Adding a New Layer: 20th-century Non-Domestic Buildings and Public Places in Worcestershire

Project Report

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Executive Summary

This report forms one part of a multi-layered project focused on 20th-century non-domestic buildings and public places in Worcestershire. 20th-century heritage forms a significant layer of our history, yet despite increasing conservation interest in this period, many 20th-century heritage assets are at risk of neglect or lack of management, insensitive change or demolition. There is a growing need to better understand, appreciate and assess 20th-century heritage as an integrated part of historic places in Worcestershire, therefore, through a combination of desk-based research, targeted field survey and public consultation this project has aimed to;

- Develop a national framework for assessment to support professionals working with whole landscapes, including Local Authority archaeologists, Conservation Officers and strategic planners, as well as local researchers, to identify and assess 20th-century heritage of local significance, or potential greater than local significance, as candidates for the National Heritage List for England, Local Lists, Historic Environment Records and Neighbourhood Development Plans.
- Enhance the local evidence base by identifying and recording, on the County and City Historic Environment Record, non-domestic 20th-century buildings and public places of local, or potential greater than local significance for their historic, evidential, aesthetic or communal value.
- Develop a strategy for future research on 20th-century heritage in Worcestershire, while setting it within a national context and so offering some thoughts on how this could be developed in other areas and counties.
- Strengthen awareness and appreciation of the diverse legacy of 20th-century heritage, its conservation, value and significance, with local planners and communities.

Background

As with any other period, the heritage of the 20th-century, reflects wider social, cultural, economic, political and technological change. These changes facilitated, amongst other things, a transformation in England's planning philosophy and culture as well as the emergence of new building types, construction techniques and materials, adding another layer of complexity to England's historic landscape character.

20th-century heritage forms a significant layer of our history and many people, through the experiences of their parents and grandparents, feel a deep connection to this period of recent history. Despite increasing awareness and conservation interest, particularly with regards to pre-WWI and inter-war architecture and military heritage, many 20th-century heritage assets are at risk because of neglect or lack of management, insensitive change or demolition. Key drivers for change in Worcestershire include the continued pressure on Local Authorities to deliver savings through the sale of land and assets and the pressure for new development which amongst other things is driving the large-scale expansion of the city of Worcester, as well as Worcestershire's rural towns and settlements.

Despite national campaigns, publications and projects led by the Twentieth Century Society¹, Historic England² and the Gardens Trust³, and some recent high-profile listings, including of post war architecture⁴, recognition of the wider contribution of everyday 20th-century heritage, particularly post war heritage, is often overlooked and undervalued. 20th-century heritage continues to be largely underrepresented on Local Lists and Historic Environment Records and even though English Heritage's 1980s national resurvey extended the typological and date ranges of structures and building types recommended for listing, only a very small percentage of 20th-century heritage assets meet the criteria for national designation.

In their *Designating Conservation Areas which include 20th-century buildings: Good Practice Guidelines*⁵ the Twentieth Century Society contend that the 20th-century -built environment is regularly described as making a *'detrimental, or at best, neutral contribution'* to an area and that even when the 20th-century built environment is recognised as making a positive contribution, *'it doesn't always benefit from the same level of research and analysis afforded to older areas'.* 20th-century heritage, like all heritage, reflects the complex series of changes that have created and shaped our historic landscapes and townscapes over time; as with development from any period, it can make a negative, neutral or positive contribution to its wider setting. A disproportionate emphasis on the architectural or aesthetic value of 20th-century buildings can also detract from any potential evidential, historical and/or communal value.

The Twentieth Century Society also believe that increased Conservation Area designation could protect our most valuable and interesting 20th-century landscapes from demolition and/or insensitive

¹ https://c20society.org.uk/campaigns/

 $^{^{2}\} https://historicengland.org.uk/research/current/discover-and-understand/faith-and-commemoration/twentieth-century-places-of-worship/$

³ http://thegardenstrust.org/compiling-the-record/

⁴ https://historicengland.org.uk/whats-new/news/Post-Modern-Buildings-Listed

⁵ https://c20society.org.uk/wp-content/uploads/2018/04/Designating-C20-Conservation-Areas-good-practice-guidelines.pdf

demolition⁶, although as the cases of Austin Village and Ideal Village⁷ in Birmingham demonstrate, Conservation Area status does not necessarily protect the special character and significance of a place, if a Local Authority lacks the resources required to both guide and support communities and enforce on unlawful development. In their response to Birmingham City Councils 2017 Conservation Area Review, the Birmingham Civic Society suggest that the recommendation that Austin Village and Ideal Village are de-designated, is reflective of how *Birmingham City Council has failed, over a number of decades, to provide sufficient and appropriate resources and guidance/support as well as enforcements to stop unlawful development* and that for too long the city's built heritage has been under-resourced and under*valued*⁸.

Understanding the series of changes that have created a place over time can inspire and guide future change (Hathaway and Lake, 2017, 1) including opportunities for recording and 'Constructive Conversation', so that the most significant and distinctive features can be retained, repurposed or researched. In order to better understand 20th-century change, this project has aimed to;

- Develop a national framework for assessment to support professionals working with whole landscapes, including Local Authority archaeologists, Conservation Officers and strategic planners, as well as local researchers, to identify and assess 20th-century heritage of local significance, or potential greater than local significance, as candidates for the National Heritage List for England, Local Lists, Historic Environment Records and Neighbourhood Development Plans.
- Enhance the local evidence base by identifying and recording, on the County and City Historic Environment Record, non-domestic 20th-century buildings and public places of local, or potential greater than local significance for their historic, evidential, aesthetic or communal value.
- Develop a strategy for future research on 20th-century heritage in Worcestershire, while setting it within a national context and so offering some thoughts on how this could be developed in other areas and counties.
- Strengthen awareness and appreciation of the diverse legacy of 20th-century heritage, its conservation, value and significance, with local planners and communities.

⁶ <u>https://c20society.org.uk/news/c20-society-publishes-report-on-c20th-conservation-areas/</u>

⁷ Austin Village and Ideal Village, Bordesley Green, two 20th-century Conservation Areas in Birmingham, are assessed as 'at risk' in the 2019 Heritage at Risk Midlands Register. Their condition is recorded as very bad and deteriorating significantly

https://historicengland.org.uk/images-books/publications/har-2019-registers/mid-har-register2019/

⁸ <u>https://www.birminghamcivicsociety.org.uk/wp-content/uploads/2017/10/BCS-Conservation-Area-Review-Comments-191017.pdf</u>

Review of NPPF, Historic Environment Records⁹, Local Lists and Neighbourhood Development Plans

The planning and legislative background

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It places good design, the enhancement of local distinctiveness, landscape character and conservation of the historic environment at the heart of delivering sustainable development and good planning (paragraphs 7-11, 55, 58-64). The NPPF stresses the importance of seeking economic, social and environmental benefits as core to the delivery of sustainable development, the appropriate conservation of heritage assets and their settings in a manner appropriate to their significance, forming one of its core planning principles.

The NPPF defines a heritage asset as a 'building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest'. Heritage assets can range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites. Although many 20th-century buildings and places have now been identified as heritage assets, both at a national and local level, the percentage of 20th-century assets identified as having significance, meriting consideration in planning, is arguably low, compared with that of other periods and more needs to be done to identify, record and assess the value of the wider range of 20th-century heritage.

20th-century heritage and the Worcestershire Historic Environment Record

20th-century heritage has historically been poorly represented on the Worcestershire Historic Environment Record, as it has been in many Local Authorities. A lack of knowledge and understanding of the potential conservation value of 20th-century heritage, combined with a reduction in the capacity of the Historic Environment and Advisory team¹⁰, has resulted in minimal, ad-hoc, recording with numerous locally interesting 20th-century buildings demolished without the attachment of any condition for building recording, which would have ensured at minimum, some preservation by record. The creation of new records has, in general, been reactive rather than proactive, and managed on a case-by-case basis; there are no policies or guidelines to support or inform decision making.

While concerted efforts have been made, over the last decade, to augment buildings records, at a strategic level, this effort has predominately focused on buildings of 19th-century date and earlier. The Historic Buildings of Worcestershire (HBW) Project for example defined a building as 'historic' if it appeared on the 1st Edition Ordnance Survey maps of 1882-1889, while the Worcestershire Farmsteads and Landscapes Project recorded 'traditional' farmsteads and outfarms recorded on the 2nd Edition Ordnance Survey map of circa 1900.

⁹ Worcestershire has two HERs, one that covers the City of Worcester and one that covers the rest of the County. They share a joint software platform and reference in this document to the HER should be taken to include both services unless otherwise specified.

¹⁰ The Worcestershire Historic Environment and Advisory team has more than halved in size since 2012, with the loss of 5.6 FTE.

Where more proactive recording has taken place this, up until now, has been driven by national, thematic projects, such as the Defence of Britain Project, undertaken by volunteers who have later deposited their data with the Historic Environment Record. The ongoing, National Lottery funded, Market Gardening Heritage Project, reflects growing local interest in late 19th and 20th-century social history and heritage. As part of this this project, which focuses on how market gardening shaped the landscape and economy of the Vale of Evesham, volunteers are undertaking a survey of a group of small, and often overlooked, buildings known locally as 'hovels' or 'ovels'. Three will be restored as enduring reminders of the area's market gardening social and economic legacy.

The Worcester City Historic Environment Record has a higher percentage of records of 20th-century date, likely driven by its shared conservation services, specific Conservation Officer appreciation of 20th-century heritage, a history of townscape heritage projects, including the HER21 Project which digitised archived building applications before 1947, and accelerated rates of re-development, including heritage led-regeneration in urban landscapes.

The following table records the number and approximate percentage of monument records, of 20thcentury date, registered on the Worcestershire and Worcester City Historic Environment Records in searches undertaken in February and October 2018.

HER	Worcestershire	Worcester City
Domestic buildings with a 20 th C. date.	211	54
% of domestic buildings with a 20 th C. date as a total of HER monument records.	0.46%	1.64%
Non-Domestic buildings and public places with a 20 th C. date.	715	378
% of non-domestic buildings and public places with a 20 th C. date as a total of HER monument records.	1.55%	11.5%
Total % of monuments with a 20 th C. date.	2.01%	13.15%



Chart showing approximate % of monument records of 20th-century date in relation to the total number of monument records recorded as part of HER searches in Worcestershire and Worcester City, undertaken in 2018.

Although the existing Forum on Information Standards in Heritage (FISH) 'Monument Type Thesaurus'¹¹ used in Historic Environment Records is largely effective, the descriptions of individual building types are often narrow. Non-designated buildings can be searched by area, monument (building) type and date, component type and date and material. Archaeological assessment of the wider heritage value of individual buildings or groups of buildings – including their aesthetic/architectural, communal or landscape value, is added as free text, making any strategic assessment of their wider conservation value difficult. Information relating to recommended and/or approved archaeological conditions to mitigate for the damage or loss of heritage assets, including historic building recording relating to 20th-century buildings, is also difficult to review, unless on a case by case basis.

The integration of 20th-century buildings and places identified as being of local significance on District Local Lists and Neighbourhood Development Plans, has also been inconsistent with many buildings recognised as such, still unrecorded on the Worcestershire Historic Environment Record. A reduction in the capacity of the Historic Environment Record, as with Conservation Services in general, further constraining opportunities – on both sides, as well as with local communities, who often nominate buildings – for the kind of dialogue and discussion required to support a forward thinking, collaborative and structured approach to local conservation

¹¹ http://www.heritage-standards.org.uk/wp-content/uploads/2019/03/Mon_alpha.pdf



The small Roman-Catholic Church of Our Lady of Ostra Brama, which opened in 1963 to serve the needs of Kidderminster's Polish community, was identified as a building of local significance on the 2004 Kidderminster Local List. It has only recently, as part of the 20th-century Adding a New Layer Project, been added to the Worcestershire Historic Environment Record.

Consultation with Regional Historic Environment Records

A questionnaire was forwarded to Historic Environment Records across the West Midlands Region¹². The questionnaire aimed to review the extent to which 20^{th} -century heritage is being captured within Historic Environment Records and considered as part of Development Management, across the West Midlands. Despite repeated requests for information only two HERs (one on behalf of an integrated Conservation Service) responded, making any thorough analysis of the data unfeasible. A further questionnaire was forwarded to Conservation Officers in Worcestershire¹³. The response to this was again poor – only two – a reflection of the continuing pressures on local Historic Environment Records and Conservation Services.

Both Historic Environment Records who responded to the HER questionnaire incorporate heritage of 20th-century date, although both conceded that records were 'ad-hoc'. Existing records largely focus on defence, commemoration, communication, transport and industry; assets recorded on adopted Local Lists or through the planning process are generally recorded. Records associated with post-World War II heritage are noted as 'lacking' and 'more contentious'. With no recording guidelines assets are assessed on a case-by-case basis, concerns were raised about a general lack of information to support records that may need to stand up to scrutiny.

'We have recently had some designation decisions for post 1950s buildings go against us and it has caused us to have a bit of a confidence crisis about how we should be applying selection criteria for such assets. Part of the issue is the lack of research into such heritage, as a baseline, but another part of the issue is convincing the decision-makers that these are non-designated heritage assets that need to be assessed as part of the development control process, and of their significance going forward'.

¹² Historic Environment Record questionnaire disseminated electronically via the West Midlands HER Forum.

¹³ Conservation Officer questionnaire disseminated electronically via the County and District Heritage and Archaeology Group.

Both HERs felt that 20th-century heritage is increasingly vulnerable to insensitive development and/or demolition, despite a recent surge in public interest; both were able to provide local examples. Lack of information, on-going pressures to Local Authority Conservation Services, the suitability of some classes of building for adaptive reuse and a lack of 'buy-in' from planners, and the wider heritage community (including consultants and their clients) were all noted as factors affecting wider recognition and preservation through the planning system.

The following approaches were suggested to help identify, record and manage the diverse legacy of 20th-century heritage of potential local significance;

- Themed guidance, perhaps along the same lines as Historic England's Listing Selection Guidance.
- Themed surveys to identify key sites/asset types which could be targeted.
- Greater understanding of the threats, combined with listing programmes (maybe also with revision to the Historic England selection criteria which, sometimes, may be deemed to weigh rather harshly against 20th-century heritage in a national context).
- Better digital preservation including through photogrammetry, which offers a mechanism for undertaking inexpensive, rapid recording to create a metrically accurate, permanently preserved digital record that has the potential to engage with a wide range of communities.
- Local research agendas¹⁴.

20th-century heritage on Local Lists

Local Listing across Worcestershire is at different stages in each District authority. Worcester City and Redditch both have an adopted List of Buildings of Local Interest, while Wyre Forest currently has seven adopted Local Lists, plus a commitment to further develop Lists in other areas of its predominately rural district. Bromsgrove has developed a Local Heritage Strategy and is in the process of compiling Local Heritage lists for the District starting with Beoley Parish; a strategy to develop Local Lists throughout the districts of Wychavon and Malvern Hills is also in development.

Worcester City Historic Environment Record sits within a joint Conservation Service and, as such, has played a lead role in the development of the City of Worcester's List of Local Heritage Assets (2017). Proposed buildings are flagged in the HER as 'candidates' and then the candidates are exported and reviewed on a regular basis with a selection taken forward. At this stage further research is undertaken, a nomination form completed and the HER enhanced before being put forward for approval at committee. Buildings that are identified via themes are often prioritised.

¹⁴ A traditional research framework or 'umbrella guidance document' was not recommended by one Historic Environment Record due to the diverse range and character of 20th-century heritage.



This inter-war sorting office on Sansome Walk in Worcester is noted as a building of local significance on the 2017 Worcester City List of Local Heritage Assets.

All adopted Lists, in Worcestershire, incorporate examples of buildings of 20th-century date, the typology and date of buildings represented, however, varies significantly and there is a general absence of buildings of post war date. The 2006 Stourport on Severn Local List and 2017 Local List of Heritage Assets in Worcester City are notable for their inclusion of a wider range of buildings of different types and dates. Entries in the 2006 Stourport on Severn Local List include; early 20th-century social housing on Bewdley Road; a post WWII pub, 'The Brinton Arms' and mid-20th-century estate pub 'The New Manor'; early 20thcentury industrial buildings at Severnside Business Park; an early 20th-century High Street bank; an Art Deco house on Lickhill Road; a War Memorial on Mitton Street; buildings associated with an early 20thcentury maternity hospital dedicated to Lucy Baldwin; an early 20th-century bandstand left as a 'romantic ruin' in War Memorial Park; the post war gatehouse of Bondworth's carpet site and an early 20th-century mortuary building on Worcester Road.

A recent statement, dated 23rd October 2019, issued by the, Secretary of State for Housing, Communities and Local Government, announced a government ambition to significantly increase the number of historic buildings protected from development through the mechanisms of Local Listing and Heritage Action Zones. A 2020 pilot will aim to support 10 English Counties to complete their Local Lists¹⁵. Local people will be encouraged to 'nominate' buildings and heritage assets that they cherish; the pilot will also coincide with a new national campaign, co-ordinated by Historic England, on the subject of 'Local Identity' which will aim to get the nation talking about what defines our built heritage.

While existing guidance from Historic England – 'Local Heritage Listing'¹⁶, dated 2012 – and Civic Voice – 'Local Heritage Listing Toolkit'¹⁷, dated 2018, provide a sound framework to support the identification of heritage assets of local amenity value and significance, both recognise Local Authorities as essential stakeholders in the drafting, as well as the implementation, maintenance and publication of Local Lists. With further cuts and efficiencies likely across many Local Authorities, Historic Environment Records and

 $^{^{\}mbox{\tiny 15}}$ The impact of the Covid 19 pandemic on this ambition is currently unknown.

¹⁶ https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/heag018-local-heritage-listing/

¹⁷ www.civicvoice.org.uk/uploads/files/Civic Voice Local Heritage List Guide.pdf

Conservation Services may struggle to provide meaningful support, as well as an up-to-date, strategic, evidence base, that incorporates more modern heritage perceived to be of local value.



This former Danilo Cinema is identified as a building of local interest on Redditch Borough Councils 2009 Schedule of Buildings of Local Interest. Dated 1937 and designed by Ernest S. Roberts in the Art Deco style, it was one of several super cinemas, built for Mortimer Dent in the region.¹⁸



Despite its New Town status there are currently no buildings of post-World War II date on Redditch Borough Councils 2009 Schedule of Buildings of Local Interest. Two post war buildings, considered for inclusion but ultimately omitted, were Halford's Head Office (above), dated 1971 and designed by Harper Fairley Associates and Ipsely House, dated 1972-3 and designed by the Harry Weedon Partnership. Both are described as having no special architectural merit, no unusual technological innovation or virtuosity, and no townscape value. Their historical value, including their relationship with the development of the New Town, or for example Halfords connection with BMX racing, in a town with a long-standing history of cycle manufacture, is overlooked.

¹⁸ www.redditchbc.gov.uk/media/746061/Redditch-Revised-Local-List-July-2009-FINAL.pdf



Many Local Lists overlook heritage assets beyond buildings. For example, there are no known examples of public art, included on Worcestershire's Local Lists. Historic England recommends a more consistent approach to Local Listing that moves away from a pure buildings-led approach to encompass the full range of heritage assets that make up the historic environment¹⁹. Image of mosaics by the internationally recognised Eduardo Paolozzi, in the Kingfisher Shopping Centre in Redditch.

Local Lists are a valuable mechanism through which heritage assets that make a positive contribution to local character and sense of place can be identified by Local Planning Authorities. Whilst local listing provides no additional planning controls heritage assets identified as having a degree of significance, on Local Lists, like those identified on Historic Environment Records, merit consideration in the determination of a planning application. However, a lack of geographical consistency and a lack of understanding and knowledge of the diverse range of 20th-century heritage in combination with a general reduction in specialist staff and training opportunities – has resulted in the demolition of many 20th-century buildings, without record, that were on a Local List or merited inclusion on a Local List.

¹⁹ <u>https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/</u>

Former Lucy Baldwin Hospital in Stourport on Severn

The 2006 Stourport on Severn Local List recognises the principal building and two lodge buildings of the former Lucy Baldwin Maternity Hospital, as being of local significance. The hospital, which opened in 1929, was dedicated to Lucy Baldwin, a prominent campaigner for improved maternity care, and gifted to the people of the town. The buildings had fallen into a semi-derelict condition, following its closure. In 2012 a full planning application to re-develop the site for housing was refused. The application was for the demolition of the existing main building; construction of 37 new residential dwellings and change of use and conversion of an existing lodge building into 4 residential dwellings. The decision notice stated three reasons for the refusal:

- Overdevelopment of the site, which would be out of keeping with, and cause harm to, the character of the site and the surrounding area.
- The deterioration of highway safety due to the narrow access through Olive Grove, a narrow road with its narrowness exacerbated by on-street parking.
- The size of the 4 affordable housing units, which were below the required minimum.

The proposed demolition of the Local List buildings was not considered a reason for refusal, despite the Conservation Officer comments and recommendation "Demolition of the main hospital building and clinic have been supported by structural reports and a heritage statement. Policy LB.1 of the Local Plan stipulates that demolition should only take place when a building is "wholly beyond repair". Whilst this is open to interpretation it is my opinion that submitted documents do not go far enough to justify the demolition of the local heritage asset on these grounds alone."

A revised planning application was submitted 2013. This application was very similar to the previous application, only addressing the three reasons for refusal in 2012. The application was approved, having been deemed to have overcome the previous reasons for refusal. The planning committee papers addressed the loss of the Local List buildings as follows:

*"*4.29 The proposed loss of two buildings is mitigated by the developer through the following measures:

- The retention and conversion of the Lodge Building.
- The retention of the Lucy Baldwin Plaque and Official Opening Plaque and provision of a historic interpretation within a specifically designed Mounting.
- Architecturally designed houses that incorporate the 'Lucy Baldwin' plaque.

4.30 These measures ensure that the legacy of the Lucy Baldwin site is not lost although the development does remove two of the buildings.

4.31 On this basis whilst the loss of the buildings identified is unfortunate I am satisfied that the degree of the loss to the heritage asset is outweighed by bringing the site back into re-use and attribute allowed by Policy SAL.UP6 of the SAP DPD. In arriving at this conclusion the comments made by the Conservation Officer and the Civic Society have been fully considered."

Consultation with Conservation Officers in Worcestershire

District Conservation Officers, in Worcestershire, were invited to consider the following three questions in support of the project. It was hoped that by having a more limited framework of questions, the response would be greater. Only two out of the seven Conservation Officers emailed were able to respond.

Conservation Officer Consultation Questions conceived by Paul Collins, Conservation Officer for Worcester City, in response to questions raised at a 20th-century CPD workshop on 18th July 2018.

Q1.	Some Conservation Officers said that proposals to designate 20 th -century Heritage have been put on
	hold because of 'resource issues' – has this been your experience?
Q2.	Some Conservation Officers also said that whilst they may be very supportive about designating
	20th-century Heritage, Planning Officer colleagues may not necessarily agree – has this been your
	experience?
Q3.	The Twentieth Century Society has highlighted seven aspects of appreciating and designating 20 th -
	century Heritage, which they consider to be important, but which they also appreciate that
	Conservation professionals could need support with. These are: -
	1)Research
	20 th -century Heritage needs to be researched as thoroughly as older buildings in an area so that
	they can be assessed on their own merits.
	2) Maintenance
	The poor maintenance of 20 th -century Heritage or the surrounding public realm can obscure the
	contribution it makes. Recognition of a building's value can encourage improvements in its
	maintenance.
	3) Designed to be different
	Many 20th-century buildings were designed to be unique and eye-catching, rather than to fit in, so
	their impact needs to be assessed on these terms. Something that is starkly different may still be
	making a valuable contribution.
	4) New technology
	Buildings from the 1960s are expressions of new technology in built form: big windows and open
	plan spaces replaced the small windows and rooms required before cheap energy and central
	heating. Attitudes to energy use have now changed again, but these buildings provide a record of
	that distinct era.
	5) Changing needs
	New needs or lifestyles, for increased housing density, different shopping patterns, or new
	commercial requirements, also produce different forms.
	6) Planning
	Wartime bomb damage led to comprehensive town centre regeneration and the loss of much
	earlier fabric. Successful innovative planning, such as new relationships of the car to the pedestrian,
	should be recognised.
	7) Guidance
	Consider whether different guidance is needed to protect the character of the 20th-century
	buildings in the area.

Do you agree with these highlighted aspects of appreciating and designating 20 th -century Heritage?
What help would you need to do this?

Both Conservation Officers agreed that 'resource issues' make it difficult to put buildings forward for designation. One commented that any decision to put forward a building for designation would require cabinet or Committee approval due to the perceived risk of legal action being taken for frustrating proposals to develop or 'devalue' a property. Both Conservation Officers also agreed that some Planning Officer colleagues were resistant to designating 20th-century heritage but that this was subjective and based on personal opinion rather than institutional bias. The Twentieth Century Society's 'seven aspects of appreciating and designating 20th-century Heritage were felt to be valid; both agreed that guidance was needed to support better awareness and conservation.

Community-led plans including Neighbourhood Development Plans

Neighbourhood Development Plans (NDPs) are, at present, the primary mechanism for community-led planning. When 'made' (adopted) NDPs carry the same weight as other development plan policies, making them of greater legal weight than Parish Plans, which can only be used as material consideration when determining planning applications. Although NDPs should support the strategic development needs set out in a Local Plan and plan positively to support local development, they empower communities to set priorities for their local area and more proactively manage change (Lake and Hathaway, 2017, 4). There are several assessment tools which aim to support communities to identify and champion the distinctive characteristics of their local area²⁰, community groups are also encouraged to engage with their local Historic Environment Record when drawing up an evidence base.

Many Neighbourhood Development Plans list key buildings and sites; they present an opportunity to identify and conserve those heritage assets - including 20th-century heritage assets - that communities' value most. The extent to which 20th-century heritage, and the character of 20th-century development, is currently recognised in Neighbourhood Development Plans is unknown, although it is anticipated that certain buildings and sites of this period, notably village halls and their associated green spaces, are regularly noted as being of high communal value. Greater awareness and appreciation of the diverse legacy of 20th-century heritage, its conservation, value and significance and an enhanced local evidence base will support communities, to more actively identify and manage 20th-century heritage of local, or potential greater than local significance.

²⁰ https://historicengland.org.uk/advice/planning/improve-your-neighbourhood/information-sources/

Waresley Filling Station, Hartlebury

The late 1920s filling station in Waresley, Hartlebury was noted in the 2016-2020 Parish Plan and Village Design Statement as a *cherished landmark for many parishioners*. The base of British racing driver and aviator Geoff Richardson, the building had also been noted, on the county Historic Environment Record, as the *best-known example of an early 20th-century rural filling station in Worcestershire*, and in Morrison's and Minnis' (with English Heritage) 2012 book 'Carscapes', as an *example of a little altered rural filling station*.

An application for the demolition of existing buildings and re-development of the site was submitted in 2016. Residents reputedly tried to raise money to retain the site, there was also talk of re-erecting the buildings at Avoncroft Museum of Historic Buildings. Because the buildings appeared, from map regression, to have experienced some alteration, their 'significance', under current conservation policy, was reduced, making retention of the site, despite its notable communal significance and historic interest, difficult to justify. The planning application was approved in 2017 with a condition for a programme of Historic Building Recording prior to demolition, in line with policies 6 and 24 of the South Worcestershire Development Plan.



CPD for heritage and planning

A half day workshop was organised for local heritage professionals and development management and strategic planners, to help raise awareness of 20th-century heritage in Worcestershire. 54 individuals, from a variety of organisations, including District Councils, the County Council, Historic England, the Archdiocese of Birmingham and independent heritage consultancies attended. The following three talks were presented.

Paper	Speaker	Organisation
Identifying and Recording	Emily Hathaway	Worcestershire Archive and
20th-century Heritage in		Archaeology Service and Project
Worcestershire		Lead
Taller, Wiser, Faster	Paul Collins	Worcester City Council
		Conservation Officer.
20th-century Buildings	Elain Harwood	Architectural historian with
		Historic England and specialist
		in post-Second World War
		English architecture.

Consultation questions for planning professionals and heritage professionals were forwarded, via email, to all attendees, in advance of the workshop. Questions forms were also handed out to attendees on the day. The following questions were presented;

	Questions for Planning Professionals	Questions for Heritage Professional
Q1.	To what extent do you consider 20 th -century	What types of buildings/public spaces do you
	buildings and public spaces to add value to	consider most at risk/most in need of recording
	local heritage? To what extent do you	and research?
	believe the best examples should be	
	safeguarded into the future?	
Q2.	Do you find it easy/difficult to justify adding	Do you believe that the threshold for listing
	conditions to 20 th -century heritage at risk of	20 th -century buildings and public spaces, and
	redevelopment and/or demolition? If so	in-particular rural 20th-century heritage, is too
	why?	high?
Q3.	Would you welcome guidance to identify	What approaches do you think should be taken
	locally significant 20 th -century heritage? If so	to identify/record and preserve 20 th -century
	what format would you like this guidance to	heritage perceived to be of local value?
	take?	

The response to the consultation questions above was poor with only six responses, three from planning professionals and three from heritage professionals. From the limited responses received there was a consensus that 20th-century buildings and public spaces can make a positive contribution - 'add value' - to the character of a place and that we should care about 20th-century heritage as a significant layer of our social, cultural, economic and technological history and safeguard the best examples into the future. One individual articulated a need to 'widen people's perceptions of the concept of heritage', another expressed the 'need to define local significance'. Examples of buildings and public spaces noted as being most at risk/most in need of recording and research included buildings to the rear of domestic dwellings e.g. brewhouses, sculleries, toilets, coal stores, workshops and public sector owned buildings. All of those who responded also agreed that guidance to identify locally significant 20th-century heritage would be of benefit, comments included 'yes, this would be beneficial. SPG [Supplementary Planning Guidance] status would be helpful to enable weight to be given in decision' [making] and 'yes, particularly important to inform the heritage evidence base for Local Plan Review'.

All three planning professionals noted difficulties, or potential difficulties, in justifying conditions to 20thcentury heritage at risk of redevelopment or demolition. Comments included 'should imagine it is difficult because of viability issues. Also does a lot of case law mean that public benefits are difficult to prove re: retention of buildings?' and 'yes, I do find it difficult to justify conditions in the absence of guidance and examples not being Locally Listed or on the HER in every case'. One individual, who acknowledged limited experience of this, noted that they would have 'no issue in justifying a reason for conditioning 20th-century heritage' but expressed a belief that issues may arise because 'a.) 20th-century heritage is subjective/emotive; and b.) [difficulties] gaining support for the safeguarding of a particular building given the often bureaucratic, black and white notion of what should and shouldn't be allowed'.

Listing criteria

One heritage professional openly expressed reservations regarding the threshold for listing 20th-century buildings and public spaces, commenting *'yes each case merits consideration on its own set of values rather than the norm'*. Disappointingly none of the eight attendees from Historic England, including four from the Listing team, felt able to share an opinion on this issue.

The Principles of Selection for Listed Buildings²¹ sets out the statutory criteria and general principles applied by the Secretary of State when deciding whether a building is of special architectural or historic interest. Its general principal for 'Age and Rarity' states that 'the older a building is, and the fewer the surviving examples of its kind, the more likely it is to have special interest' and 'progressively greater selection is necessary' for buildings dating from 1850 to 1945 and that 'careful selection is required for buildings from the period after 1945'.

Although easy to assume that there are countless more examples of a particular type of 20th-century building, than say a 17th-century timber-framed barn, this supposition does not necessarily reflect reality, given the speed of re-development and examples of locally interesting 20th-century buildings recently

²¹ https://www.gov.uk/government/publications/principles-of-selection-for-listing-buildings

demolished, or at risk of re-development, highlighted throughout the course of this Worcestershire project. Does the selection criteria for buildings of later than 1850 date also place unrealistic emphasis on there being a well preserved, high quality, substantially unaltered interior (as well as exterior) when like many earlier buildings, more recent heritage, has been altered and adapted as part of its evolution? The question 'how do we protect what we don't know what we have' needs serious consideration on both a national and local level and there appears to be a clear case for a need to better understand the diverse range and survival of 20th-century heritage nationally, to inform future listing priorities for this increasingly important and, at risk, group.

Blue Bird Toffee Factory

In October 2019 the Administration Building, Welfare Building, Boundary Walls, Railings and Gates of the former Blue Bird Toffee Factory in Hunnington were awarded Grade II listed status by Historic England for their architectural and historic interest and group value. A listing request appears to have been submitted in response to an application, in May 2019, for the part demolition and clearance of the site for its re-development to provide 116 residential dwellings and the conversion of the Welfare and Administration buildings.

The factory was designed and built in 1925-7 for Harry Vincent Limited of Birmingham, manufacturers of Blue Bird, formally Harvino toffee, to a scheme designed by S. N. Cooke F.R.I.B.A., of Birmingham. The original scheme incorporated a model village of 100 houses (of which only 24 were eventually built), village shop with post office and cricket pavilion. The 20th-century saw a significant shift in industrial development, facilitated by the expanding road network and spread of mains electricity, with many manufacturers moving to cheaper land, with room to expand, on the urban/rural fringe. From the late 18th-century philanthropic landowners and industrialists had also recognised the importance of providing materially decent conditions for their workers and the 'value' of a healthy, happy, 'socialised' workforce. This was supported, from the later 19th-century and particularly following the Great War, by a wide-spread shift in social attitudes towards health and welfare, community life and recreation.



The neo-Georgian designed Administration Building retains high quality fittings and fixtures throughout. Development of the site reflects the continuation of model village development, begun nearby at Bournville in the late 19th-century.



The Welfare Building is an uncommon survival. A space for social interaction and entertainment, the building has a veranda along its principal elevation, which opened to a large lawn, where workers could 'take in the air' exercise and relax.

Drivers for Change in Worcestershire

Despite growing recognition and appreciation of the conservation value of the recent past, many locally interesting buildings and public places in Worcestershire, remain at risk. As the development and redevelopment of our towns, cities and rural settlements has intensified, a growing number of buildings and landscapes of late 19th or 20th-century date have been demolished, often without record. Many others are at risk of neglect and decay. A lack of information, knowledge, and research frameworks to drive understanding has inhibited any comprehensive assessment of what is 'locally' significant, which in turn, has resulted in an inconsistent application of archaeological mitigation.

Buildings and public places dating to the 20th-century can make a positive contribution to a place, including its local character and distinctiveness. While not all locally interesting 20th-century buildings and public places can justifiably be retained, they should be considered as per any 'non-designated heritage asset', in planning decisions, and therefore, in those cases where retention/managed change is not achievable, preservation by record should be supported. The National Planning Policy Framework Para 39 describes non-designated heritage assets as - 'buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets'.

Locally important 20th-century buildings and public places, like those dating to earlier periods, should be viewed as important socio-economic assets that can support regeneration by helping to reinforce the inherited character and interest of a place, even as it changes. Any assessment should consider its value, beyond that of its material form.

A growing population and demographic change presents challenges to our ever-changing landscape; much as it did in the late 19th/early 20th-century. Although incremental change is often hard to observe, more radical changes, driven by Government's ambition to tackle the under-supply of housing in England²², has made more apparent the loss of many locally interesting buildings and places of 20th-century date, and the often-inconsistent approach to mitigation, where demolition or alteration is approved. Pressures for new development, including new housing, employment and out of town retail sites and infrastructure, is driving the re-development of many brownfield sites, including ex industrial and commercial landscapes, in cities and towns across the county as well as large urban extensions and the expansion and infill of urban, including former Local Authority owned, estates and rural settlements. The northern districts have also embarked on a large-scale review of its Green Belt with the expectation that Worcestershire, along with other neighbouring counties, will be expected to absorb housing overspill from Greater Birmingham and the Black Country. There is an expectation that, in many cases, the benefits of development will 'outweigh' harm to the Historic Environment.

As well as new development, common factors driving change in Worcestershire include;

• A decline in the use and function of many 20th-century buildings, for example shops, both rural and in town centres, pubs, rural garages and churches;

²² https://researchbriefings.files.parliament.uk/documents/CBP-7671/CBP-7671.pdf)has

- The potential costs and logistics involved to sensitively and practically adapt a building so that change both respects its inherited character and significance and accommodates the needs and expectations of 21st-century consumers;
- The fact that many temporary buildings, including pre-fabricated village halls and buildings associated with former military sites, have outlived their expected lifespan and would require extensive modification to meet current standards;
- Enduring ideas that buildings negatively impacted by a lack of investment and upkeep or unsympathetic postmodern adaptation, have 'failed'²³.
- The use of building materials now understood to be harmful to human health, including asbestos, making the re-use, adaptation or upkeep of many 20th-century buildings and structures more challenging and costly.
- Expanded urban estates and villages requiring additional facilities, for example larger, more multifunctional village halls and recreational spaces, to meet the enhanced needs of larger, more diverse communities.
- The contraction of Local Authorities increasing the sale of Local Authority land and assets, including County Farms and Small Holdings and former office space;
- The relocation of sports teams, from their traditional inner-urban grounds, to larger, out of town sites.

Current Research Frameworks

Research Frameworks can help to co-ordinate and prioritise areas of research, as well as promote crosssector collaboration, by providing an overview of current understanding and by identifying gaps in knowledge. Generally organised by geographical area or theme, Archaeological Research Frameworks have sought to integrate archaeology, the historic built environment and landscape, to variable degrees of success.

Although 20th-century heritage is becoming more widely accepted as an area of academic study and research, its inclusion in England's Regional Research Frameworks has historically been limited, with the North East's *Shared Visions* (Petts and Gerrard 2006) the only regional framework to give equal consideration to the archaeology of the 20th century.

As of 2019, the research frameworks of three regions – the North East, North West and East of England – are in the process of being updated, with drafts, summaries and priorities accessible online; as of 2018 Historic England has also commissioned an updated research framework for South Yorkshire. This is part of a wider Historic England initiative to support the development of a new generation of wiki style research frameworks for England²⁴.

²⁴ https://historicengland.org.uk/research/support-and-collaboration/research-frameworks-typologies/research-frameworks/

²³ Catherine Croft, the Twentieth Century Society 'All buildings age and need sensitive care and adaptation. Sadly, the misconception that buildings constructed from modern materials like concrete and steel don't need regular maintenance means that many neglected buildings are wrongly perceived as having failed, when all they need is modest refurbishment. Many of these lost buildings might have been saved through good management.' <u>https://c20society.org.uk/lost-modern/</u>

At present, no review date has been set for the 2011 West Midlands Research Framework for Archaeology, which draws on papers presented at a series of seminars in 2002 and 2003, although reviewed regional assessments for the Romano-British (White and Hodder eds., 2018) and later Prehistory (Hurst ed., 2017) periods have been recently published.

With increasing recognition of the conservation and academic value of the recent past in its local context – including its archaeology, built environment and landscapes – there is an expectation that 20th-century heritage will be more comprehensively accepted as part of any updated regional research framework. The updated North East Regional Research Framework certainly builds on its 2006 framework, identifying additional key areas for research. The North West Regional Research Framework has also actively promoted the research of later heritage through an update to its *Archaeological Resource Assessment of the Industrial and 20th-century period* as well as its first iteration of a multi-period *Resource Assessment for Historic Buildings and Designed Landscapes*.

The 2019 multi-disciplinary, wiki style, Scottish Archaeological Research Framework, which highlights key research questions both nationally and within different geographical regions, also reviews the modern period, with research recommendations for the period subdivided into high level, strategic themes, which aim to negate too vague or narrow a direction as well as entrenched divisions between research traditions.

While the 2011 West Midlands Research Framework recognises the value of the archaeology of the recent past, it outlines a framework that groups together the archaeology of the last 500 years - the Post Medieval (c.1500-1750), Industrial (c.1750-1900) and Modern (c.1900 +) - under the four thematic groups of Capitalism, Industrialisation, Consumption and Globalisation. Buildings remain detached from their wider archaeological context, reflecting the cultural divide between archaeological advisors and conservation officers (Pye Tait, 2014). This divide is recognised in the 2007 Worcester Urban Archaeological Strategy which encourages continuing liaison and information exchange between archaeological and building conservation professionals, the production of a dedicated all-period resource assessment and research framework for the built environment and the continuing promotion of the built heritage to community and heritage groups (WCC 2007, 117).

The ongoing HistBEKE – Historic Built Environment Knowledge Exchange – project, funded by Historic England and co-ordinated by the University of Liverpool, aims to develop a national research agenda and knowledge exchange framework for the Historic Built Environment in England.²⁵ Arising out of a recognised need to broaden research frameworks to encompass the wider historic environment, including the built environment²⁶ it is intended to meet a diverse range of needs and audiences, when completed.

The separate document NHPP7644: 20th-century non-domestic buildings and public places in Worcestershire: Future Work and Research Priorities recognises the need for a local strategy for

²⁵ https://histbeke.org/

²⁶ https://historicengland.org.uk/content/docs/research/review-research-frameworks-historic-environment-sector-england-pdf/

research, set within a national context. Divided into key themes and topics, questions explore a wide range of 20th-century with the aim of promoting a deeper level of understanding across the county.

Historic Environment Record Enhancement, Case Studies and Public Awareness Campaign

The project has aimed to enhance the local evidence base by 'adding a new layer' to the Worcestershire Historic Environment Record and by nominating candidates for inclusion on the Worcester City Historic Environment Record. The identification of potential candidates was guided by the developing **20th-century** *Buildings and Public Places: a National Framework for Assessment, Guide to 20th-century Non-Domestic Buildings and Public Places in Worcestershire* and *20th-century Buildings and Public Places in Worcestershire* and *20th-century Buildings and Public Places in Worcestershire*. Members of the public were also invited to nominate any interesting or locally valued 20th-century buildings or public places for consideration.

A total of 349 Worcestershire Historic Environment Records have so far been created and/or enhanced as a result of the project, 46 buildings were nominated through public consultation, including, interestingly, three 21st-century buildings²⁷. Examples of buildings and public places added include; Harris Brushworks, Stoke Prior; Building Society Offices, Church Road, Redditch; Redditch Library; Concrete bandstand, Brinton Park, Kidderminster; Kidderminster Ring Road Retaining Walls with Concrete Relief by William Mitchell; Mosaics by Sir Eduardo Paolozzi, Kingfisher Shopping Centre, Redditch; Droitwich Lido; Wolverley Seabright Primary School; Former Woolworths Store, Malvern and Queen Elizabeth II Jubilee Gardens, Bewdley.



This small urban park in Bewdley was created in celebration of Queen Elizabeth II's silver jubilee in 1977. Features include ornamental gardens and a fishpond, a green theatre, orchard area and informal play area.

²⁷ 21st Century buildings nominated included the Central Mosque in Redditch, Cobtun in Northwick, Worcester and the Michael Baker Boathouse, at the Kings School, Worcester. Historic England will only list buildings of less than 30 years old if they are of outstanding quality and under threat. Should Historic Environment Records proactively identify and record buildings of less than 30 years if they are of innovative design and/or highquality design that makes a positive contribution to local character?

Four project case studies were carried out, two geographical and two thematic to research aspects of Worcestershire's 20th-century heritage in more detail.

Case Study	Justification for Case Study
Village Halls and their derivatives	Although the communal value of Village Halls, both as facilities and as focal points for activities and education, has long been recognised, their aesthetic, historical and evidential value is less well appreciated and their remains a limited framework of understanding in support of their wider recognition and conservation. With a multitude of 'drivers for change' undesignated Village Halls, and their associated communal landscapes, will continue to be under pressure from adaptation and/or re-development.
Worcestershire's County Farms and Small Holdings	Worcestershire County Council is recognised as being at the forefront of Small Holding development. A changing rural economy, recent pressures on Local Government to deliver savings through the sale of land and assets and current Government housing targets, which is leading to the large-scale review of Green Belt in the County, makes the study of the extent and significance of Worcestershire's County Farms and Small Holdings more relevant than ever before. This case study also demonstrates the value of archival research when researching 20 th -century change and development.
Redditch New Town	In 1964 Redditch was designated a New Town and underwent considerable development which changed the face of both the town and its surrounding countryside. With plans to regenerate the town centre - different elements of which can feel disconnected – this case study takes a HER audit approach to identify and record buildings and public places of local historical, evidential, aesthetic and/or communal value to create an enhanced evidence base to inform future local plan making.
Kidderminster	Kidderminster reached its economic peak - internationally renowned for its manufacture of carpets - in the late 19 th Century. This period set the framework for Kidderminster as it entered what would become another period of large-scale transition in the 20 th -century. The Kidderminster case study differs to the Redditch case study in that, rather than take a HER audit approach, this study examines places or groups of buildings that convey a particularly strong sense of 20th- century architecture and principles of spatial planning. This approach has proven to be particularly helpful when assessing

20 th -century heritage in Kidderminster given that many (not all) distinctive buildings arose out of programmes of urban regeneration, and therefore, their setting remains of equal
significance.

This project has sought to proactively promote public engagement with 20th-century heritage through public consultation – including consultation with parish councils – and media content. So far 15 blogs have been produced for <u>Explore the Past</u>, two of which were researched and written by students on placement with Worcestershire Archive and Archaeology Service. The project team also presented papers at the 2018 West Midlands Twentieth Century Society Seminar in Birmingham and the 2019 Worcestershire Archaeological Day School. A short article, targeted at professionals and communities involved in the management of 20th-century heritage, has been produced for publication.

Conclusions and Key Opportunities

20th-century heritage forms a significant layer of our history and many people, through the experiences of their parents and grandparents, feel a deep connection to this period of recent history. Despite national campaigns, and some recent high-profile listings, recognition of the wider contribution of everyday 20th-century heritage, particularly post war heritage, is often overlooked and undervalued. 20th-century heritage is largely underrepresented on Local Lists and Historic Environment Records and even though English Heritage's 1980s national resurvey extended the typological and date ranges of structures and building types recommended for listing, only a very small percentage of 20th-century heritage assets meet the criteria for national designation.

The question 'how do we protect what we don't know what we have' needs serious consideration on both a national and local level and there appears to be a clear case for a need to better understand the diverse range and survival of 20th-century heritage to strengthen awareness and appreciation of its diverse legacy, conservation, value and significance, and to inform local decision making and future listing priorities.

As a sector we need to;

- Support the proactive identification and recording of 20th-century heritage of local, or potentially greater than local, significance on County Historic Environment Records, Local Lists and Neighbourhood Development Plans.
- Support training opportunities for Local Authority staff, so that they can confidently identify and assess 20th-century heritage of local, or potentially greater than local, significance.
- Provide forward thinking and structured opportunities for Local Authority Archaeologists, Conservation Officers and Communities to proactively engage in dialogue and discussion when compiling Local Lists and/or Neighbourhood Development Plans.

• Encourage better links with local and regional societies to engender more effective ways of sharing information and knowledge.

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