



Local Area Agreements and the Historic Environment



ENGLISH HERITAGE



'Capitalising on the heritage of a place through Local Area Agreements will ensure places have value and a distinct local identity. English Heritage is committed to supporting local authorities and their partners in maximising the potential in our new role as a Partner Authority.'

Lord Bruce-Lockhart, Chairman of English Heritage

The historic environment plays an important part in shaping the identity of a place as well as helping to achieve genuinely sustainable outcomes for local communities.

Using case studies this guidance sets out ways in which the historic environment can contribute to the development of Local Area Agreements (LAAs). It is aimed at Members and staff in local authorities, Local Strategic Partnerships and regional Government Offices, who are engaged with LAAs (and Multi Area Agreements). It represents part of an ongoing dialogue with local authorities and partners to ensure the potential of the historic environment is maximised to the benefit of everyone.

It should be read in conjunction with Communities and Local Government guidance on LAAs and those produced by other Cultural and Environmental Non-Departmental Public Bodies.

It may also be helpful to refer to English Heritage's *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment* (2008). This document provides a comprehensive framework for the sustainable management of the historic environment and sets out a logical approach to making decisions and offering guidance about all aspects of England's historic environment.

WHAT ARE LOCAL AREA AGREEMENTS?

LAAs set out priorities for local areas over a three-year period and are based on the local Sustainable Community Strategy, which in turn set out the overarching vision for a particular area. LAAs are a tangible representation of the partnership between the lead local authority for the area, the Government Office, and other key partners through Local Strategic Partnerships (LSPs).

Their aim is to achieve better outcomes for local people through improved public services and create communities that are sustainable. They are of vital importance in determining the future of a local area.

This guidance has been updated to reflect the set of 198 indicators, published in April 2008¹, which underpin the updated LAA framework. Each LSP is responsible for setting up to 35 designated targets (selected from those 198 indicators) on which its performance can be measured by central government.

LSPs have the option of selecting additional non-designated targets if they wish, above those which they have a statutory obligation to include. However, these carry no reporting requirements, other than those established at a local level.²

ENGLISH HERITAGE AS A 'PARTNER AUTHORITY'

*'...because the majority of LAA targets are expected to be cross-cutting...meaningful co-operation can only occur if all relevant partners are represented during negotiation.'*³

The new LAA system relies on the close working of each of the groups involved. The framework for that co-operation is put in place by the Local Government and Public Involvement in Health Act. The Act explains the role of the 'partner authorities', one of which is English Heritage. The Act sets out that each 'partner authority' should be involved in determining any relevant target within a LAA and therefore will co-operate with the responsible local authority.

What English Heritage will provide

It is important for English Heritage and LSPs to develop a system of working constructively together where appropriate. How co-operation will operate in practice will differ according to partner responsibilities and priorities, as well as the local context.

The impact of the historic environment on different targets will vary from place to place so the relationship between each LSP and English Heritage will be unique. To establish the appropriate level of cooperation it will be important to establish answers to 2 questions:

1 How should the LSP and English Heritage cooperate?

A spectrum of options is available, and the right one will need to be agreed in each area. English Heritage will seek to tailor its advice to the needs of individual LSPs. In some areas, partners may want to explore specific opportunities for partnership; in others it may suffice for English Heritage to offer general advice and for the LSP to keep the regional office informed of the progress of negotiations.

2 For which indicators can the historic environment help you to reach your targets?

There is no specific historic environment indicator; however, this guidance outlines where the strongest connections exist between the historic environment and particular LAA targets (though there are links beyond those detailed here). The table on pages 9 and 10 outlines a number of indicators whose targets could be affected by an imaginative and careful use of heritage assets. LSPs should consider how the historic environment could contribute to these targets during the LAA drafting process and involve English Heritage, as a 'partner authority' in the relevant negotiations.

In this guidance case studies give examples of how the historic environment can impact upon particular indicators.

HOW THE HISTORIC ENVIRONMENT CONTRIBUTES TO LAA OUTCOMES

The historic environment positively influences a wide range of local activities including community engagement, regeneration, housing, education and economic development. This influence is clearly identified in *Heritage Counts*, a report English Heritage produces each year on behalf of the sector:

1 Stronger communities:

The historic environment can play an important part building and strengthening communities by helping define the identity and quality of 'place'. It gives distinctiveness and meaning to places in which we live, providing a source or continuity and identity (as highlighted by the Creswell Crags case study). It is a social and economic asset and a resource for learning

and enjoyment. Sympathetic development of the local historic environment can improve general satisfaction with the local area and encourage investment. Some key facts:

- 69% of adults in England attended at least one type of heritage attraction in the last 12 months. This included 48% of adults from black and ethnic minorities; 60% of adults with limiting disability/illness; and 57% from lower socio-economic groups ⁴.
- 432 archaeological sites participated in National Archaeology Week in 2007, with over 75,000 people participating in events.

2 Safer communities

The historic environment can offer work experience opportunities in diverse areas such as horticulture, conservation and heritage craft skills. An example of the type of opportunities available is shown in the Harrogate Cemeteries case study. A key fact:

- In 2006/07 there were 10,382 trainees and 7,088 first year apprentices in heritage related craft skills in England.

3 Children and young people

A key government target is the tackling of obesity at all ages, particularly the young. The heritage environment provides opportunities for children to engage in active pursuits beyond the usual sphere of competitive sport. Such pursuits can include exploring historic sites, walking heritage trails and taking part in the type of activities included in the Middleton Mystery and Ecotherapy case studies. Some key facts:

- There were 2.55 million school visits to historic sites in 2006. ⁵
- Being taken to a heritage site as a child is the most important factor related to visiting as an adult.
- Between 2002/03 and 2005/06 the number of higher education students studying courses related to the historic environment increased by 13.3%.

4 Adult health and wellbeing

The principles which outline the benefits of the historic environment for children and young people equally apply to adults – they provide opportunities for physical activities which become increasingly rare after leaving formal education. In addition, as the Witley Court case study shows, they provide opportunities for those with learning difficulties to volunteer and develop skills that could be used in employment. Some key facts:

⁴ Taking Part: The National Survey of Culture, Leisure & Sport provisional results from the first six months of the 2006/2007 survey.

⁵ Taking Part: The National Survey of Culture, Leisure & Sport provisional results from the first six months of the 2006/2007 survey.

- There were 62.8 million visits to historic visitor attractions in 2006.
- In 2005 there were 1,587 registered parks and gardens⁶.
- In 2005/06 there were 476,000 historic environment volunteers.⁷

5 Local economy

The historic environment can contribute significantly to the prosperity of the local economy, as shown by both the Gateshead and Morecambe case studies. It not only aids local tourism, but it can also provide the catalyst for urban regeneration. Some key facts:

- Employment related to tourism activities at 733 heritage attraction sites is estimated at just over 32,000 people⁸.
- A study carried out in the Yorkshire Dales National Park showed that every £1 of expenditure on repair work on traditional farm buildings resulted in a total output for the wider area of £2.48.⁹
- In 2006/07, English Heritage's planning advice teams gave advice on over 16,000 statutory consent applications with over 95% being turned round within 21 days or an agreed deadline.¹⁰

6 Environmental sustainability

Making intelligent use of existing structures (see the Beaufort Gardens case study), as opposed to building new buildings, uses less resources and in the long run they can be cheaper and easier to maintain. A key fact:

- Based on projections of over 30 years, the cost of repairing a typical Victorian terraced house was between 40% and 60% cheaper than replacing it with a new home.¹¹ There were 663,328 empty homes in 2006.

CASE STUDIES

1 GRAVESEND, SOUTH-EAST REGION

**Indicators affected; 5, 151
(refer to table on page 9 and 10)**

Over the last four decades, the historic town of Gravesend in Gravesham Borough had been in decline and its rich historic and architectural assets were deteriorating through a lack of investment. In a bid to reverse this trend, Gravesham Borough Council and partners embarked on an ambitious regeneration and renewal programme across the borough. In particular, the council has ensured the area's cultural heritage has been central to the town's regeneration, investing in the restoration and re-use of historic buildings, the improvement of public spaces and supporting arts and community projects. According to the council 'the combination of a carefully maintained and enhanced historic structure and sympathetic modern development is generating unprecedented interest in Gravesend as a place to live and locate'. Projects have ranged from restoration of the town pier, sympathetic re-use and new build housing developments, and area grant schemes to enhance shop fronts and streetscapes in partnership with English Heritage. Projects have also extended to investments in historic green spaces near Gravesend, like Cobham Park, where a history of anti-social behaviour and neglect has been reversed with investments in the landscape, historic buildings and outreach work to engage the community. Overall, the council's clear commitment and enthusiasm has had a major impact on the appearance, performance and perception of the borough as a place to live, work and visit.

2 CRESWELL CRAGS, EAST MIDLANDS REGION

Indicators affected; 3, 5, 6, 7

Creswell Crags is home to a rare example of British Ice Age rock art. Stone tools and animal remains found in caves help to illustrate life in the last Ice Age between 50,000 and 10,000 years ago. It lies in the former coalfield communities of North East Derbyshire and North Northamptonshire and is run by Creswell Heritage Trust. The Trust's 'Pride of Place' project worked with communities to develop a sense of local pride and community regeneration using their own history. Supported by the Heritage Lottery Fund and the Sub Regional Strategic Partnership the project encouraged

⁶ Visit the English Heritage website (www.english-heritage.org.uk) to view the register for Parks and Gardens

⁷ *Heritage Counts 2007: the State of the Historic Environment* (English Heritage)

⁸ *Heritage Counts 2005: the State of the Historic Environment* (English Heritage)

⁹ *Building Value: Public benefits of historic farm building and drystone wall repairs in the Yorkshire Dales National Park* (English Heritage, 2007)

¹⁰ English Heritage Annual Report 2006/07

¹¹ *Regeneration and the Historic Environment 2005*

- 1 Gravesend Shop fronts.
© English Heritage
- 2 Creswell Crags.
© English Heritage
- 3 Harrogate Cemeteries.
© Harrogate Borough Council



local people to tell stories about their local history. By involving and engaging communities, 'Pride of Place' promoted awareness and pride in the distinctive local landscape. It dispelled perceptions of the area as a derelict landscape and created a new positive identity.

3 HARROGATE CEMETERIES, YORKSHIRE AND THE HUMBER REGION

Indicators affected; 5, 45

Since early 2007, Harrogate Borough Council have been working with the North Yorkshire Probation Service and the York College of Masonry to direct offenders on the Community Payback Scheme (previously known as Community Service) to reinstate historic memorials in the borough's municipal cemeteries. These grave memorials had been identified as being dangerous during past health and safety inspections and had subsequently been laid down.

The Probation Service provide supervisors to organise and monitor the work of offenders, and the project began with Harrogate Borough Council staff training these supervisors in the skills required to reinstate the memorials. The age range of the offenders is generally between 18-25.

The municipal cemetery in Ripon provided the first project in this scheme, which it is hoped will eventually be rolled out across the whole of Harrogate district. 670 memorials had been laid down, and over the course of a year the offenders reinstated around 400. The team are now moving to the cemetery at Pateley Bridge where roughly 140 of the 285 laid-down memorials will be reinstated.

Harrogate Borough Council are delighted with the way the project has developed, and, in Pateley Bridge, the local heritage group associated with the cemetery are watching the development of the project with great interest. The offenders themselves gain much from the project, developing connections with our municipal heritage whilst gaining new team-working and practical skills. At the end of 30 hours practical work the offenders are awarded a NVQ Level 1 qualification by the York College of Masonry. Pateley Bridge lies within the Nidderdale Area of Outstanding Natural Beauty, and the AONB team are considering developing a similar project to train offenders in countryside management skills.

4 THE MIDDLETON MYSTERY, NORTH EAST REGION

Indicators affected; 110, 117

'The Middleton Mystery' is a computer game, designed by students from Ashington Community High School, Northumberland. The game aims to inspire interest in young people in their local heritage and how it can be interpreted using modern media techniques. The students formed their own production company 'The Mean Machine' to create 'The Middleton Mystery'. They took inspiration from this historic setting to create a fictional quest-based adventure game. Players meet characters based on real people from Belsay Hall's past and find imaginary treasures brought back from Charles Monck's grand tour. The students created a game design, filmed themselves as historical characters and created their own art work.

The game has been played at Belsay in a newly designed area for young people. Community groups and members of the public were able to feed back their ideas for the final version of the game, available onsite from October 2007. The project has successfully engaged young people at risk of exclusion from mainstream education by increasing their understanding of the site and its history and by developing their creative, social and technological skills. Initial evaluation has also shown increased confidence amongst the participants – with adults, their peers and in their own abilities.

5 ECOTHERAPY, NORTH EAST REGION

Indicators affected; 55, 56, 110

Visiting historic sites and properties can contribute to the physical health and well being of adults and young people – providing fun, active and educational leisure opportunities. English Heritage has recently worked with Newcastle Primary Care Trust and its Ethnic Minority Wellbeing Project to encourage 'ecotherapy' (green space activities) to aid the health and wellbeing of people living in Newcastle. English Heritage sites involved in this programme included Belsay Hall in Northumberland and Lindisfarne Priory on Holy Island. The participants involved gained a lot from spending time in green spaces, getting outside together and learning about what we have inherited from the past. This programme of therapeutic activity encouraged people to get out and about and feel good about what their local area had to offer. The programme aimed to encourage more people to enjoy these sites and to help aid their own health and wellbeing at the same time.

4 Middleton Mystery, Belsay Hall.

© English Heritage

5 Ecotherapy, Belsay Hall.

© English Heritage



6 Beaufort Gardens.
© English Heritage
7 Witley Court volunteers.
© English Heritage



6 BEAUFORT GARDENS, LONDON REGION

Indicators affected; 186

Beaufort Gardens is a house in multiple occupation regulated by its local authority, the Royal Borough of Kensington and Chelsea, and situated in a conservation area. This unlisted, mid-Victorian, terraced house, was an ideal subject for a 'Flagship Home' project. The project demonstrated how older properties can positively contribute to a low carbon economy by combining innovative energy and design solutions with traditional sustainable green materials to maintain traditional character and meet planning requirements. A partnership between the building's owners, the City of Westminster, and the Royal Borough of Kensington and Chelsea to encourage greater awareness and use of energy efficiency measures (and a closer working relationship between statutory bodies and building preservation organisations) the project's benefits have included:

- Reduction of the property's carbon dioxide emissions by over 60%.
- Housing 36 residents at an emission rate of 9 tonnes of carbon dioxide a year when the average house of 2 or 3 people generates 6 tonnes.
- Cutting fuel bills at the property by more than 60%.
- Increasing the property's National Home Energy Rating from 2 to 9 (10 being the most efficient).

7 WITLEY COURT, WEST MIDLANDS REGION

Indicators affected; 146

During 2007, with the help of experts and volunteers, 35 young people with learning difficulties aged between 16 and 25 were involved in surveying, monitoring, photographing, documenting and learning about the natural heritage at Witley Court, a Grade I listed property in Worcestershire. They created new habitats and built bird boxes, designed and landscaped a wildlife garden and created a 22 metre willow sculpture which adorns the Wilderness Garden. The project was designed to help young adults with learning difficulties develop knowledge, skills and attitudes to equip them for work and adult life. The Heritage Lottery Fund and English Heritage funded the work.



This project highlighted the abilities of the young people and what they can offer rather than just what they need. A few of the young people have had job opportunities since the project has ended.

Chris Jordan, Chair of Wyre Forest LAFS (Learn, Achieve, Fun, Socialise), noted that “their confidence and their ability to do different things has developed enormously. Alex [his son who took part] has now got a job which I don’t really believe he could have been able to get before the project. It has given him a lot of confidence in being able to do things on his own ...I absolutely think it has helped them move forward, hopefully in society, to achieve in the longer term.”

8 MORECAMBE, NORTH WEST REGION **Indicators affected; 5, 151**

Morecambe was a thriving destination for holidaymakers from Yorkshire and Lancashire for much of the first half of the 20th century. During a period of expansion in the interwar period, Art Deco architecture had a major influence on many resorts, and the iconic Midland Hotel was built on the seafront in 1933 and quickly became one of Morecambe’s key landmarks with its commanding views of the bay. However, the decline in popularity of the town as a resort in the second half of the 20th century took its toll on the historic fabric, including the demolition of its two piers and the closure of the hotel in 1998.

The HLF’s Morecambe Townscape Heritage Initiative (THI) began in 2003, and is a £10m scheme grant-aiding key projects within the Morecambe conservation area. Shop front enhancements and the creation of new retail units, combined with a housing renewal programme run by Lancaster City Council has gone a significant way to restoring the character and appearance of the area to its pre-war heyday. This renewed confidence in the town, together with the THI funding, has enabled work to begin on the restoration of the Midland Hotel which is due to open in the Summer of 2008. The developers, Urban Splash, have also embarked on a high profile, mixed-use scheme on the site adjacent to the hotel. All of these projects are contributing to both the physical regeneration of Morecambe and the transformation of the way the town is regarded nationally.

8 Midland Hotel, Morecambe undergoing refurbishment and the computerised image of the refurbished and reopened hotel.
© Urban Splash



HISTORIC ENVIRONMENT LOCAL MANAGEMENT (HELM)

This guidance replaces the existing publication, *Local Area Agreements and the Historic Environment: Interim Guidance*, published in July 2006.

Further information on how the historic environment can be utilised to support a local authority in meeting its corporate objectives can be found on English Heritage's Historic Environment Local Management (HELM) website (www.helm.org.uk). Publications which may be of particular relevance include:

- *Local Strategic Partnerships and the Historic Environment*
- *Regeneration and the Historic Environment: Heritage as a catalyst for better social and economic regeneration*
- *Regeneration in Historic Coastal Towns*
- *Suburbs and the Historic Environment*
- *Streets for All*
- *The Future of Historic School Buildings*
- *Transport and the Historic Environment*
- *Low Demand Housing and the Historic Environment*
- *Climate Change and the Historic Environment*

These publications, as well as many others, are accessible via the Guidance Library section of the site.

The HELM website also contains access to a number of local authority related case studies which may also be of interest.

INTEGRATING THE HISTORIC ENVIRONMENT INTO THE LAA PROCESS

Key Stages

1 Negotiations start at the local level, LSPs will be vital in providing a forum for bringing together key partners, with the Government Office representing central government and taking a key role in the process.

2 The LSP develops a vision of the area and an evidence base which makes it clear what the local priorities are through the Sustainable Communities Strategy. Partner Authorities (including English Heritage) may want to involve themselves at this stage of the process, contributing both to the 'story of the place' and its supporting evidence base.

3 Once an evidence based strategy has been drawn up, the LSP will then look to identify which of the national indicators most appropriately match the local conditions identified. It is important that the LSP is fully aware of the potential of the historic environment in meeting any potential targets set.

4 From June 2008 the new LAAs go live, and local partners focus on achieving the outcomes to which they have committed themselves. As this document shows, there are many ways in which the historic environment can help local partners fulfil their commitments.

5 Government Offices will monitor achievement against outcomes taken from the national indicator set. The choice of indicators also forms the basis of a new local performance regime called the Comprehensive Area Assessment. For LSPs and local authorities to reap the benefits which the historic environment offers when these assessments come round, it is important to involve the relevant people and establish monitoring arrangements from the outset.

INDICATORS WHICH CAN BE INFLUENCED BY THE HISTORIC ENVIRONMENT

NO.	INDICATOR	RATIONALE
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STRONGER COMMUNITIES

3	Civic participation in the local area	Civic participation is one of the means by which individuals can contribute to the benefit of the locality and projects related to the historic environment provide a forum for this to happen.
5	Overall/general satisfaction in the local area	This indicator provides a baseline for local satisfaction and allows authorities to assess and combat problems associated with general satisfaction. The historic environment can engender a sense of belonging for a community and therefore be a key factor in their feeling of satisfaction in their local area.
6	Participation in regular volunteering	Local Government has an important role to play in creating a culture in which individuals are able to contribute their time through volunteering. There is a great deal of scope for enthusiasts to volunteer within the heritage sector, for the benefit of the whole community.
7	Environment for a thriving third sector	Third sector organisations are defined as value driven and those 'which principally reinvest their surpluses to further social, environmental or cultural objectives', including those organisations working with the historic environment.
10	Visits to museums and galleries	Museums and galleries promote a variety of positive impacts, such as education and well being, social cohesion, as well as a sense of belonging.

SAFER COMMUNITIES

45	Young offenders' engagement in suitable education, employment and training	Engaging young offenders in education, training and employment are key in preventing their re-offending. There are a variety of examples of heritage linked training projects that have proven successful in providing young offenders with such opportunities.
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CHILDREN AND YOUNG PEOPLE

55	Obesity amongst primary school age children in Reception Year	Authorities are being encouraged to work with parents and carers in establishing healthy lifestyles in children. The historic environment can provide a source of exercise through heritage trails, gardens and parks.
56	Obesity amongst primary school age children in Year 6	See above.
110	Young people's participation in positive activities	Positive activities include a wide range of activities and cover time spent working with and supporting the local historic environment.

NO.	INDICATOR	RATIONALE
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ADULT HEALTH AND WELLBEING

146	Adults with learning difficulties in employment	This indicator is intended to improve the employment outcomes for adults with learning difficulties – a key group at risk of social exclusion. See the Witley Court case study for an example of how the historic environment can contribute to this indicator.
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LOCAL ECONOMY

151	Overall employment rate	This is designed to measure the authorities' contribution towards the aspiration of full employment. Investment in the historic environment can provide the local economy with a significant boost and can lead to the creation of more long term jobs.
157	Processing of planning applications	This indicator is designed to ensure that local planning authorities determine planning applications promptly. Since 2003 English Heritage has taken steps to modernise its role in the planning process. We shifted our involvement to the pre-application stage, seeking more strategic involvement. This has enabled us to positively influence the planning process in a more efficient and co-ordinated fashion.

ENVIRONMENTAL SUSTAINABILITY

186	Per capita reduction in CO ₂ emissions in the local authority area	Local Authorities are well placed to contribute to the reduction in CO ₂ emissions and to raise awareness amongst the local community. Existing historic housing, if properly utilised, can provide a value for money, environmentally friendly alternative to new builds.
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WHERE TO GET MORE INFORMATION

Contact your regional English Heritage Office.

Your regional English Heritage office will be able to provide you with additional support on how the historic environment can be fully incorporated into your LAA. Contact details are below:

North East

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Contact your local authority conservation and archaeology officer. They understand local issues and most maintain, or have access to, an historic environment record which contains information on the local area.

Contact staff at your regional Government Office who are there to support you with all the elements of your agreement.

The majority of local authorities have now appointed an elected Member to act as their **Heritage Champion**¹. Champions are responsible for championing heritage issues within their authority, and their involvement in the LSP and development of an LAA may enable 'joining-up' of initiatives.

Local societies. Tap into local knowledge, perhaps through civic societies, local history societies and museums or others who can contribute to a better understanding of local 'place'.

Further information can also be found at the Heritage Gateway site (www.heritagegateway.org.uk/gateway)

¹ Refer to *Your Heritage Needs You* (English Heritage, 2008)

For copies of this leaflet, or if you would like it in a different format, please contact our Customer Services quoting product code 51432. Tel: 0870 333 1181; Fax: 01793 414926; Textphone: 01793 414878; Email: customers@english-heritage.org.uk

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LOCAL MANAGEMENT

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