Byg, Tibor Hartel, Patrick Hurley, César A López-Santiago, et al. 2015. "The Role of Cultural Ecosystem Services in Landscape Management and Planning." *Current Opinion in Environmental Sustainability* 14 (June): 28–33. doi:10.1016/j.cosust.2015.02.006.

Hernández-Morcillo, Mónica, Tobias Plieninger, and Claudia Bieling. 2013. "An Empirical Review of Cultural Ecosystem Service Indicators." *Ecological Indicators* 29 (June): 434–44. doi:10.1016/j.ecolind.2013.01.013.

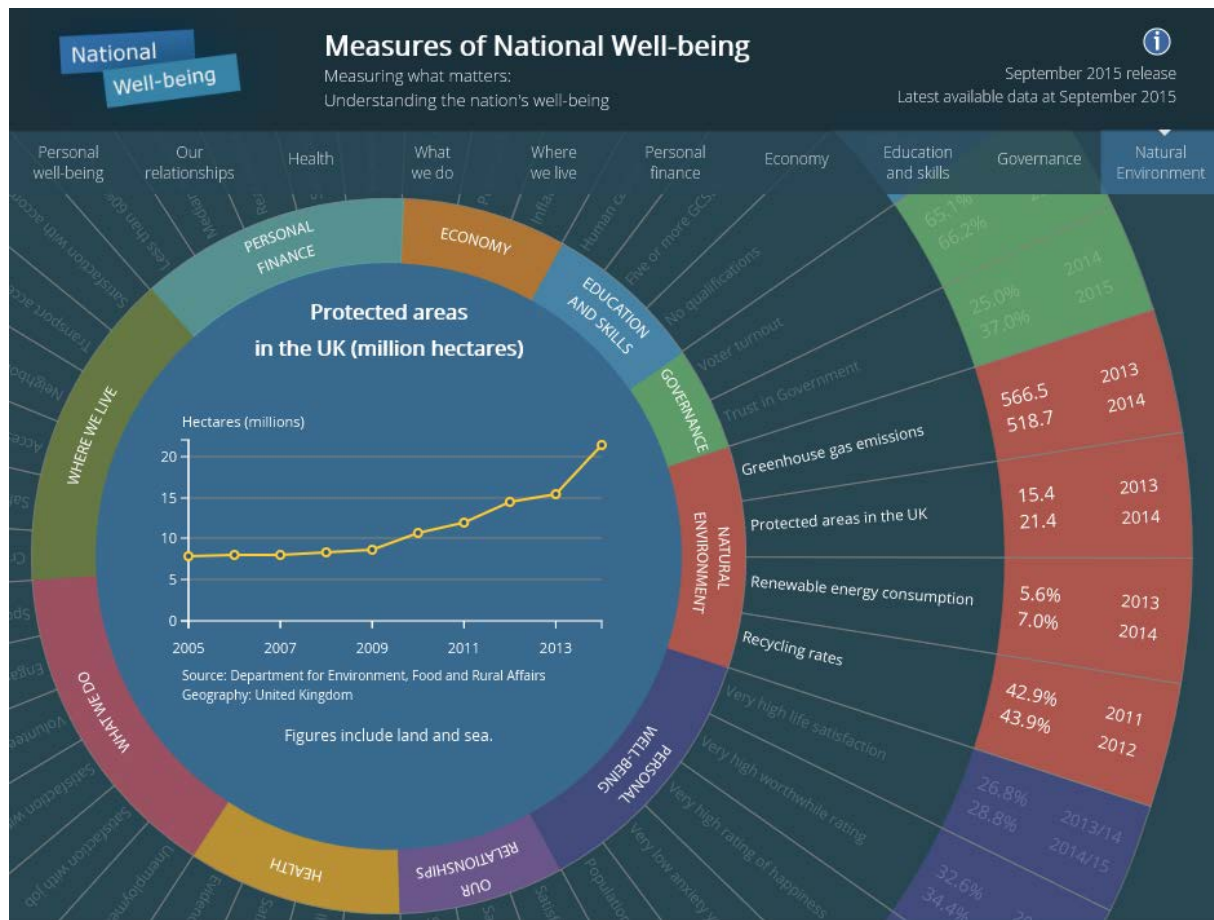
<sup>27</sup> Rees, Siân E., Lynda D. Rodwell, Martin J. Attrill, Melanie C. Austen, and Steven C. Mangi. 2010. "The Value of Marine Biodiversity to the Leisure and Recreation Industry and Its Application to Marine Spatial Planning." *Marine Policy* 34 (5): 868–75. doi:10.1016/j.marpol.2010.01.009.

Ruiz-Frau, A., H. Hinz, G. Edwards-Jones, and M.J. Kaiser. 2013. "Spatially Explicit Economic Assessment of Cultural Ecosystem Services: Non-Extractive Recreational Uses of the Coastal Environment Related to Marine Biodiversity." *Marine Policy* 38 (March): 90–98. doi:10.1016/j.marpol.2012.05.023.

<sup>28</sup> Klain, Sarah C., and Kai M.A. Chan. 2012. "Navigating Coastal Values: Participatory Mapping of Ecosystem Services for Spatial Planning." *Ecological Economics* 82 (October): 104–13. doi:10.1016/j.ecolecon.2012.07.008.

<sup>29</sup> <http://www.neighbourhood.statistics.gov.uk/HTMLDocs/dvc146/wrapper.html>.

express reference to the role to the sea in well-being, though the measure on Protected Areas is stated as including land and sea, which helps ONS to portray a 38% improvement in recent years as a result of the introduction of new and extensive Marine Protected Areas.



ONS National Well-being wheel: <http://www.neighbourhood.statistics.gov.uk/HTMLDocs/dvc146/wrapper.html>

Even though the ONS wheel makes no express provision for the marine and maritime historic environment, there is plainly scope to assume a degree of integration via measures that touch on culture, satisfaction and protection. There are also grounds for seeking transparent provision for the marine and maritime historic environment within the ONS wheel. Historic England (as English Heritage) has already started down this route in connection with *Heritage Counts 2014*, having commissioned research on heritage and well-being that was discussed in the HFF report. *Heritage Counts 2014* summarised some of the results, noting the impact of heritage visits on life satisfaction that were higher than participating in sport and the arts, and also that the impact of visiting heritage was equivalent to an additional income of £1,646 (*Heritage Counts 2014*, p.7).

The range of measures presented in *Heritage Counts* is not unlike the ONS wheel of national well-being, having seven groups (Infographic p.17). However, the results of the well-being research are referred to only in respect of Quality of Life, having been discussed under the heading 'The Impacts of Heritage for Individuals' (c.f. 'The Impacts of Heritage for Communities' and 'The Economic Impacts of Heritage'). There may be some value in regarding the whole round of seven groups as contributing to well-being, seeking to reflect the ONS wheel more completely. This would have the advantage of showing that heritage makes a pervasive contribution to national life rather than its impact being confined to one or two sectors (such as leisure or protection).



Heritage Counts Infographic: <http://hc.historicengland.org.uk/content/pub/2190644/heritage-infographic2.pdf>

Focussing on a single measure that will serve as an index point, perhaps under the 'Where We Live' group, might be tactically advantageous in achieving transparent inclusion in the ONS's statistical measures. But in view of the spread of heritage impacts already recognised in *Heritage Counts* 2014, seeking an equally comprehensive parallel with the whole of the ONS wheel would be worth exploring. The ONS wheel, for instance, already encompasses the different relationships people can have with the historic environment, as participant, Visitors and Inhabitants. That is to say, it is possible to conceive of a wheel of heritage well-being that ranges across economy, education and skills, where we live, what we do and possibly governance and some aspects of personal well-being. If pursued by Historic England, this might entail making an explicit relationship between HE's aims and the well-being wheel (bearing in mind, for example, that HE is no longer hosting visits to heritage sites). This might be too complex an exercise as far as the whole of HE's activities are concerned, but it could be a useful way forward in respect of Historic England's activities with respect to the marine and maritime historic environment. That is to say, the well-being wheel – informed by the approach taken in *Heritage Counts* – might offer an organising concept for mapping the marine and maritime heritage 'ecosystem' and HE's place within it, in a manner that focusses on societal outcomes and is aligned with measures that inform Government through the ONS.

#### 2.4. Differences between marine and terrestrial heritage assets

It is worth noting that none of the HE research relating to well-being was specific to the marine and maritime historic environment. Indeed this is also true of all the seven groups of measures in *Heritage Counts* 2014. In the indicators section, there are only two measures that are specific to the marine and maritime historic environment: the number of protected

historic wrecks sites (49 in 2014); and the number of protected historic wreck sites on the heritage at risk (H@R) register (four in 2014). The area of Heritage Coast (164,000 hectares in 2014) might be argued as a third measure. There are no measures for consents for protected wrecks equivalent to the indicators for Listed Buildings and Scheduled Monuments, and it is not possible to isolate a marine/maritime component from broad measures such as private sector investment, HLF funding, HE expenditure, employment, trainees and so on. With the exception of the fairly large area of Heritage Coast, the magnitude of protected wrecks and protected wrecks on the H@R register is miniscule compared with other designated assets. This reflects – among other things – a systematic reluctance to designate marine heritage assets that goes back to the origins of the legislation, but it compounds a distinction between the land-based historic environment and the marine and maritime historic environment that pervades the indicators section of *Heritage Counts* and presumably the decisions that are informed by these measures.

The distinction between marine/maritime and land-based heritage that is evident in *Heritage Counts* 2014 brings a key question to the fore. Is the value of the marine and maritime historic environment essentially the same as land-based heritage? Can it be treated in entirely the same way, such that research findings in terms of well-being and so on can simply be transplanted? Can greater use be made of existing data, and the results transferred? Or is the value of the marine and maritime historic environment different?

The impression from *Heritage Counts* 2014 is that marine and maritime heritage is indeed different, and the character of this difference is simply quantitative. There is so little marine and maritime heritage in England – 49 sites of which four are at risk – that it can be dealt with in isolation. In fact, it is so vanishingly small that no further elaboration is warranted: Marine and Maritime Heritage Doesn't Count. This is clearly not the case, and steps need to be taken to quantify marine and maritime heritage for the purposes of *Heritage Counts* in a manner that reflects the degree to which the material legacy of England's history has been shaped by the sea. If there is a key difference between land-based and marine and maritime heritage, it is not quantitative (or at least not as far as can be determined from the available data).

Nonetheless, there are differences between heritage on land and at sea that have a bearing on the value to society of the marine and maritime historic environment, whether these are framed in terms of cultural ES, well-being or other measures. Four differences that are of particular relevance are as follows:

- Visibility
- Accessibility
- Mobility
- Mutability

Before addressing each of these in turn, it is worth noting that there is no fundamental difference between land-based heritage and marine/maritime heritage where the latter is also on land, as it is in many cases. That is to say, there is a great range of buildings, sites, artefacts – including boats and ships in preservation – that are no different from land-based heritage.

It is also worth touching on another aspect of perceived difference, which is concerned with the physical difficulties of investigating heritage that is in or under the water. Environmental conditions, both fixed (being in water) or variable (subject to weather and tides), place



particular demands on marine investigations in terms of technologies, time and cost – all of which tend to compound each other. However, these characteristics are not widely different to constraints applicable to the investigation of heritage in other circumstances, especially in deeply-buried, wetland and/or urban settings. Moreover, technological advances – especially in respect of geophysical survey and photographic recording – are substantially reducing the overall difficulty of investigating heritage that is in or under water. The effect of the environment on investigation *per se* is not, therefore, to be regarded as a distinguishing feature in terms of value.

### *Visibility*

Where heritage assets are in and particularly under water they are not visible without some form of intervention. This has major implications for how marine/maritime heritage is experienced by Visitors and Inhabitants. As noted above, Participants are affected by lack of visibility in terms of investigation, but less so than used to be the case. A continuing difficulty may arise where Participants have yet to become familiar with the particular technologies applied to 'see' heritage assets that are underwater, but even this constraint is being eroded as a result of technological advances. Consequently, visibility is principally a concern in respect of Visitors and Inhabitants.

### *Accessibility*

Similarly, assets in and underwater are not accessible by most forms of transport, whether it is on foot or by vehicle. Access to heritage assets that are only partly submerged (for at least some of the tidal cycle) can be achieved by boat, but even boats can provide access only to the sea surface above heritage assets that remain fully submerged. In terms of direct access, heritage assets underwater are in a domain that is restricted to divers. Although tourist submarines are used in some places around the world, they seem unlikely to become common in UK waters. More can be made of boat-based access to marine and maritime heritage that sticks out of the water, but extending the value of wholly submerged assets has to focus on divers, or on indirect access.

### *Mobility*

Most marine and maritime heritage assets are as fixed as heritage assets on land in terms of their current relationship to their context – they are immovable heritage. However, a major class of marine and maritime heritage assets – vessels – were specifically intended to move around in their original use. Some vessels that are heritage assets are still movable, which has implications for their management, protection and appreciation and has led to a dichotomy between 'ships in preservation' and the remains of ships that are in archaeological contexts<sup>30</sup>. Leaving aside still-movable vessels, the transformation of once-movable vessels to immovable wrecks or hulks has several implications relating to how they are valued. First, the relationship between a wreck or hulk and the landscape in which it is now fixed may be ambiguous. It is entirely possible for there to be no significant relationship between a wreck and its current landscape. Having said this, it is wrong to conclude that the location of most wrecks is an 'accident', because in many cases ships were wrecked or hulked close to the place where they were used, such as a shipping route. Whether a relationship to the landscape is present or absent, it is important that this is made explicit in order that the place of a wreck or hulk is understood, appreciated and can lend value to the remains of the

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<sup>30</sup> For example, the Mary Rose is registered as part of the National Historic Fleet whilst its site – and those remains that are still on the seabed – are a designated wreck; Holland I at the Royal Navy Submarine Museum is registered as part of the National Historic Fleet, whilst Holland V, on the seabed is a designated wreck.

vessel itself. Second, most wrecks and hulks will have direct connections to distant places, even if they also have a strong local connection. In many cases, a wreck or hulk can invoke understanding and appreciation of where it was built and the (many) places it was used. This can be further extended to a consideration of crew, passengers and cargo, which may involve a web of connections that is very wide. This aspect of marine and maritime heritage assets has great potential for engaging wide audiences, including audiences that are otherwise considered hard to reach. Considering marine and maritime heritage assets from the post-medieval and modern periods, their extensive connectivity is a material expression of key processes in human geography: colonialism, industrialisation, globalisation, world war. Again, there is a relevance here that has implications for value. Arguably, this extends to other forms of marine and maritime heritage assets, such as shipyards, docks, wharves and waterfront warehouses. It may also be true of a much wider range of heritage assets, but in general the global connections that arise from a heritage asset that was built, used and still remains in the same place are not going to be as great as those that were once mobile.

### *Mutability*

Although fixed in their location, marine and maritime heritage assets are often situated in a landscape that is mutable: the sea is ever-changing as a result of tides and weather, not only in the present but throughout the past. Other than in the immediate place where they are wrecked or hulked, or perhaps as a trail of occasionally discarded items out of sight on the seabed, vessels do not physically alter the environment in which they were originally used. Once their wake has dissipated, there is no sign that a ship was once there. This is very unlike the effect of structures and activities on land, which – plainly – may mould the physical environment for centuries and even millennia. People can look out onto rivers, estuaries and sea routes that have been dense with waterborne activity over the same centuries and millennia, but the form of the environment will be just seconds old. The fact that waterborne activity does not shape its environment or constrain its subsequent use, and is not bounded physically with mappable features, is one of the reasons why seascape characterisation using land-based approaches has proved elusive. It also requires a different approach to how the marine historic environment – and marine and maritime heritage assets – are conceived and portrayed to optimise their value. As past use is not apparent in the landscape, greater use has to be made of interpretation. The application of ‘setting’ – both for heritage assets at sea and maritime heritage assets on the coast – requires elaboration, as an ‘empty sea’ may not convey historical significance. Marine landscapes are also permeable and unconstrained as far as boundaries and routes are concerned, so peoples’ experience of heritage assets is not framed by access such as gates and paths as they are on land. In order for the public to discover the significance of marine and maritime heritage assets and thereby realise their heritage value, it is necessary to explore – in an open environment – how the sea was structured spatially and chronologically amongst those that used the sea in the past, even though such structuring does not reflect the types of boundaries and features with which people are familiar on land.

These issues of visibility, accessibility, mobility and mutability exacerbate a perceived general tendency for society to not recognise its continuing dependency on the sea and seaborne activity, sometime referred to as ‘sea blindness’. This term may be used specifically to refer to attitudes to naval spending, but it has a wider currency also<sup>31</sup>. Whatever the sources of sea blindness it would appear that it affects the historic environment too, insofar as past dependency on the sea appears not to be reflected in heritage awareness or represented in heritage management. Concern about the UK’s unrecognised maritime past is not limited

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<sup>31</sup> E.g. <http://www.dailymail.co.uk/wires/pa/article-2668038/POLL-REVEALS-UKS-SEA-BLINDNESS.html>.

only to those engaged in marine and maritime heritage: Seafarers Awareness Week 2016 'will also focus on increasing young children's knowledge of the UK's historic and ongoing dependence as an island nation on seafarers'<sup>32</sup>. Sea blindness with respect to heritage is endemic in heritage data as noted in the HFF report and explored in the following section. Yet there is a paradox insofar as there is a strong public appetite for marine and maritime cultural heritage when visiting, in newspapers, on screen and other media, even if this is not reflected in the way in which Government and public authorities measure engagement.

In sum, there are some important differences between heritage assets on land and at sea that warrant specific consideration. Their character may contribute to sea blindness with respect to the marine and maritime historic environment, but such sea blindness is a more general phenomenon throughout society with respect to its dependence on the sea, rather than something specific to heritage. Nonetheless, the extensive reach of marine and maritime cultural heritage, enmeshed as it is with key aspects of modern society, indicates great potential for increased understanding, appreciation and engagement. The differences between heritage assets on land and heritage assets at sea suggest that although as much use as possible should be made of existing data and its interpretation – as advocated in the following sections – caution should be exercised when transferring results. The presence of these differences indicates an 'in principle' case for the social and economic value of the marine historic environment to be subject to specific data gathering and research.

### 3. Existing Data and Approaches

- O2 Demonstrate To examine the potential use of existing data and approaches to demonstrate the value of the marine historic environment.

#### 3.1. Using existing evidence

As noted above, *Heritage Counts* 2014 includes only two indicators specific to marine and maritime heritage: the number of protected historic wrecks sites (p. 35) and the number of protected historic wreck sites on the heritage at risk register (p. 36). The area, in hectares, of Heritage Coasts might be argued as a third measure (p. 35). Although there are many other forms of data set out in *Heritage Counts* that either encompass or are relevant to the marine and maritime historic environment, there is no express basis for deploying the existing data in this way. Whether as a point-in-time snapshot, or as a metric against which progress can be measured or resources deployed, *Heritage Counts* does not provide a helpful account of the marine and maritime historic environment.

Similarly, *Taking Part* is likely to encompass marine and maritime heritage within the data that it provides on attendance and digital engagement, but no express reference is made to marine / maritime heritage. Again, it is of limited use from a marine or maritime perspective either as a snapshot or as a driver for policy or decision-making.

These limitations were explored in the HFF Report, which saw a need to either develop datasets specific to marine and maritime cultural heritage, or to develop an accepted means of attributing a proportion of national figures to their marine or maritime component (p. 41). As indicated by the HFF Report, quantitative evidence is available for some examples of marine and maritime heritage, but these have not been collated or organised for this

<sup>32</sup> <http://www.seafarersawarenessweek.org/>.



purpose. It is a case of, for example, going through visitor data compiled by the Association of Leading Visitor Attractions (ALVA), and picking out those which are marine or maritime in character; the data are not categorised in these terms. Visitor data for Visit England, for example, is categorised as Urban, Rural or Coastal<sup>33</sup>, but marine/maritime heritage does not match these categories. Marine and maritime sites are included in the urban as well as coastal category, and many of the attractions in the coastal category are not heritage related. However, the Visit England data – comprising entries for over 1300 individual attractions – is at least available in a form that could be re-categorised to recognise marine and maritime heritage.

The Heritage Index is an important compilation of data prepared by the RSA on behalf of the Heritage Lottery Fund that was launched in September 2015<sup>34</sup>. The index is presented as a series of maps based on local authority areas and includes natural as well as cultural heritage. The maps are underpinned by a variety of publicly available data, including data drawn from DCMS's CASE programme<sup>35</sup>, weighted to provide scores for each local authority. The data include values for assets and for activities under seven headings as follows, six of which are referred to as 'domains' (in bold):

**Historic Built Environment**  
**Museums, Archives and Artefacts**  
**Industrial Heritage**  
**Parks and Open Space**  
**Landscape and Natural Heritage**  
**Cultures and Memories**  
 General / Infrastructure

As the data are drawn from existing publicly available sources that – as noted above – do not typically distinguish a marine or maritime component, then the Heritage Index is not currently capable of providing a marine or maritime perspective. However, a few of the underpinning datasets are marine/maritime in character, namely:

Category	Units	Total (England)
Canals	metres per local authority	3,367,304 m
Historical (sic) Ships	numbers per local authority	15
Blue Flag Beaches	number per local authority	55
Heritage Coast	km per local authority	1,640 km
Local authority capital expenditure (coast and flood protection)	£ per local authority (thousands)	£63,830 k
Local authority non-capital expenditure (coast and flood protection)	£ per local authority (thousands)	£83,160 k
Local authority revenue from sales, fees and charges (coast and flood protection)	£ per local authority (thousands)	£2,064 k

Canals and historic ships are included within the Industrial Heritage domain whereas Blue Flag beaches are in the Parks and Open Space domain. Heritage Coasts and local authority expenditure and revenue are in the Landscape and Natural Heritage domain.

<sup>33</sup> <https://www.visitengland.com/biz/resources/insights-and-statistics/research-topics/attractions-research/annual-survey-visits-visitor-attractions>.

<sup>34</sup> <https://www.thersa.org/action-and-research/rsa-projects/public-services-and-communities-folder/heritage-and-place/England/>.

<sup>35</sup> <https://www.gov.uk/guidance/case-programme#data-tables>.

As the Heritage Index compiles data in relation to local authority areas, then the maps give the impression that the grey-coloured sea lacks any heritage. The launch of Heritage Index provided an opportunity to contact the RSA over this representation, and they quickly indicated their willingness to address the lack of provision for marine/maritime heritage in the index when a revised version is issued in 2016. This is a helpful opportunity. Potential enhancements might include the following:

- Adding Protected Wreck data (other forms of designation are already included);
- Reviewing sources that are already included (the total number of 'Historical Ships' is given by Heritage Index as 15, but there are over 1000 vessels registered in the National Register of Historic Vessels, of which 200 are identified as being of such significance that they comprise the National Historic Fleet. In addition, there are more than 700 vessels in the National Small Boat Register).
- Adding a domain for marine, maritime and waterway heritage (there is already a domain for Industrial Heritage; adding a domain that encompassed waterway heritage alongside marine and maritime heritage would reduce any perceived imbalance of adding this domain to local authorities that have no coast).
- Adding Marine Plan Areas as a set of mapped entities to which heritage data could be attached, as an equivalent to local authority areas.
- Adding further sources of marine/maritime/waterway heritage data such as, for example, maritime/waterway projects supported by HLF.

Although Heritage Index is a means of compiling and displaying data rather than an existing source in itself, it provides a valuable focus for considering how best to represent the social and economic value of the marine historic environment through data at a national scale.

### 3.2. *Data gaps*

The most pressing data gaps are those in Historic England's own annual evaluation of heritage, as set out in *Heritage Counts*. As noted above, marine/maritime heritage is reflected only in the number of wrecks designated under the Protection of Wrecks Act 1973 and the number of designated wrecks on the Heritage at Risk Register.

It should be borne in mind that the indicators in *Heritage Counts* are expressed relative to a baseline established in 2002, when Historic England's precursor – English Heritage – had only just obtained a statutory remit with respect to the Territorial Sea. Consequently, the 2002 baseline does not include any specific marine/maritime indicators.

Indicators of marine/maritime heritage that could be included within Heritage at Risk fall into five groups:

- indicators that parallel measures already included for the historic environment on land;
- indicators that are more fine-grained than existing indicators;
- indicators that are more comprehensive than existing indicators;
- indicators that could be developed from existing information;
- indicators that would require additional data gathering.

Before progressing, it is worth acknowledging that better indicators will not in themselves demonstrate the social or economic impact of the marine historic environment, but they will form a much firmer basis for identifying where such impacts may occur, how they might be changing, and what might be done to enhance the benefits that arise.

#### *Parallel indicators*

Under the heading 'Caring and Sharing: managing positively' it would seem appropriate to include marine/maritime indicators that parallel existing indicators on (land-based) planning applications. Specifically, it would be possible to enumerate the number of licence applications made under the Marine and Coastal Access Act 2009 in both the English Inshore Zone (Territorial Sea) and the English Offshore Zone (Continental Shelf/EEZ), and also to enumerate the number of applications for which Historic England provides advice to the Marine Management Organisation. Equally – and applicable to both land-based and marine projects – it would be possible to enumerate the national infrastructure projects for which Historic England has provided advice each year. This latter measure is especially important in the marine zone because key applications for major ports and renewable energy schemes fall within the scope of provisions on national infrastructure rather than marine licensing.

Figures could also be provided in *Heritage Counts* for the number of decisions relating to licences under the PWA 1973, paralleling existing indicators for Listed Building Consents, Conservation Area Consents, Scheduled Monument Consents and so on. Although the number of licencing decisions under the PWA 1973 is not large compared to these other consents, this is a reflection of the number of designated assets; and it is difficult to understand why licensing under the PWA 1973 is not included currently.

It is worth noting that *Heritage Counts* is not restricted only to indicators for which it has direct responsibility; that is to say, it counts assets and activities addressed by other bodies but in which Historic England has an interest. On these grounds, it would seem appropriate that *Heritage Counts* should encompass the registers of historic ships and boats 'in preservation', that is to say the National Register of Historic Vessels (including the National Historic Fleet) and the National Small Boat Register, which are administered by National Historic Ships UK on behalf of DCMS<sup>36</sup>. These are UK-wide registers but the registers include vessel location, so it should be straightforward to identify registered vessels in England. As the registers include a record of condition and trajectory, it should also be possible to enumerate historic vessels that are at risk – and which have been lost (added to the National Archive of Historic Vessels) – each year.

#### *Fine-grained indicators*

The majority of the indicators in *Heritage Counts* make no distinction between land and sea, so values for marine/maritime heritage are subsumed within global figures. In many cases the marine/maritime component of these figures will probably be very low, but the effect of not distinguishing them is that the majority gives the impression that the minority does not even exist. This exacerbates the degree to which the social and economic value of the marine and maritime historic environment is unrecognised, and obscures opportunities for enhancing the values that could be obtained.

The possibility of developing more finely-grained indicators in which a marine/maritime component could be distinguished is common to most of the indicators used in *Heritage*

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<sup>36</sup> <http://www.nationalhistoricalships.org.uk/pages/about-the-registers.html>.

*Counts*, so they will not all be singled out here. Rather, some examples are presented which indicate how a different perspective might be obtained.

In terms of assets, all the existing designations could be tagged to identify those that are in the sea or the coastal zone, or which have a thematic connection to the sea; and which in both cases have the potential to increase the social and economic value of the marine historic environment. Tagging, rather than categorising into discrete groups, is not exclusive: which is to say that recognising an asset as having a maritime connection does not mean that it cannot have other connections. It is straightforward to see how this approach could be adopted towards Listed Buildings, Scheduled Monuments, Conservation Areas, Registered Parks and Gardens, Registered Battlefields and World Heritage Sites; and also to see how radically it might affect recognition of the contribution of the sea to England's history.

Other examples where finer-grained indicators in *Heritage Counts* could have a clear effect in re-evaluating the marine historic environment include HLF funding, National Trust income, employment in the operations of sites and buildings, volunteering and educational visits. These indicators are often asset-related so distinguishing the marine/maritime element could be facilitated by tagging assets as suggested above.

Current indicators that are not asset-related but would also be capable of finer-grained treatment include historic environment employment in local authorities and archaeological employment. Ongoing loss of expert capacity in local authorities was one of the key findings of *Heritage Counts 2014*, with the total now standing at only 835.1 Full Time Equivalents (FTEs). It is possible that there are simply no FTEs with express responsibilities relating to marine, maritime, coastal or waterway heritage in local government, which sheds an interesting light on expert capacity in this part of the sector. Developing a maritime strand to *Profiling the Profession*, from which *Heritage Counts* derives its indicators for archaeological employment, seems likely to indicate a different story. Although undoubtedly undergoing fluctuations, the overall number of archaeologists involved in marine, maritime, coastal or waterway heritage might be surprising, providing an interesting barometer of the amount of interest and funding. The HFF also noted that although small in overall terms, the employment of maritime archaeologists could be significant in international terms.

The indicators in *Heritage Counts* for education and lifelong learning, digital participation, social media, and membership of historic environment organisations are also examples for which finer-grained reporting to distinguish a maritime component should be possible.

#### *Comprehensive indicators*

As noted above, *Heritage Counts* includes figures for the number of wrecks designated under the Protection of Wrecks Act 1973. The scope to include assets with a maritime aspect that are protected under other forms of designation has already been noted, but this is unlikely to alter the representation of shipwrecks as a core marine asset type.

The degree to which statutory protection represents the overall population of assets – even significant assets – is often a product of the legislation itself and the policies that have been adopted towards its implementation. This is especially true of the Protection of Wrecks Act 1973. The wrecks designated under the PWA 1973 simply do not reflect the quantity or character of the total population of historic wrecks; not least because the Act is highly restrictive with respect to access and as a result has – from the outset – always been applied

sparingly<sup>37</sup>. Equally, although scheduling could be applied to wrecks a choice was made to apply designation under the PWA 1973 in preference to the AMAA 1979<sup>38</sup>. Hence the degree to which the number of wrecks subject to heritage designations is an adequate indicator for the marine historic environment is driven by policy choices rather than the character of the environment itself. Figures derived from designation – such as the quantification in Heritage Counts – are limited by the lack of comprehensiveness in designating marine assets; they are not comprehensive in indicating either the state of the marine historic environment, or the potential economic and social value that might arise from marine heritage assets.

Given the choice to apply designation in the marine zone so sparingly, it is necessary to develop indicators that are not as prone to extreme selectivity in their foundation, i.e. to develop indicators that are reasonably comprehensive. This would not be difficult to achieve as the NRHE already comprises an inventory of known assets, from which could be derived a much more representative indicator of marine heritage assets. Some work would be necessary to focus on actual rather than potential assets (setting aside counts of casualties and unconfirmed records of fishermen's fasteners, for example) and to better categorise assets whose character is ambiguous (anomalies, foul ground, suspected wrecks and so on), but this would result in an indicator that is far more meaningful in relation to 'Understanding the Assets' than the current reference to a handful of designated assets.

A similar approach could be taken to one of the other major classes of marine heritage asset, namely known aircraft wrecks, which are already included in the NRHE and for which a robust indicator could be developed.

Another key form of marine heritage asset – prehistoric landsurfaces and deposits – would require a different approach in order to obtain a comprehensive indicator. There are currently no instances of prehistoric material on the seabed being subject to designation, so they do not appear among the current indicators (unlike prehistoric sites on land, which is present (though undistinguishable) in the numbers for Scheduled Monuments). It is conceivable that a figure could be derived for the area of the seabed that may comprising prehistoric landsurfaces and deposits of pre-Devensian and post-Devensian date. The presence of prehistoric surfaces and deposits is a complex matter, but the use of geological proxies and previous research should be capable of producing an indicator against which change can be measured. Debate about the indicator would doubtless follow, but even coarse and caveated measures could help inform decision-making. This is worth pursuing as an indicator for e.g. marine planning and research; but it is worth recalling that the topic of submerged prehistory has a strong pull on public imagination, so it is likely to be an indicator that attracts wide attention.

### *Indicators from existing information*

The main form of indicators that could be derived from existing information are datasets that are already sufficiently granular to identify elements relating to marine/maritime heritage and which can be aggregated to bring these to the fore. The best example is perhaps visitor numbers, which are already expressed by reference to specific assets. Those relating to coastal/marine/maritime attractions can simply be summed and interrogated as a sub-set in the same manner as is applied to the whole dataset. Visit England data, for instance, is

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<sup>37</sup> Firth, Antony. 1999. "Making Archaeology: The History of the Protection of Wrecks Act 1973 and the Constitution of an Archaeological Resource." *International Journal of Nautical Archaeology* 28 (1): 10–24. doi:10.1111/j.1095-9270.1999.tb00818.x.

<sup>38</sup> Roberts, P. and Trow, P. 2002, *Taking to the Water: English Heritage's Initial Policy for the Management of Maritime Archaeology in England*. English Heritage. Para. 7.8.

already analysed by reference to a series of attraction categories such as 'steam/heritage railways' and 'gardens', allowing the identification of trends in visitor numbers relative to many different factors. Some very valuable data on the value of the marine and maritime historic environment could be obtained by introducing marine/maritime as an attraction category and running the same queries on the re-categorised dataset. A similar approach could be adopted to existing data from the Association of Leading Visitor Attractions, which includes a 'coastal' category but would be much more helpful if the categorisation were reviewed and revised.

### *Indicators based on additional data gathering*

It can be seen from the above that the principles and much of the content necessary to improve the degree to which *Heritage Counts* engages with the marine historic environment can be taken directly from current data. However, there are some aspects of the marine historic environment for which new forms of data need to be acquired. Data relating to (recreational) use of the sea is a case in point. Recreational divers and sea-anglers make many visits to undesignated but nonetheless historic wreck sites. These visits may not be attributable to the heritage interest of these assets, but nonetheless they are amongst the most significant uses of marine heritage sites. Additional data ought to be acquired on visits by divers and anglers, probably in collaboration with diving and angling organisations, for which work on the value of Marine Protected Areas might serve as a model<sup>39</sup>.

Although expressed here relative to *Heritage Counts*, the same approach could be adopted to *Taking Part* also. The key measures in *Taking Part* are heritage attendance, which is analysed by reference to a range of geographical and social factors, and digital engagement. As above, it should be possible to work from these measures to develop indicators for marine and maritime heritage that are in parallel, more fine-grained, comprehensive, based on existing data or requiring additional data. There appears to be no fundamental reason why, for the purposes of *Taking Part*, comparable data could not be acquired and analysed specifically for the marine and maritime sphere.

In identifying the need for further data to be acquired to provide indicators for the marine and maritime historic environment, due consideration should be given to Participants, Visitors and Inhabitants. Developing indicators that mirror those used in *Heritage Counts* and *Taking Part* will help to understand the social and economic value of the marine historic environment with respect to Participants and Visitors. However, such forms of data gathering are less likely to generate information relating to Inhabitants, where relationships with marine and maritime heritage are routine and implicit. Gauging the strength of such relationships is likely to require additional research to identify possible indicators, and is addressed in the next section.

### *3.3. Research needs*

This report and the HFF report that preceded it have sought to identify and elaborate the relationship between the social and economic value of (marine and maritime) heritage and key concepts in policy-making such as well-being and ecosystem services. It should be noted, however, that these concepts are still developing both in public policy contexts and in academia. Their use is not necessarily consistent or constant. It is important that heritage

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<sup>39</sup> Kenter, J.O., R. Bryce, A. Davies, N. Jobstvogt, V. Watson, S. Ranger, J.L. Solandt, et al. 2013. "The Value of Potential Marine Protected Areas in the UK to Divers and Sea Anglers". UNEP-WCMC.

managers stay abreast of the dynamic use of such concepts and, preferably, help to shape their future development and use. Research into the continuing conceptual development of these drivers needs to encompass both land- and marine-oriented discourse, across the natural sciences, social sciences and humanities. Applicable insights are as likely to arise from understanding the contribution of community arts projects to well-being as they are from quantifying the ecological services of marine protected areas.

As well as historic environment research into the science and public policy background of social and economic value, it would be productive to encourage researchers across these other disciplines to address the marine historic environment more thoroughly within their own research. There are already a few instances where, for example, research on ecosystem services has sought to integrate the historic environment on land, but much more could be done. As well as generating insight, the process of taking the (marine) historic environment into consideration is in itself likely to achieve greater interdisciplinary integration, and to influence public policy as a result. In this case, the role of Historic England would be to stimulate the interest of other disciplines in a research need that they may not perceive themselves. Some kind of interdisciplinary workshop or other event might help to propel the social and economic value of the marine historic environment onto the research agendas of others. Frameworks such as the Heritage Values Network<sup>40</sup> or initiatives arising from the now-concluded AHRC Cultural Value Project<sup>41</sup> and the Warwick Commission on the Future of Cultural Value could provide a suitable forum for stimulating third-party research.

Better understanding the way in which marine and maritime heritage is perceived by the public is a further key area for primary research. There appears to be a contradiction between 'sea blindness' towards the country's reliance on the sea through history, and the fascination with marine archaeology evident in the media. Research might usefully explore what people know of England's maritime past on one hand, and what they think about different types of maritime asset on the other. That is to say, there may be a strong latent interest where prompted, coupled with a complete lack of cognisance in day to day life. As well as the usual range of demographic factors, such research might also take into account people's proximity to the sea as well as seeking to explore the characterisation of Participants, Visitors and Inhabitants. Understanding the role of prompts such as nautical names for business, sea paintings, street furniture (anchors and cannon bollards) and so on – as well as major assets such as waterfronts and historic ships – could also form part of this research.

A further key area is research into perceptions of heritage that is inaccessible to most people because it is submerged. Again, strong interest in submerged archaeology in the media suggests relatively widespread interest even amongst people who never expect to go underwater themselves. The actual and potential role of new technologies in enabling virtual access – through photographs, video, geophysics, digital models and so on – could be an important consideration. Addressing research to a spectrum of different degrees of physical access could be beneficial, encompassing recreational divers, sea anglers and recreational boat users as well as people who live in coastal areas or visit. How perceptions of marine and maritime assets – ships, aircraft wrecks, prehistoric landsurface – give rise to tangible social and economic benefits would also be a key strand.

The research reported in *Heritage Counts 2014* might provide a model for the kinds of research that are required in the marine and maritime sphere. As noted above, obtaining a

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<sup>40</sup> <http://heritagevalues.net/>.

<sup>41</sup> <http://www.ahrc.ac.uk/research/fundedthemesandprogrammes/culturalvalueproject/>.

sense of how many people visit marine heritage assets such as non-designated wrecks is important, encompassing people who are not visiting primarily for heritage purposes (e.g. angling). Irrespective of intentionality, it would be helpful to know if and why the range of visitors value the submerged sites they are visiting. Even where people are not able to engage directly with submerged heritage assets, it is possible that there may be a measurable relationship between marine / maritime heritage and well-being, which could be explored in a way comparable to Fujiwara et al. (2014). Equally, a sense of the maritime past might be expected to add to social capital, community cohesion, sense of place, civic pride and greater social interaction, all of which can be researched using approaches akin to those already deployed for heritage on land. In considering economic impacts, specific work might be required to tease out the degree to which marine/maritime heritage is attractive to domestic and international visitors, and to establish the value of marine/maritime heritage in terms of economic output and jobs. Again, this need not be especially different from previous research in terms of methodologies; the factors already noted about data gathering – such as developing fine-grained and comprehensive indicators – would apply. Research reported in *Heritage Counts* on stated preferences with respect to onshore assets in Kent and Norfolk is especially relevant because it also included attitudes to heritage assets amongst people who had not visited those assets, and yet gained satisfaction from knowing that they were being looked after<sup>42</sup>. Research into revealed preferences – indicated by property values in Conservation Areas<sup>43</sup> – could be applied to property values around areas with an evident maritime past such as historic waterfronts, for example. These parallels with successful research into the social and economic benefits of heritage on land all suggest that research with respect to the marine historic environment is equally feasible.

#### 4. Current Debates

- |    |          |                                                                                                                                                 |
|----|----------|-------------------------------------------------------------------------------------------------------------------------------------------------|
| O3 | Advocate | To examine how the marine historic environment might be better represented and communicated in current debates about social and economic value. |
|----|----------|-------------------------------------------------------------------------------------------------------------------------------------------------|

##### 4.1. *Integrating the marine and maritime historic environment as a coherent 'offer'*

The HFF Report made the case for joining-up the many elements of the marine and maritime historic environment across different environments and historical institutional boundaries. The distinctions that apply today are unlikely to have been recognisable to those people in the past that gave rise to marine and maritime heritage, and a segmented approach is likely to present barriers to the public rather than connections. A joined-up offer should be capable of yielding social and economic benefits more effectively than is the case at present. Technological advances mean that a more coherent offer does not require institutional reorganisation; the effort to create joined-up benefits does not imply amalgamation or changing autonomy.

Viewed in terms of different types of heritage assets and different environments, Historic England has a major role to play in achieving a joined-up approach to marine and maritime heritage. Historic England is responsible for the historic environment on land, in intertidal

<sup>42</sup> efttec. 2014. "Economic Valuation of Heritage". efttec for English Heritage: <http://hc.historicengland.org.uk/content/pub/2190644/economic-valuation-of-heritage-report.pdf>.

<sup>43</sup> Ahlfeldt, G.M., Holman, N. and Wendland, N., May 2012, An Assessment of the Effects of Conservation Areas on Value. LSE for English Heritage: <https://www.historicengland.org.uk/research/current-research/social-and-economic-research/role-and-impact-of-heritage/value-conservation-areas/>.



areas and at sea out to the limit of the Territorial Sea; and it also has a role in advising the Marine Management Organisation to the limit of the UK Continental Shelf. Historic England has a predominant role with respect to the built historic environment, below-ground archaeology, landscapes, and assets in intertidal and marine areas. These responsibilities encompass designated assets, but also non-designated assets subject to both the land-based and marine planning systems. The extent of Historic England's responsibilities is such that joining-up even just its own actions with respect to the marine and maritime historic environment would be a major step forward; it would also serve as a powerful example and encouragement to others.

Clearly, heritage assets on land, in the intertidal area and – to some extent – in the marine zone are also the concern of local authorities. Identifying marine and maritime heritage as a common thread across a local authority's responsibilities towards the historic environment would also be a significant step forward in its own right, as well as contributing to a more general movement. Local authorities have a particularly important part to play because of their role in coastal management, regeneration and inshore and fisheries management (via Inshore Fisheries and Conservation Authorities – IFCAs) as well as their direct role with respect to the historic environment. Specific initiatives such as the Coastal Community Teams, the Coastal Revival Fund and the Coastal Communities Fund are closely linked to local authorities, so the opportunity to give effect to a joined-up approach to marine and maritime heritage assets is especially promising. It is, after all, likely to be at community level that the continuity between fishing boat wrecks, historic fish quays and fishing cottages – for example – is most keenly felt. Heritage Action Zones could be a valuable way for Historic England to collaborate with local authorities and other stakeholders in developing a joined-up approach to marine and maritime heritage in coastal areas.

In many instances, local authorities are also responsible for artefactual, documentary, cartographic, photographic and artistic collections through museums and archives. These collections are also significant heritage assets that should – where possible – be joined up in the broad conceptualisation of marine and maritime heritage. This is not the place to set out how such collections can enhance and extend the experience of the marine historic environment; this would be self-evident were it not for the frequent separation of physical assets in the environment from other forms of representation. Engaging with local authority archives and museums on the integration of marine and maritime heritage is something that could be developed further through teams licensed by Historic England under the Protection of Wrecks Act 1973, building on the example set between the team investigating the wreck of the London and Southend Museums. In particular, there might be scope to systematically mobilise local archives and collections in providing further detail about the local maritime context within which wrecks occurred, even if there are no local records relating directly to the specific wreck under investigation. In return, the results of wreck investigations can draw attention to local maritime activity in the past whilst helping to create tangible links to local collections.

Museums and archives are also hugely important as venues through which collections – and the past more generally – can be accessed and presented. Again, the potential of local museums and archives as a focal point for people to explore the marine historic environment has not been addressed as systematically as might be warranted. There are, of course, many instances where there are close links between museums and marine heritage assets, but these are likely to focus on specific (designated) assets and offer geographically uneven coverage to the public. Establishing the scope of local museums and archives to direct attention to both designated and non-designated marine heritage assets would be a valuable step, noting that the development of audiences and users is likely to help meet their social

and economic objectives and attract funding from a wider range of sources than Historic England.

Plainly, not all museums and archives are operated by local authorities. However, the same general approach is apposite, whether it relates to a small privately operated museum or one of the major regional and national museums and archives. Historic England could systematically encourage licensed groups and others to draw upon such collections to elaborate the maritime context within which their particular asset was situated, even if no specific records are to be found. And museums and archives can be encouraged to draw the attention of their users and audiences to the marine historic environment as the physical counterpart of the documents and maps they are curating. Many instances of best practice in this regard are probably available; it is systematic application that is – as yet – in question. The response of archives and museums to projects such as the East Coast War Channels community archaeology project suggests that there is a strong appetite for greater joining-up.

A further area where there is great scope for Historic England to stimulate a more joined-up approach to marine and maritime heritage is through its relationship with property owners, especially in respect of major coastal properties managed by organisations such as English Heritage, the National Trust, the Defence Infrastructure Organisation, the RSPB and Wildlife Trusts. In some cases these are heritage properties, where there are heritage assets that visitors come to enjoy. In other cases, these properties are host to a range of designated assets in which Historic England has an interest. In some cases (though probably rare) there may be no designated assets, but the property is likely to contain non-designated assets and elements of historic landscape features, or form part of the setting of significant assets, including assets offshore. Being situated at the coast and – in all likelihood – both containing heritage assets and providing visual access to marine areas in which other assets are present, coastal properties offer a pivotal role in articulating relationships between many forms of marine and maritime heritage. Public access is often a key component of these coastal properties. The opportunity they present for Historic England to reach and develop new audiences – and to thereby extend the social and economic benefits of the marine historic environment – is particularly valuable. Importantly, visitors to coastal properties may not be intending to visit maritime heritage as such, or even heritage more generally. On one hand, maritime heritage – especially its marine component – tends not to be very prominent at coastal properties, even at heritage sites; on the other, many people visit coastal properties for recreation and other activities in which the presence of heritage assets may play only an incidental role. Accordingly, coastal visitors can be regarded as Inhabitants with respect to marine and maritime coastal heritage rather than as Visitors; there is therefore great scope to raise awareness and achieve social and economic benefits across a broad public.

The other main class of asset where greater joining-up could be pursued is vessels in preservation, notably vessels on the National Register of Historic Ships, including the National Historic Fleet, and the National Small Boat Register. In some cases, registered vessels in preservation form part of museum collections, so the points made above about developing audiences for broader marine and maritime heritage apply also. Considering registered vessels solely as heritage assets, however, there are clearly major parallels with designated wrecks protected by Historic England and non-designated wrecks subject to Historic England advice. In some cases – notably the *Mary Rose* – registered vessels are also designated assets. As a step towards considering the potential social and economic benefits of a more joined-up approach, it may be helpful to consider wrecks designated under the PWA 1973 and the AMAA 1979 (notably the *Harriett*, LEN 1021451, at Purton) and vessels in

preservation as a combined fleet (perhaps also extending to wrecks in the English Marine Area that are protected under the PMRA 1986). Despite a few overlaps, such as the Mary Rose, it is likely that the combined fleet would be largely complementary and that – in combination – they give a much more comprehensive view of England's maritime past than in isolation. For example, the NRHV contains many inland watercraft, which are poorly represented amongst designated vessels. Similarly – and by definition – the NSBR comprises smaller vessels that are not well represented by designated vessels. Broadly, designated wrecks represent older and larger vessels than the NRHV. There are interesting continuities too, with respect to submarines and paddle steamers, for example. Sailing and post-1945 fishing vessels are well represented by vessels in preservation, but examples of steam fishing vessels – critical to the C19th and early C20th development of the sector – are likely to be better represented as wrecks. Even these few examples suggest how audiences and benefits could be extended by adopting common timelines and thematic overviews.

It should also be borne in mind that there is already value that ought to be explicitly recognised and enhanced that arises between vessels in preservation and other forms of heritage asset, especially in the built historic environment. The mutual contribution of vessels and maritime buildings and features to each other's setting may be so obvious as to not warrant further mention; but equally the scope to encourage and develop such interactions could warrant specific action in the context of regeneration, development proposals and designation casework. Changes that might inhibit or preclude – or enable and encourage – vessels mooring alongside historic buildings are examples where express consideration of the social and economic benefits of marine and maritime heritage across the board might result in better outcomes.

In respect of each of these types of assets and institutions – local authorities, museums, archives, properties, vessels in preservation – there is also scope for methodological joining-up in better understanding existing levels of social and economic benefits, and how they might be enhanced. That is to say, the points made above about data and research relating to the marine and maritime historic environment could be addressed collaboratively, which would in itself be a step towards the delivery of greater joined-up benefits.

#### *4.2. The place of the marine historic environment in key debates: arts & culture; cultural heritage on land; the marine environment*

As outlined in the HFF Report, important debates are already occurring with respect to the social and economic benefits of arts and culture, of heritage on land, and of the marine environment. These debates are highly relevant to the marine and maritime historic environment, but it is only present implicitly within the discussions in each field; rarely is the marine and maritime historic environment referred to expressly. These debates are informing the development of policy but also the gathering of evidence that supports policy-making, with a knock-on effect for the marine and maritime historic environment if no relevant evidence is collected. Engagement is required to raise awareness of the marine and maritime historic environment in each of these distinct debates so that key interactions are identified: so that efforts to enhance social and economic benefits in arts and culture, land-based heritage and the marine environment are not undermined by ignoring marine and maritime cultural heritage; and so that benefits in the marine and maritime historic environment are enhanced as a result of combined effort.

Introducing the marine and maritime historic environment into each of these debates is problematic. Effort has to be directed in three directions, and there is diversity within each strand. Each strand also has both a public policy and an academic side, which each require

specific approaches. The resource base upon which the marine and maritime historic environment can draw is also narrow, especially as – discussed above – the broader marine and maritime heritage sphere is not joined up. Further, the objective is to achieve meaningful inclusion in each strand of debate, not just a token reference. All-in-all, achieving an appropriate level of consideration for the marine and maritime historic environment in current debates over social and economic benefits is a significant challenge.

Clearly, the challenge will be more easily accomplished if those debates start to reach out to include the marine and maritime historic environment. This is not inconceivable, despite the existing complexity of those debates and pressure upon resources militating against the inclusion of yet another ‘minority’ concern. Attention must focus on achieving recognition for the marine and maritime historic environment as a solution to issues in these spheres or, at the very least, making the marine and maritime historic environment impossible to ignore. As noted at various points above, it is significant that the value of the marine and maritime historic environment is latent or implicit in existing discussion. Even though it is unrecognised, the marine and maritime historic environment often has a presence, suggesting that it is in fact a sizable component in each area of debate even though unspoken: a case of being ‘an elephant in the room’. The reasons for lack of recognition need not concern us here, as they may be attributable at least in part to the deep-seated ‘sea blindness’ – referred to previously – that applies to many aspects of society. However, it is possible that a substantial but latent awareness can be switched on by modest (but carefully targeted and coherent) effort. A sustained, convincing nudge could achieve a light bulb moment in securing appropriate consideration of the social and economic benefits of the marine and maritime historic environment in the debates that are informing the development of policy.

The steps already discussed above – joining up across marine and maritime heritage, obtaining specific data and carrying out tailored research – will all support the sustained nudge that is required. Coherence, data and research will all contribute to the environment in which these debates are being conducted, but delivering the nudge itself is a case of leadership in the sector, which is why Historic England’s role is so important. Equally, the nudge will not be effective if it is not supported by the data and research necessary to sustain the case.

It might be argued that the deepening austerity in the public sector that will undoubtedly accompany the imminent Comprehensive Spending Review is not auspicious in trying to achieve greater consideration of the social and economic benefits of the marine and maritime historic environment across multiple policy areas. However, significant change may be largely a question of achieving recognition rather than major redirection of resources, and a relatively small change in each of multiple policy areas (arts and culture; heritage; local government; marine management) could have aggregate outcomes that far exceed the inputs.

Participation in these debates is not an end in itself. The objective is to develop policies that cause change in civil society and the private sector in respect of the marine and maritime historic environment. It is the changes that occur beyond the public sector that will provide the greatest multiplier effects, achieving significant increases in social and economic benefits from modest investment at a time of restraint.

The opportunity provided by the Government’s decision to prepare a White Paper on Culture is clearly important in articulating the potential role of the marine and maritime historic environment across society, and especially the need for integration across marine/maritime

topics in arts, culture and cultural heritage. However, as indicated by comments above, it is essential to seek integration across different areas of Government: not only within the remit of DCMS but also in Defra, DCLG, MOD and so on. Briefings suggest that underwater cultural heritage will be covered by a section of the Culture White paper on cultural diplomacy, whilst heritage's contribution to the economy and general wellbeing will be covered by a section on places<sup>44</sup>. Underwater cultural heritage certainly has a distinctly transnational character that makes it an important focus for the UK's international relations; but the arguments developed through this report are concerned principally with the role of the marine and maritime historic environment in place-making. The Culture White Paper offers, therefore, a critical point at which to insist that the marine and maritime historic environment is an integral strand of England's places, their economics and their well-being; and for the social and economic benefits of the marine and maritime historic environment to be underlined by DCMS in its cultural policies across government.

## 5. Enhancing the Social and Economic Value of the Marine Historic Environment

04	Enhance	To identify specific measures that could be taken to enhance the value of the marine historic environment, taking account of possible barriers.
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### 5.1. Identifying and overcoming barriers to public engagement with marine historic environment

*Taking Part* has confirmed that there are clear differences in engagement with heritage associated with ethnicity, socio-economic group, disability, and – to a lesser degree – gender<sup>45</sup>:

Category	%	Category	%	Differential
Black and Minority Ethnic (BME)	56.3%	White	74.7%	18.4%
Lower socio-economic group	63.4%	Upper socio-economic group	78.7%	15.3%
Disabled	67.7%	Non-disabled	74.8%	7.1%
Female	71.5%	Male	73.8%	2.3%

Heritage: proportion of adults who had attended or participated in activities in last year, 2014/15

The Warwick Commission report devoted a chapter to the matter of diversity and participation, referring to a 'participation gap' that is not caused by lack of demand (p. 33). As well as engagement by Visitors, as measured by *Taking Part*, the Warwick Commission report emphasised that this gap applies to the creative workforce – i.e. Participants in the sense used in this report – concluding that involvement 'at a professional level is curtailed by social background and personal characteristics to an unacceptable degree' (p. 35). Similar gaps apply to volunteering. To paraphrase the Warwick Commission, not only is the cultural sector missing out on the contribution of the UK's population as a whole, but the wealthiest, better-educated and least ethnically diverse 8% of the population is benefitting disproportionately from public funding.

<sup>44</sup> <http://www.theheritagealliance.org.uk/update/dcms-culture-white-paper-whats-in-it-for-heritage/>.

<sup>45</sup> DCMS, June 2015, *Taking Part* 2014/15 Quarter 4: Statistical Release [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/438442/Taking\\_Part\\_2014\\_15\\_Quarter\\_4\\_Report.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/438442/Taking_Part_2014_15_Quarter_4_Report.pdf).

It is worth noting that engagement across these demographic categories appears to be better for heritage sites than for most other sectors, and engagement in heritage in the BME category appears to be improving (56.3% in 2014/15 cf. 50.7% in 2005/6; though it was 61.4% in 2011/12 and 59.8% in 2013/14)<sup>46</sup>. Figures for people with a health condition 'feeling at ease' are better for heritage sites than some other categories of sporting and cultural attendance<sup>47</sup>.

These are more than slight consolations, because they suggest that heritage might be relatively well-placed to address differentials in engagement. There is certainly a long way to go, especially in respect of ethnicity and socio-economic group. As noted by the Warwick Commission, these gaps and differentials apply to Participants as well as Visitors; and it might reasonably be assumed that the social and economic benefits that arise from heritage for Inhabitants are similarly unequal in their distribution.

It seems likely that comparable gaps and differentials apply to the marine and maritime historic environment, but as *Taking Part* and other exercises are not sufficiently granular, then the evidential basis for discussion is in need of attention. It could be supposed that the differentials may be different for marine and maritime heritage than for heritage as a whole; gaps may be exacerbated or ameliorated by the distinctive characteristics of marine and maritime historic environment. Research and data gathering could usefully address the appetite in England for marine and maritime heritage, taking into account the demographic factors that *Taking Part* applies. Additional research and data gathering could then address the degree to which this appetite is realised, that is to say, whether there are demographic barriers that are preventing people from engaging with the marine and maritime historic environment to the degree that they might wish, whether they be Participants, Visitors or Inhabitants.

Barriers to accessing heritage are discussed in the *Taking Part* survey, with specific reference to people with illness or health conditions<sup>48</sup>. There appears to be no fundamental reason why barriers with respect to the marine and maritime historic environment could not be identified using broadly the same methodologies. However, it does not follow that barriers to participation and enjoyment in the marine sphere will parallel those on land; other factors – ranging from practical to cultural – might result in patterns of engagement that are different to those exhibited by the heritage sector as a whole. Additional questions may be necessary to address matters specific to marine/maritime heritage, to identify any effects of distinct attributes relating to physical access, perceptions and connectedness to the marine sphere.

The marine and maritime historic environment is not intrinsically immune to barriers that have been identified with respect to engagement with heritage across the whole of society. As well as compiling data that might show where barriers are present, there is clearly a case for carrying out specific research into different perceptions. The maritime past is an arena in which societal distinctions such as gender, socio-economic group and ethnicity were especially stark; and where national and establishment narratives have often dominated.

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<sup>46</sup> DCMS, June 2015, *Taking Part* 2014/15 Quarter 4: Statistical Release.

<sup>47</sup> DCMS, November 2015, *Taking Part* 2014/15, Focus On: Barriers to Participation, Disability. Statistical Release [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/476097/Taking\\_Part\\_201415\\_Focus\\_on\\_Barriers\\_to\\_participation\\_disability.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/476097/Taking_Part_201415_Focus_on_Barriers_to_participation_disability.pdf).

<sup>48</sup> DCMS, November 2015, *Taking Part* 2014/15, Focus On: Barriers to Participation, Disability. Statistical Release [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/476097/Taking\\_Part\\_201415\\_Focus\\_on\\_Barriers\\_to\\_participation\\_disability.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/476097/Taking_Part_201415_Focus_on_Barriers_to_participation_disability.pdf).

This heritage – and the way it is portrayed – may not appear relevant or attractive to many people. Yet the maritime past also offers opportunities to explore the less endearing episodes of England's story; not simply as horrible histories but as an entry point for exploring broader trends and processes that contributed to the character of society today. Marine and maritime heritage provide opportunities to examine many aspects of contact, communication and diversity that cut across conventional boundaries locally, regionally and nationally. Given the potential complexity in how maritime heritage is perceived currently and the potential it presents in a diverse society, specific research on perceptions, barriers and opportunities might be warranted.

## 5.2. *Marine planning*

The introduction of marine planning through the Marine and Coastal Access Act 2009 presents a fundamental and comprehensive platform for achieving greater social and economic benefits from the marine and maritime historic environment. The UK Marine Policy Statement<sup>49</sup> (MPS), which has statutory effect on all public bodies that make decisions affecting the UK marine area, recognises that:

*the historic environment of coastal and offshore zones ... is an asset of social, economic and environmental value. It can be a powerful driver for economic growth, attracting investment and tourism and sustaining enjoyable and successful places in which to live and work*

Despite this strong signal, it seems that marine planning in practice is concerned only with the marine and maritime historic environment as a constraint: a series of processes to avoid or mitigate damage by developers. Additional attention seems to be required to mobilise marine planning as a means of proactively delivering the greater social and economic benefits of heritage to which the UK MPS refers.

By way of example, Objective 5 of the East Inshore and East Offshore Marine Plans<sup>50</sup> on heritage refers only to conserving heritage assets so that their value is not compromised. This language permeates the corresponding policy:

*Policy SOC2 Proposals that may affect heritage assets should demonstrate, in order of preference:*

- a) that they will not compromise or harm elements which contribute to the significance of the heritage asset*
- b) how, if there is compromise or harm to a heritage asset, this will be minimised*
- c) how, where compromise or harm to a heritage asset cannot be minimised it will be mitigated against or*
- d) the public benefits for proceeding with the proposal if it is not possible to minimise or mitigate compromise or harm to the heritage asset*

Plainly, this policy does not address how the historic environment is to be a powerful driver for economic growth, investment, tourism or sustaining enjoyable and successful places as anticipated by the UK MPS. Reference is made to public benefits only insofar as they outweigh harm to assets: public benefit and heritage assets are, in effect, counterpoised.

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<sup>49</sup> <https://www.gov.uk/government/publications/uk-marine-policy-statement>.

<sup>50</sup> HM Government, April 2014.  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/312496/east-plan.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/312496/east-plan.pdf).

The conservation of heritage assets through the marine planning process is, of course, a benefit in itself, and the UK MPS underlines the requirement for improved knowledge and understanding of the past to be made publicly available especially if a heritage asset is to be lost (para. 2.6.6.3). There is, however, a gap between MPS and plan policies that ought to be addressed. With respect to the social and economic benefits of the marine and maritime historic environment, plan policies might be expected to encourage proposals that enable benefits to be obtained rather than just constraining proposals that might cause harm. That is to say, marine plans ought to contain positive policies with respect to the marine and maritime historic environment.

The implications of marine plan policies can be considered also in terms of their implications for Participants, for Visitors and for Inhabitants. To take Participants, for example, some archaeological activities are subject to a marine licence, which is to say that they are proposals that are subject to Policy SOC2 as if they were a form of marine development. In their application to a proposal for archaeological work, the clauses of SOC2 appear rather discouraging – especially to a volunteer group that is also obliged to meet the cost of the licence application. Seen in these terms, a policy perhaps intended for marine developers might forestall the social and economic benefits of volunteering; an express, encouraging policy towards Participants would be far preferable and much more in line with the UK MPS.

A more favourable perspective is obtained if the potential application of Policy SOC1 is taken into account:

*Proposals that provide health and social well-being benefits including through maintaining, or enhancing, access to the coast and marine area should be supported.*

The explanation accompanying SOC1 notes that 'representation through physical and digital interpretation of the ... historic environment' is one of the types of initiative that this policy could encourage. The explanation also notes that an area's landscape and seascape character – including the historic environment – is a key element in the setting for people's lives.

Further encouragement is provided in respect of Policy TR3:

*Proposals that deliver tourism and/or recreation related benefits in communities adjacent to the East marine plan areas should be supported.*

The accompanying explanation notes that this proactive support might include 'adding to or improving existing tourism facilities and opportunities such as visiting heritage assets or areas of historic environment' and 'promoting recreational sea angling and inshore fishing in coastal towns that is of cultural or historic significance to the local community'.

If viewed in conjunction with Policies SOC1 and TR3, then the policy on heritage assets, SOC2, can be regarded as more rounded. But no reference is made in the explanation of SOC2 to either of these policies, nor are they comprehensive even if taken as a whole with respect to delivering the broader benefits of the historic environment to which the UK MPS refers. Tested against a bottom line of greater social and economic benefits for Participants, Visitors and Inhabitants, these policies still appear lacking. The South Marine Plan is currently in preparation; its policies towards the marine historic environment are keenly awaited.

Drawing attention to policies on society and tourism as well as heritage assets helps broaden the relevance of marine planning to the historic environment beyond marine development proposals for ports, cables or aggregates. However, these other policies can also be directed



to such developments also. The passive, constraining character of SOC2 – counterpoising development with benefit – has been highlighted above. But SOC1 and TR3 might also be expected to apply to development proposals alongside SOC2, as an encouragement to developers to draw out the social and economic benefits of the works they are doing to prevent harm. Specifically, developers could be encouraged to seek to achieve social and economic benefits from the surveys and research they carry out with respect to the marine historic environment, by making such information much more accessible to local communities, tourists and recreational users of the marine area. Whether it is through displays, signboards, leaflets, educational activities or other comparable media, the UK MPS sets out an expectation with respect to social and economic benefits of the marine historic environment that appears only to be met rarely by marine developers. Specific advice to developers by Historic England on how they might be expected to enhance the social and economic benefits of the historic environment in the course of development – such as giving effect to SOC1 and TR3 as well as SOC2, and including case studies demonstrating previous best practice – would be an effective step forward.

### 5.3. *Toolkits for practitioners*

Guidance and case studies for developers on maximising the social and economic benefits of surveys and research carried out to meet conservation policies provide an example of the kind of ‘toolkit’ that could make a significant difference in this field. Other toolkits are required in order to address the absence of quantitative evidence, driven by the identification of metrics for the marine and maritime historic environment that are compatible with *Taking Part*, Heritage at Risk and other initiatives.

Two distinct toolkits are required: one on using existing (indirect) data relating to the social and economic benefits of the marine and maritime historic environment; the other on gathering new (direct) data. The experience of developing a Regional Heritage Impact Toolkit for the north east<sup>51</sup> is likely to be very valuable in developing such toolkits for the marine historic environment.

A toolkit that assists practitioners in compiling existing data would help inform the development of new projects or initiatives. That is to say, Historic England could facilitate the preparation of business cases that foreground social and economic benefits by directing practitioners to sources of information and guiding their use and interpretation. Such a toolkit would encourage practitioners to use information about social and economic benefits of the marine historic environment in project proposals. In itself, this would increase the availability of information about social and economic benefits, increase the attention they receive in project development, and enhance the resulting benefits when the projects come to fruition. Although such a toolkit could be made available to support proposals made under the Historic England Action Plan, it might also be adopted in the development of other proposals relating to marine and maritime heritage, such as proposals to HLF.

A toolkit on gathering new data would help practitioners to evaluate and report on the social and economic benefit of projects and initiatives relating to the marine and maritime historic environment. The focus could be on the use of questionnaires and surveys for Participants, Visitors and/or Inhabitants, depending on the primary focus of the project. Rather than projects obtaining whatever data is convenient to them, a toolkit would help standardise at least some elements that would be compatible (and comparable) from project to project. If informed by broader exercises such as *Heritage Counts*, then careful selection of measures

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<sup>51</sup> English Heritage, November 2014, Invitation to Tender for Regional Heritage Impact Toolkit.

would enable project-specific data to be aggregated as an additional contribution. The effort to quantify the benefits of diver trails by the NAS<sup>52</sup> was an important step; but its effect would be very much greater if (for example) all diver trail initiatives were accompanied by a common evaluation element that could, collectively, feed in to *Heritage Counts*. As noted above, a toolkit on evaluating the social and economic benefits of marine and maritime heritage projects initiated by Historic England is likely to inform the evaluation of other projects, adding generally to the availability of data and, thereby, to awareness.

Building the corpus of data on social and economic benefits referring directly to the marine historic environment will take time, even with the toolkits referred to above. In the meantime, there is a case for toolkits on best practice such as that outlined above for marine developers. Although, in the short term, the case for social and economic benefits arising from the marine historic environment will be 'in principle' or anecdotal, there are still sufficient grounds for sharing experience to date. A general toolkit that helps practitioners to identify potential social and economic benefits, and provides examples of how such benefits can be enhanced by relatively minor changes in implementation, is likely to be welcomed. Such a toolkit could be developed on the basis of one or more workshops looking at how social and economic benefits are being achieved in parallel disciplines as well as with respect to the marine historic environment.

#### 5.4. *Incentivising third party investment in increasing the impact of the marine historic environment*

In his Autumn Statement in November 2015, Chancellor George Osborne introduced the Government's spending plans for culture as follows<sup>53</sup>:

*Britain's not just brilliant at science. It's brilliant at culture too. One of the best investments we can make as a nation is in our extraordinary arts, museums, heritage, media and sport. £1 billion a year in grants adds a quarter of a trillion pounds to our economy – not a bad return.*

For marine and maritime cultural heritage to deliver economic benefits amounting to £250 for each £1 of public funding, careful attention needs to be paid to the ways in which Historic England's work influences economic activity by third parties, especially in public sector organisations outside culture/heritage, and in the private and third sector. Although not expressed in financial terms, commensurate returns (1:250) might also be expected in terms of social benefits.

The Chancellor's statement indicates that a 250% return is already being achieved. For the reasons discussed above, it is not possible to determine from current data whether marine and maritime cultural heritage obtains this return. Given that marine and maritime heritage lacks overall coherence, visibility or promotion, then it might be assumed that its current return is somewhat lower. Certainly, there is potential for improvement; and if presently at a low base then the potential for improvement is proportionately high. That is to say, conceived as a curve, incremental effort directed at marine and maritime cultural heritage will return a greater dividend than in sectors of arts, culture and heritage that are more mature in their development.

<sup>52</sup> NAS, June 2013, *The Local Economic Value of a Protected Wreck*. Unpublished report for English Heritage: [http://www.nauticalarchaeologysociety.org/sites/default/files/u9/Local%20Economic%20Benefit%20of%20a%20Protected%20Wreck\\_EH6608PD\\_Final%20Report\\_for%20distribution.pdf](http://www.nauticalarchaeologysociety.org/sites/default/files/u9/Local%20Economic%20Benefit%20of%20a%20Protected%20Wreck_EH6608PD_Final%20Report_for%20distribution.pdf).

<sup>53</sup> <https://www.gov.uk/government/speeches/chancellor-george-osbornes-spending-review-and-autumn-statement-2015-speech>.

A key mechanism through which to increase the economic and social benefit arising from marine and maritime cultural heritage is to create pull, drawing in greater numbers of people as Participants, Visitors and Inhabitants so that more economic and social activity occurs in this sphere. Clearly, it would be preferable for this activity to be additional rather than a displacement from other parts of the UK culture/heritage sector but, as noted above, the marine and maritime historic environment has characteristics that could appeal internationally and to otherwise difficult to reach audiences. Increasing the pull of marine and maritime cultural heritage need not be difficult for Historic England or require it to depart from its existing practice in other spheres. Measures to increase pull might include steps already suggested above: raising awareness to overcome sea blindness; integrating the 'offer' of marine and maritime heritage to increase entry points and connectivity; addressing the broader public who can access maritime heritage at the coast and virtually in addition to those who visit underwater sites by diving. Engaging more people in the marine and maritime historic environment will increase the combined effect of their economic activity and is likely to attract further investment from a wider range of institutions and businesses that seek to service the increased demand.

A second important mechanism through which Historic England can affect the economic and social returns arising from third party activity is through its role in consenting, both in terms of designated assets and in planning, especially in respect of national infrastructure in the coastal/marine sphere and marine licensing. Again, this need not be a major departure from the existing emphasis on constructive conservation in Historic England's Corporate Plan. However, it would be productive to set out expressly how constructive conservation is to be applied to the marine and maritime historic environment, as conceived in the broad sense applied in this report. Steps already referred to could be organised through this framework, including: tagging designated assets so that their marine and maritime connections are considered explicitly in casework; collaborating with local authorities and other stakeholders through the application of Heritage Action Zones at the coast; and seeking the implementation of positive policies towards the historic environment in marine licensing, as well as preventing harm.

A third area in which Historic England could directly influence investment is by increasing its involvement in the suite of measures being applied by Government to stimulating regeneration, especially in coastal areas. For a number of reasons, coastal areas have high indicators for deprivation, reflecting and compounding a range of economic and social difficulties. The implications for coastal schools, for example, have been succinctly summarised by the Future Leaders Trust in their recent report<sup>54</sup> *Combatting Isolation*. As noted above, Government has taken a number of initiatives directed at regeneration in coastal areas, including Coastal Communities Fund, the Coastal Revival Fund and Coastal Community Teams. Many of the Local Enterprise Partnerships and Enterprise Zones introduced by the Government have coastal locations and are likely to have marine and maritime heritage assets in their vicinity. In many cases, the reasons for previous economic decline are connected to maritime activity in the past, whilst this heritage is also likely to contribute to the sense of place that will attract and encourage new business in future. A recent report<sup>55</sup> by the Department for Business Innovation and Skills started by noting that

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<sup>54</sup> Future Leaders Trust, 2015, *Combatting Isolation: Why coastal schools are failing and how headteachers are turning them around*: <http://www.future-leaders.org.uk/news/report-isolated-coastal-schools-without-excellent-heads-are-failing-our-children/>.

<sup>55</sup> Department for Business Innovation and Skills, July 2015, *Mapping Local Comparative Advantages in Innovation: framework and indicators*: <https://www.gov.uk/government/publications/local-enterprise-partnerships-evidence-on-local-innovation-strengths>.

'the importance of "place" to science, innovation and economic growth is increasingly recognised but under analysed and not yet fully understood'. The report makes no subsequent reference to the role of heritage in place-making, but it is an important opening for introducing other research – such as recent work for the HLF<sup>56</sup> – that demonstrates this effect. Government attention to the need for regeneration at the coast is paralleled by the European Union's Blue Growth agenda noted in the introduction, but also by third sector initiatives such as the New Economics Foundation's Blue New Deal<sup>57</sup>. Positive engagement by Historic England in initiatives directed at coastal regeneration is likely to be an effective means of achieving significant multipliers from public heritage spending.

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<sup>56</sup> BritainThinks, February 2015, *20 Years in 12 Places: 20 years of Lottery funding for heritage*. A report prepared for the Heritage Lottery Fund: <http://www.hlf.org.uk/about-us/research-evaluation/20-years-heritage>.

<sup>57</sup> New Economics Foundation (NEF), June 2015, *Blue New Deal: Good jobs for coastal communities through healthy seas*: <http://www.neweconomics.org/publications/entry/blue-new-deal>.

## 6. Conclusion and Recommendations

The marine historic environment has social and economic value. Although this is apparent from a few statistics and might also be inferred from the high value ascribed to heritage in general terms, for the most part this statement is an assertion. The main sources of data on the social and economic value of heritage do not address the marine and maritime sphere or they lack the granularity through which its distinct contribution can be identified.

It is entirely possible to change this situation; to have a fundamental impact on how we recognise – and are enabled to enhance – the contribution that marine and maritime heritage makes to England. Situated as it is, with a history pervaded by the influence of the sea, the potential gains for this country against every measure of benefit are simply huge.

This is clearly a case for Historic England to deliver the first aim of its Corporate Plan by continuing to champion England's marine and maritime heritage. Historic England is well placed to take a lead both through its own activities and by setting an agenda with wide repercussions throughout a still-nascent sector. Any absence of direction and leadership might mean that opportunities will be missed; the great potential to achieve significant economic and social benefits from the marine historic environment will be lost.

This report has presented an initial review that ranges across a wide range of literature and initiatives relating – sometimes tangentially – to the social and economic value of the marine and maritime historic environment. Numerous suggestions have been made in the text, but it might be helpful nonetheless to draw out some key recommendations for Historic England. Reflecting the objectives of the project, these recommendations are organised according to concepts, data and research, advocacy, and practical steps:

### *Concepts*

- Consider the social and economic benefits of marine and maritime historic environment across all its 'audiences': Participants; Visitors and Inhabitants.
- Establish the relationship between marine/maritime heritage and culture/creativity.
- Encourage Ecosystems Services practitioners and researchers to encompass cultural services attributable to the marine and maritime historic environment in their own endeavours.
- Develop marine/maritime heritage interpretation of the ONS well-being wheel, informed by the perspectives on impact and value set out in *Heritage Counts*.

### *Data and Research*

- Develop marine and maritime historic environment indicators for *Heritage Counts*: in parallel; fine-grained; comprehensive; based on existing information and based on additional data gathering.
- Develop indicators that are compatible with – and can be incorporated within – *Taking Part* and the *Heritage Index*.
- Conduct research on the marine and maritime historic environment to complement *Heritage Counts* research on impact and value.
- Stimulate research, data gathering and the development of indicators relating to the marine and maritime historic environment by third parties.

*Advocacy*

- Historic England should continue to take a lead role in championing the marine and maritime heritage of England.
- Strengthening a joined-up approach by Historic England to its own activities would send a powerful signal to other key institutions and stakeholders.
- The Culture White Paper presents a significant opportunity to promote a comprehensive strategy towards marine and maritime heritage across traditional boundaries.

*Practical Steps*

- Carry out research to understand and address demographic barriers to engagement in the marine and maritime historic environment.
- Mobilise all planning policies, especially those that encourage developers and others to enhance the social and economic benefits of the marine historic environment rather than simply avoiding harm.
- Develop toolkits on best practice in planning, in using existing social and economic indicators, and in gathering new data.
- Prepare guidance on the application of constructive conservation to the marine and maritime historic environment
- Take an active role in shaping initiatives directed at stimulating regeneration at the coast.

As this report has made clear, Historic England faces some profound issues in better understanding, demonstrating, advocating and enhancing the social and economic value of the marine historic environment. But these issues are far exceeded by the opportunities.

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