

# The Marine Historic Environment

Strategy for the protection,  
management and promotion of marine  
heritage 2011-16

HISTORIC  
SCOTLAND



ALBA  
AOSMHOR

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DRAFT

## CONSULTATION ON THE STRATEGY

Views are invited on Historic Scotland's strategy for the protection, management and promotion of marine heritage.

We are inviting written responses to questions set out overleaf by **27 January 2012**. Please send your response to:

Email: [Hs.schedulingteam@scotland.gsi.gov.uk](mailto:Hs.schedulingteam@scotland.gsi.gov.uk)

Or

By Post to: Scheduling and Marine, Historic Scotland, Longmore House, Salisbury Place, Edinburgh, EH9 1SH

If you have any queries please contact Christine Kelly on 0131 668 8914

This consultation is available on the consultation web pages of the Historic Scotland website at [www.historic-scotland.gov.uk/consultations](http://www.historic-scotland.gov.uk/consultations). The consultation, and all other Scottish Government consultation exercises, can also be accessed online from [www.Scotland.gov.uk/consultations](http://www.Scotland.gov.uk/consultations). To assist the analysis of the responses that we receive, we would be grateful if you use the consultation questionnaire provided in overleaf or clearly indicate in your response which questions or parts of the consultation paper you are responding to.

### ***Handling your response***

We need to know how you wish your response to be handled and, in particular, whether you are happy for your response to be made public. We would therefore be grateful if you could also complete and return the Respondent Information Form as this will ensure that we treat your response appropriately. If you ask for your response not to be published, we will regard it as confidential and treat it accordingly.

All respondents should be aware that Historic Scotland and the Scottish Government are subject to the provisions of the Freedom of Information (Scotland) Act 2002 and would therefore have to consider any request made to it under the Act for information relating to responses made to this consultation exercise.

### ***Next steps in the process***

Where respondents have given permission for their response to be made public and after we have checked that they contain no potentially defamatory material, responses will be made available to the public through consultation pages of Historic Scotland's website (<http://www.historic-scotland.gov.uk/index/about/consultations.htm>). Responses can be copied and sent to you on request, but a charge may be made for this service.

### ***What happens next ?***

Following the closing date, all responses will be analysed and considered along with any other available evidence. We will then issue a report on the consultation process with the aim of publishing a final version of the strategy in March 2012.

## Strategic Environmental Assessment

Historic Scotland has applied the criteria specified in Schedule 2 of the Environmental Assessment (Scotland) 2005 Act to the Strategy for the protection, management and promotion of marine heritage and has determined that they it is exempt from Strategic Environmental Assessment under Section 8(1).

A copy of this determination can be viewed here:

[www.historic-scotland.gov.uk/seadeterminations](http://www.historic-scotland.gov.uk/seadeterminations)

### **Comments and complaints**

If you have any comments about how this consultation exercise has been conducted, please send them to:

The Director of Policy & Outreach  
Historic Scotland Policy & Outreach  
Room 2.31  
Longmore House  
Salisbury Place  
Edinburgh  
EH9 1SH

### **Consultation questions**

#### **General**

**Question 1** - Do you have any comments on the general content, structure and lay-out of the strategy?

**Question 2** - Is there anything missing?

#### **Part 1: The strategy**

**Question 3** – Do you agree with the strategy or have any suggestions as to how it could be improved?

#### **Part 2 – The Action Plan**

**Question 4** – Do you have any suggestions in relation to the priorities identified for 2011-12?

Please Note this form must be returned with your response to ensure that we handle your response appropriately

### 1. Name/Organisation

Organisation Name (if appropriate)

Title Mr  Ms  Mrs  Miss  Dr  Please tick as appropriate

Surname

Forename

### 2. Postal Address

<input type="text"/>		
<input type="text"/>		
<input type="text"/>		
<input type="text"/>		
Postcode	Phone	Email

### 3. Permissions - I am responding as...

Individual

/

Group/Organisation

Please tick as appropriate

(a) Do you agree to your response being made available to the public (in the Historic Scotland library and/or on the Historic Scotland web site)?

(b) Please tick as appropriate  Yes  No  
Where confidentiality is not requested, we will make your responses available to the public on the following basis

Please tick ONE of the following boxes

Yes, make my response, name and address all available

or

Yes, make my response available, but not my name and address

or

Yes, make my response and name available, but not my address

(c) The name and address of your organisation **will be** made available to the public (in the Historic Scotland library and/or on the Historic Scotland web site).

Are you content for your **response** to be made available?

Please tick as appropriate  Yes  No

(d) We will share your response internally within Historic Scotland and with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for someone from Historic Scotland or another part of Scottish Government to contact you again in relation to this consultation exercise? Please tick a:

## EXECUTIVE SUMMARY

### Introduction

The Scottish Government is committed to a clean, healthy, safe, productive and biologically diverse marine and coastal environment that meets the long term needs of people and nature. This includes protecting and, where appropriate, enhancing our most important marine heritage assets in such a way that they can be valued, understood, and enjoyed.

### Purpose, aims and objectives.

This strategy sets out Historic Scotland's priorities for protecting, managing and promoting marine heritage under new marine legislation, given the resources currently available for these purposes.

Strategic Aims	Objectives
Helping to advance knowledge about marine heritage and make information widely available	Objective 1 – to collaborate with all relevant parties to pursue enhancement of the record of the marine historic environment and wide dissemination of this information to support marine planning
Improving stewardship of key marine heritage sites	Objective 2 – to work with stakeholders, making recommendations to Scottish Ministers on the selection, designation and management of Historic Marine Protected Areas (HMPAs) leading to the establishment of a well managed group of HMPAs in the territorial seas around Scotland by 2016
	Objective 3 – to make effective use of mechanisms provided by marine planning and marine licensing systems to guide the sustainable development of offshore resources
	Objective 4 - to improve understanding of the processes and operations that impact on marine heritage sites, determining which are likely to be the most significant, and to develop and implement effective mitigation for these where possible and desirable
Developing wider understanding and enjoyment of marine heritage	Objective 5 - to increase sustainable access to HMPAs around our coasts and seas and promote information about them in order to encourage wider awareness and enjoyment of marine heritage.
	Objective 6 – to develop awareness and capacity amongst professional organisations and amateur groups through targeted training and outreach

The strategy includes an Action Plan for the financial year 2011- 2012 that will be updated annually over the strategy term with reports on progress against actions from the previous year. Beyond this, it provides a framework to set out how Historic Scotland will work with partners on related issues to contribute to and deliver longer term aims and objectives up until 2016.

## INTRODUCTION

### 1. VISION

1.1. Historic Scotland's mission is to ensure that our historic environment provides a strong foundation in building a successful future for Scotland.

1.2. Historic Scotland (HS) will play its part in helping to deliver the Scottish Government's vision for a clean, healthy, safe, productive and biologically diverse marine and coastal environment that meets the long term needs of people and nature. This includes protecting and, where appropriate, enhancing our most important marine heritage assets in such a way that they can be valued, understood, and enjoyed.<sup>i</sup>

### 2. AIMS

2.1. This strategy sets out Historic Scotland's priorities for work in relation to the marine historic environment during the period 2011-16 in accordance with the following strategic aims:

- helping to advance knowledge about marine heritage and make information widely available;
- improving stewardship of key marine heritage sites; and
- developing wider understanding and enjoyment of marine heritage.

2.2. By pursuing these aims through its work programme, Historic Scotland will be able to play a positive part in helping to realise the full potential of the marine historic environment as a resource – cultural, educational, economic and social – for the people of Scotland and further afield. This is the key challenge for the sector identified in the consultation draft Scottish National Marine Plan.<sup>ii</sup>

2.3. An Action Plan accompanies the strategy, setting out what Historic Scotland intends to do to progress this strategy in 2011-12.

### 3. CONTEXT

3.1. The strategy comes at a time of significant change in the way Scotland's marine environment is to be managed. The Marine (Scotland) Act 2010 and the Marine and Coastal Access Act 2009 introduced a new marine management framework that will help to deliver a vision for clean, healthy, safe, productive, biologically diverse marine and coastal environments that meet the long term needs of people and nature. The key elements of the Scottish legislation that are relevant for cultural heritage are a new marine planning system, streamlined marine licensing powers and a new system of Marine Protected Areas to help conserve and enhance Scotland's outstanding marine natural and cultural heritage.



Figure 1: Fish traps, Benbecula – © Crown Copyright: RCAHMS. Licensor [www.rcahms.gov.uk](http://www.rcahms.gov.uk)



Figure 2: The wreck of the Ballista, Sound of Mull (lost 1973). In the background, divers are investigating the remains of a much earlier vessel, HMS Dartmouth, wrecked 1690. 000-000-110-634-R – © Colin J M Martin. Licensor [www.scran.ac.uk](http://www.scran.ac.uk)

### **What is our marine heritage and why is it important?**

3.2. From the earliest prehistoric settlement to the maritime developments of the industrial revolution and beyond, Scotland's coasts and seas have been an integral part of Scotland's cultural identity. Far less is known about heritage surviving on the seabed than about historic buildings and archaeological sites and monuments on land, but as our knowledge increases, it is becoming clear that Scotland's coasts and seas contain a rich cultural heritage that includes the remains of important heritage assets of all periods from prehistory to the recent past.

3.3. Whether along the coast or under water, heritage assets help to define a sense of place, well-being and identity, forging connections between people and the places where they live, work and spend their leisure time. Cultural heritage also makes a valuable contribution to Scotland's economy. Many heritage assets, such as historic harbours and lighthouses, remain in commercial use, and others generate economic value from tourism. *Scotland's Marine Atlas*<sup>iii</sup> has identified the following baseline statistics for heritage tourism along the coast and in the marine environment:

- visitor income (ticket sales and other visitor expenditure) of £1.55 million in 2008 for 20 managed and visitable coastal heritage sites that provided economic data to the study (out of 97);
- between 1994 and 2009, 1,640 scuba divers visited three of Scotland's eight designated wreck sites under 'visitor licence' from Historic Scotland;
- Scotland has 16 wrecks listed in the top 100 UK wreck dives (including SS Hispania, Sound of Mull) and an estimated 15,260 dives were carried out on the wrecks of the German High Seas fleet in Scapa Flow, Orkney, in 2006.

### **What are the risks to our marine heritage?**

3.4. The marine heritage resource appears to be diverse and rich, but also finite and vulnerable to a complex interplay of both man-made operations and natural processes. We still have much to learn about impacts on this heritage but careful stewardship will help to ensure that future marine activities and developments are carried out in a way that respects marine cultural heritage and protects it for the benefit of future generations.

### **Why develop a strategy for the protection, management and promotion of marine heritage?**

3.5. Historic Scotland made a commitment in its Corporate Plan 2008-11 to develop a strategy for the protection, management and promotion of marine heritage. The purpose of this is to set out Historic Scotland's priorities in delivering the responsibilities and policies of Scottish Ministers for the historic environment under the new marine legislation, taking account of the resources currently available for these purposes. Marine Scotland has published a parallel *strategy for marine nature conservation in Scotland's seas*.<sup>iv</sup>

3.6. The first stage in the development of this strategy was the publication by Historic Scotland of a discussion paper, *Towards a strategy for Scotland's marine historic environment*<sup>v</sup> in association with a marine taskforce of the Built Environment Forum of Scotland (BEFS). *Towards a strategy* identified key issues, challenges and opportunities relating to available data and information about marine heritage; the stewardship of the resource; and capacity, understanding and enjoyment - a sound evidence base for Historic Scotland to formulate this strategy.

### **Who is the strategy for?**

3.7. The strategy is being developed by Historic Scotland, an executive agency of Scottish Government that performs the responsibilities of Scottish Ministers for the historic environment. The roles of Historic Scotland include designation of heritage assets, looking after properties in the care of Scottish Ministers and maximising their potential to generate sustainable economic growth, providing advice and support on the management of our most important heritage assets, and providing policy advice to Scottish Ministers on the historic environment.

3.8. Although this strategy focuses on the role of Historic Scotland and will guide the agency's work, the management of the marine environment, including its historic dimension, cuts across a much wider range of public authorities including:

- Marine Scotland (as marine planning and licensing authority for the Scottish Marine Area);
- UK authorities - particularly Maritime and Coastguard Agency, Ministry of Defence and the Crown Estate (as owners of the majority of the Scottish seabed);
- the Royal Commission on the Ancient and Historical Monuments of Scotland (RCAHMS) – as the national recording body for the historic environment;
- local authorities.

In addition, the academic community and industry have a key role to play in the investigation of the marine heritage resource; recreational and voluntary/community sectors contribute significantly to its stewardship; and society as a whole has an interest in terms of understanding and enjoyment. Historic Scotland is taking the lead in setting out this strategy, but all parties are encouraged to share a sense of collective responsibility and ownership and to work in partnership.

### **How will the effectiveness of the strategy be reviewed?**

3.9. Government policy is fast moving in this area and the strategy should be seen as a flexible framework document subject to periodic review to ensure it is aligned with Historic Scotland's wider strategy and Scottish Government priorities. The action plan will be updated annually over the strategy term with reports on progress against actions from the previous year.

## PART 1: THE STRATEGY

For the period 2011-16, Historic Scotland will seek to address key issues, challenges and opportunities identified in *Towards a strategy*, working in partnership wherever possible and prioritising available resources for marine work to help advance knowledge about marine heritage and make information available; to improve the stewardship of key marine heritage sites; and to promote wider understanding and enjoyment of marine heritage.

### 4. HELPING TO ADVANCE KNOWLEDGE ABOUT MARINE HERITAGE AND MAKE INFORMATION WIDELY AVAILABLE

#### Summary of the current position

4.1. RCAHMS has been recording maritime information from readily-available sources within its national collection of the architectural, industrial, archaeological and maritime heritage of Scotland since at least 1995.<sup>vi</sup> Many local authority archaeology services also hold heritage records for the marine environment within their Sites and Monuments or Historic Environment Records (SMR/HERs). These 'inventories' are invaluable information bases to enable management of the heritage resource. However, *Towards a strategy* observed that we still know relatively little about marine heritage assets and submerged cultural landscapes off Scotland's coasts. Marine data is being gathered by public authorities and industry, but potentially useful data-sets remain to be interrogated for heritage information and this added-value archived and disseminated for public benefit. With the introduction of marine planning, both planners and heritage curators would benefit from improved mapping and characterisation of marine heritage to support its effective management and to guide sustainable development of offshore resources.

**Objective 1 – collaborate with all relevant parties to pursue enhancement of the record of the marine historic environment and wide dissemination of this information to support marine planning;**

We will do this by:

- a. working with RCAHMS and local authority archaeology services on matters of mutual interest in relation to information about marine heritage;
- b. taking account of marine interests when discussing heritage data strategy with RCAHMS and the Scottish Sites and Monuments Record (SMR) Forum;
- c. considering support for studies that improve knowledge about marine heritage and dissemination of this information in cost effective ways. To help us prioritise any investments we can make in this area, we will draw on lessons learned from *Towards a strategy*, the forthcoming report of the marine-

maritime panel of the Scottish Archaeological Research Framework,<sup>vii</sup> and the *Scottish marine historic environment data audit*,<sup>viii</sup>

- d. building links with the Scottish marine scientific community (e.g MASTS<sup>ix</sup>) and pursuing integration of heritage interests within public sector marine mapping programmes in the interests of 'gathering data once and using it many times'. Key opportunities include participation alongside other public sector bodies in the Scottish Marine Protected Areas Project and the Scottish Government Multibeam Mapping Group;
- e. working with regulators and developers to ensure that satisfactory consideration for the historic environment is integrated within environmental assessment procedures and to promote the value of archiving heritage information derived from developer-led work for public benefit;<sup>x</sup>
- f. participating with RCAHMS in discussions with the Marine Environment Data Information Network (MEDIN)<sup>xi</sup> about the archiving of marine heritage data and ensuring that work Historic Scotland supports, subscribes to archiving best practice;
- g. encouraging others to report, archive and disseminate marine archaeological data and information in accordance with best practice. For example there is unrealised potential in information held following investigations of some designated wrecks (e.g sites in Shetland). There are also opportunities to promote effective dissemination of information about investigations into marine heritage through online information-handling mechanisms such as OASIS<sup>xii</sup> and publications such as Archaeology Scotland's *Discovery and Excavation in Scotland*.<sup>xiii</sup>

## 5. IMPROVING STEWARDSHIP OF KEY MARINE HERITAGE SITES

### Summary of the current position

5.1. In the absence to date of a comprehensive marine planning system, the stewardship of underwater heritage has centred around statutory protection of a small number of historic wrecks, mostly of post-medieval ships originating from countries across Europe, and usually in response to salvage threat. As a representation of maritime heritage and history, the number of designated sites appears small by comparison with the overall resource. *Towards a strategy* observed insufficient recognition of the remains of other important examples of wrecked vessel types important to the maritime history of Scotland, or other types of archaeological site that evidence our historical association with the sea. Mechanisms for monitoring and recording this resource remain in their infancy with only basic understanding of the scale and significance of threats to it and little work yet to develop, prioritise and implement effective mitigation where possible and necessary.

**Objective 2: Working with stakeholders, make recommendations to Scottish Ministers on the selection, designation and management of Historic Marine Protected Areas (HMPAs) leading to the establishment of a well managed group of HMPAs in the territorial seas around Scotland by 2016**

We will do this by:

- a. working with Marine Scotland, Scottish Natural Heritage (SNH), the Scottish Environment Protection Agency (SEPA) and the Joint Nature Conservation Committee (JNCC) on the Scottish Marine Protected Areas Project to make recommendations to Scottish Ministers on the creation of an ecologically coherent network of well managed Marine Protected Areas (MPAs) in the seas around Scotland. The introduction of the HMPA designation aligns marine heritage protection with other programmes of marine environmental protection and the new marine management system in Scotland. It also allows for statutory designation of categories of heritage asset not formerly eligible for heritage designation;
- b. publishing operational guidelines for selection, designation and management of HMPAs<sup>xiv</sup> and then progressing up to three phases of HMPA designation:
  - Tranche 1): review of Scotland's eight existing designated wreck sites and, where appropriate, transition to HMPA status;
  - Tranche 2): review and transition of the underwater scheduled monuments in Scapa Flow to HMPA status and identification of any further priority sites within the Scapa Flow complex for inclusion within an HMPA;
  - Tranche 3): consideration of other high priority cases.

At the same time, monuments and historic buildings along the foreshore and coast edge will normally be considered for statutory designation through

Historic Scotland's scheduling or listing programmes in accordance with the emerging priorities of those programmes;

- c. where specific archaeological field investigation is required to inform designation and monitoring of HMPAs, instructing the necessary studies by virtue of Historic Scotland's allocation of the UK-wide marine archaeological services contract, or by commissions at our own hand;
- d. having regard to recommendations in *Towards a strategy* that the designated marine heritage resource should reflect what is most important about the history of Scotland and the sea. Two studies are underway to help us gain a better understanding of the significance of the resource as a whole. One project is trialling a thematic approach to assessment of Shetland's surviving shipwreck heritage. A second thematic study at the national level will draw out evidence Scotland-wide a) for survival of non-shipwreck remains; and b) wreck sites relating to maritime themes of particular relevance to Scotland, for example, Scottish shipbuilding, emigration, or fishing. The potential benefits of these studies are two-fold. Firstly they will help Historic Scotland to identify which other sites/areas might merit consideration for designation. Secondly, they should provide a useful information resource to support regional marine planning, for example by highlighting a wider range of heritage assets that might not meet HMPA designation criteria but are nevertheless of interest;
- e. involving a wide range of stakeholders in discussions about HMPAs. At the national level the Marine Strategy Forum, a cross-sector group chaired by Marine Scotland, represents key marine interest groups.<sup>xv</sup> It will provide the principal forum for strategic engagement by Historic Scotland on matters relating to HMPAs and other heritage stewardship issues. The nature and extent of additional engagement will vary depending on the purpose and geographical scope of the discussion but engagement might include cross-sector meetings, communication through the media, workshops or formal consultation. Following the recent demise of the UK Advisory Committee on Historic Wreck Sites, Historic Scotland's engagement with the heritage sector will take place primarily through the Built Environment Forum of Scotland,<sup>xvi</sup> as an intermediary body for the historic environment sector in Scotland;
- f. maintaining liaison with the Department of Culture Media and Sport (DCMS), Receiver of Wreck (Maritime and Coastguard Agency), Ministry of Defence and heritage agencies in England, Wales and N.Ireland in the interests of a joined-up approach to managing marine heritage across the UK;
- g. encouraging stakeholders to play a positive role in the management of HMPAs and considering support for projects that further preservation objectives for these areas in cost effective ways. Some ideas include encouraging visitors and local stakeholder groups (e.g dive centres) to play an effective role in helping to monitor survival and site condition within HMPAs; supporting provision of targeted training and information to facilitate public involvement in more active survey and recording work within HMPAs; or facilitating the development of non-statutory management plans for HMPAs where there are multiple interested parties and positive stewardship can best be nurtured by engaging community involvement at an early stage;

- h. recognising that much can be achieved through education and positive promotion. In addition however, Historic Scotland will be working with Marine Scotland to develop a significantly enhanced compliance monitoring capability for HMPAs. In addition to a network of coastal offices, Marine Scotland also operates offshore patrol vessels and surveillance aircraft, and is currently enhancing its inshore marine capability through the procurement of a number of rigid-hulled inflatable boats (RIBs). Through these assets and joint working, we will be able to gain more accurate intelligence about marine activity in the vicinity of HMPAs and use this enhanced intelligence picture to provide better protection through an intelligence-led policing model;
- i. fulfilling the duty on Scottish Ministers to report to the Scottish Parliament on progress made in relation to HMPAs on a six yearly cycle. The first report is due by 31 December 2012 and Historic Scotland will be working closely with Marine Scotland on this work.

**Objective 3: Make effective use of mechanisms provided by marine planning and marine licensing systems to guide the sustainable development of offshore resources**

We will do this by:

- a. contributing to work by Marine Scotland to publish a National Marine Plan;<sup>xvii</sup>
- b. seeking to provide timely and constructive heritage advice on marine licensing to Marine Scotland's Licensing Operations Team (MS-LOT). We will focus our efforts on potential impacts i) to designated heritage assets; ii) to undesignated sites of demonstrably equivalent significance, yet to be fully recorded, awaiting discovery, or in areas beyond the scope of heritage designation (ie – the Scottish offshore area beyond 12 nautical miles);
- c. advising Scottish Ministers where there is a need to use Marine Conservation Orders (MCOs) to support the preservation objectives of HMPAs, and administering the system of authorisations;
- d. as regional marine planning takes shape, helping Marine Scotland and other stakeholders to build networks so that Marine Planning Partnerships can take account of the historic environment within their zones of influence, particularly the large numbers of undesignated heritage assets in these areas that also contribute positively to the wider marine environment and local economies;
- e. promoting existing industry guidance on best practice for heritage and seabed development.<sup>xviii</sup>

**Objective 4: Improve understanding of the processes and operations that impact on marine heritage sites, determining which are likely to be the most significant, and develop and implement effective mitigation for these where possible and desirable**

We will do this by:

- a. investigating through our work with HMPAs, how best to record survival and site condition, to assess risk to marine historic assets, and to monitor achievement of preservation objectives for these areas. This work will help to ensure that the operational advice and support Historic Scotland provides is well informed and that we are focussing what resources we have towards beneficial stewardship of HMPAs where the risks are greatest;
- b. considering support for projects that help us to improve understanding of the nature and scale of threats from natural processes or man-made operations to the marine heritage resource and to develop suitable responses.<sup>xix</sup> At the coast edge, a current example is the work by SCAPE Trust to help Historic Scotland to understand the extent of the threat posed by coastal erosion to monuments in vulnerable areas and to prioritise responses.<sup>xx</sup> One other possible priority in relation to natural processes might be the significant resource of 19<sup>th</sup> and 20<sup>th</sup> century metal wrecks, the rapid deterioration of which will result in loss of information and may also pose a potential pollution risk for the natural marine environment. Here, the lack of a coherent research agenda on key sites (for example the scheduled wrecks in Scapa Flow) is affecting our understanding about where to focus conservation and recording effort.

## 6. DEVELOPING WIDER UNDERSTANDING AND ENJOYMENT OF MARINE HERITAGE

### Summary of the current position

6.1. *Scotland's Marine Atlas* and the *Scottish Historic Environment Audit*<sup>xxi</sup> provide an indication of the contribution of the historic environment and cultural heritage to sustainable economic growth as well as to less measurable economic and social benefits such as education, health and well-being. Yet, although stories of shipwrecks and submerged prehistoric sites fascinate the general public, the marine heritage resource remains poorly understood and those aspects of it which are under water remain accessible to relatively few. After all, visiting sites under water may not be for everybody; it can be expensive and sometimes dangerous. Nevertheless, there is a need to promote information about designated assets, so that sea users can be aware and act responsibly. There is also potential to increase the contribution that marine heritage can make to understanding and enjoyment by promoting the marine heritage resource in a more positive way. Even if underwater heritage remains are likely to remain accessible to relatively few, digital technology can present new opportunities to promote this resource beyond the diving world.

6.2. At a time when a new marine management system is in its infancy, *Towards a strategy* identified a shortage of capacity within the heritage sector, comprising both professional and amateur groups, to advance investigation and management of the marine heritage resource, and indicated a need to develop the skills and expertise of people who work or are aspiring to work in the field through delivery of training, support, encouragement and guidance where it is most required.

**Objective 5: Increase sustainable access to HMPAs around our coasts and seas and promote information about them in order to encourage wider awareness and enjoyment of marine heritage**

We will do this by:

- a. publishing useful information about the new HMPA designation and on how to care for marine heritage via the Historic Scotland website and a new leaflet; The need for other guidance leaflets will be considered as issues and opportunities arise;
- b. developing links between Historic Scotland's marine web-pages, websites of other partner organisations in the Scottish MPA Project and any other relevant online initiatives that arise;
- c. ensuring that spatial data about HMPAs is made widely available online so that all parties are aware of the location of HMPAs and other designated historic assets in the marine environment. In particular, there is an opportunity to discuss with the UK Hydrographic Office and marine cartographic suppliers

the display of spatial information on HMPAs through marine charts. For individual areas, Historic Scotland will consider the need to develop on-site signage – useful where assets are located close to the coast – as well as other promotional material on a case by case basis;

- d. working with local stakeholders to encourage sustainable visitor access to HMPAs (see sections on stewardship);
- e. considering involvement in or support for projects that help to widen access to HMPAs beyond the few who can dive in person. This might be by integrating information about marine heritage within wider Historic Scotland's outreach and education initiatives, through support for publication of information resulting from Historic Scotland funded investigations, or development and dissemination of digital 3D modelling and visualisation to help promote key underwater sites to the wider public in new and innovative ways. This is an area where Scotland is leading the way, with Historic Scotland's Scottish Ten project on land,<sup>xxii</sup> and private-sector or research-led initiatives such as Wrecksight and the ScapaMap project under water.<sup>xxiii</sup>

**Objective 6: Develop awareness and capacity amongst professional organisations and amateur groups through targeted training and outreach**

We will do this by:

- a. playing a part in helping to nurture growing awareness and capacity in the professional arena, within Historic Scotland and externally – for example, through training workshops to develop understanding about consideration of marine heritage within planning, licensing and seabed development. There may also be value in exploring ways to encourage terrestrial archaeologists in Scotland to expand their expertise into new areas of work (for example through targeted support for commercial diver training). This approach could complement progress now being made within the academic sector in Scotland to integrate the study of marine archaeology at university level within wider programmes of archaeology and marine science,<sup>xxiv</sup> thereby helping to bring the study of marine/maritime archaeology closer to the mainstream, and to nurture the development of a new cadre of archaeologists capable of responding promptly to important offshore discoveries across Scotland;
- b. encouraging public outreach and education initiatives that help to support this strategy – particularly in the priority areas of knowledge enhancement and stewardship. Current examples are the work of the SCAPE Trust which actively involves the public in stewardship of archaeological sites in the coastal zone and the Nautical Archaeology Society, now with its four regional training centres in Orkney, Lochaline, Loch Tay and Edinburgh where training in maritime archaeology is available. These complement conservation-minded initiatives by the recreational diving organisations (e.g *The Respect our Wrecks code of practice for wreck divers*).

## 7. FURTHER INFORMATION

7.1. Queries and requests for further information on Historic Scotland's role in implementing the Marine (Scotland) Act 2010 can be obtained from Historic Scotland as follows:

Information	Team responsible	Contact details
Selection and designation of HMPAs	Scheduling and Marine	Historic Scotland Longmore House Salisbury Place Edinburgh EH5 3EH 0131 668 8600 Email: <a href="mailto:Hs.schedulingteam@scotland.gsi.gov.uk">Hs.schedulingteam@scotland.gsi.gov.uk</a>
Management of HMPAs and advice on marine planning/licensing	Strategic Heritage Management Team	Historic Scotland Longmore House Salisbury Place Edinburgh EH5 3EH 0131 668 8600 Email: [ ]

7.2. Information about existing designated wrecks, scheduled monuments, listed buildings and, in due course, HMPAs in Scotland's territorial waters can be accessed via the Historic Scotland website ([www.historic-scotland.gov.uk](http://www.historic-scotland.gov.uk))

7.3. Information on other types of new MPA around Scotland can be obtained from Marine Scotland, Marine Planning and Policy team at :

Marine Planning and Policy  
Marine Scotland  
1A South  
Victoria Quay  
Edinburgh  
EH6 6QQ

7.4. Information about existing MPAs protected for biodiversity purposes within inshore waters can be accessed via the SNH web-based information service SNH ([www.snh.gov.uk/snhi](http://www.snh.gov.uk/snhi)) which includes information on all protected areas in Scotland. Information about MPAs designated for biodiversity purposes within offshore waters can be accessed through JNCC's website ([www.jncc.gov.uk](http://www.jncc.gov.uk))

## PART 2: THE ACTION PLAN 2011-12

Relevant Objectives	Action	Lead Historic Scotland team	Identified partners
1 (a;c)	Support for Project Adair to: integrate up-to-date UK Hydrographic Office (UKHO) wrecks data within RCAHMS national inventory for 0-200 nautical miles around Scotland; to explore setting up of a data-sharing protocol between RCAHMS/UKHO, and to publish a webmap service for wrecks and recorded losses online in order to support wide dissemination of information.	Scheduling and Marine	RCAHMS
1 (a;c;e)	Commission Project Adair regional project to interrogate key marine data sets to enhance national/regional inventories for Orkney and Pentland Firth waters so that this information is available to inform marine planning and guide sustainable development;	Scheduling and Marine	RCAHMS; Orkney/Highland Local Authority Archaeology Services; contractor
1 (c)	Support for project to test gathering and dating of marine cores from the Bay of Firth Orkney, in order to improve regional sea-level curves;	Scheduling and Marine	Marine Scotland; RCAHMS; Rising Tide Project
1 (a;c)	Support for Outer Hebrides Coastal Community Marine Archaeology Pilot Project	Scheduling and Marine	RCAHMS; Comhairle nan Eilean Siar; Wessex Archaeology
1 (b) 2	Attend meetings of Scottish Marine Protected Areas (MPA) Project and Scottish Multibeam Mapping Group and explore opportunities to integrate heritage interests within wider government survey initiatives	Scheduling and Marine	Marine Scotland, Scottish Natural Heritage, SEPA, Maritime Coastguard Agency, Northern Lighthouse Board; RCAHMS
1 (e;g)	Work with regulators, developers and their environmental consultants to encourage appropriate consideration for heritage within seabed survey and archiving of archaeological reports for EIA surveys	Strategic Heritage Management Team	Industry; regulators; RCAHMS/LA Archaeology services
2	Finalise guidelines for the selection, designation and management of Historic Marine Protected Areas (HMPA) in discussion with stakeholders	Scheduling and Marine	Scottish MPA Project
2	Begin preparation of draft documentation for 1 <sup>st</sup> tranche of HMPA designations prior to consultation	Scheduling and Marine	Scottish MPA Project; Built Environment Forum of Scotland

<b>Relevant Objectives</b>	<b>Action</b>	<b>Lead Historic Scotland team</b>	<b>Identified partners</b>
2	Finalise Shetland regional area and RCAHMS data overview projects	Scheduling and Marine	Shetland Amenity Trust; UK-wide contract for marine archaeological services; Scottish MPA Project
3 (a)	Contribute to finalisation of Scottish National Marine Plan	Strategic Heritage Management Team	Marine Scotland
3 (b)	Work with Marine Scotland Licensing Operations Team (MS-LOT) on marine licensing	Strategic Heritage Management Team	MS-LOT
4(a)	Consult on framework for preservation objectives for HMPAs – as part of HMPA guidelines	Scheduling and Marine	Scottish MPA Project
5(a)	Publish leaflet about HMPAs (hard-copy and online)	Scheduling and Marine	Scottish MPA Project
5(b;c)	Update website to reflect new marine legislation and HMPA designation	Scheduling and Marine/HS Communications	Scottish MPA Project
6(b)	Delivery of public outreach in marine archaeology (fieldschool; training opportunities;)	Scheduling and Marine	Nautical Archaeology Society and others
6(a)	Historic Scotland staff CPD day on marine geophysics	Scheduling and Marine/Strategic Heritage Management Team	

## 8. GLOSSARY

**Designated wreck** – a wreck of historical, artistic, or archaeological importance afforded statutory protection under section 1 of the Protection of Wrecks Act 1973.

**Historic MPA (HMPA)**- refers to MPAs established using the provisions in Section 67 (1) (c) of the 2010 Act for Scottish territorial waters.

**Historic Scotland (HS)** – an executive agency of Scottish Government with the mission of ensuring that our historic environment provides a strong foundation in building a successful future for Scotland.

**Listed building** – a building placed on the Statutory List of Buildings for its Special Architectural or Historic Interest.

**JNCC** – Joint Nature Conservation Committee, the statutory nature conservation adviser to the UK and Scottish Governments beyond 12 nautical miles.

**Marine Scotland** – a directorate of Scottish Government (SG) responsible for the integrated management of Scotland's seas.

**MCO** – a Marine Conservation Order made by virtue of section 85 of the 2010 Act

**MPA** - Marine Protected Area is used specifically to refer to the provisions in the 2010 Act and UK Marine and Coastal Access Act 2009 as well as a generic term to refer to any area that contributes to the MPA network in Scottish waters.

**MPA Network** – network of MPAs in Scottish waters comprising existing MPAs (principally European Marine Sites and SSSIs notified for marine features), new MPAs (proposed under the 2010 Act) and other areas of benefit to marine natural features.

**Nm** – Nautical mile (1.85km)

**Preservation objectives** – the 2010 Act requires that an HMPA designation order sets out preservation objectives to guide management of HMPAs.

**RCAHMS** – Royal Commission on the Ancient and Historical Monuments of Scotland. RCAHMS collects, records and interprets information on the architectural, industrial, archaeological and maritime heritage of Scotland.

**SCAPE** – a charity that seeks to research, conserve and promote the archaeology of Scotland's coast. SCAPE is especially interested in remains threatened by erosion.

**Scheduled monument** – a monument afforded statutory protection under the Ancient Monuments and Archaeological Areas Act 1979

**Site condition** – defined for this guidance as the state of a marine historic asset in its seabed environment at any point in time.

**SNH** – Scottish Natural Heritage the statutory nature conservation adviser to Government on land and sea within Scottish territorial waters.

**Survival** – a record of the state of a marine historic asset relative to some former state. The extent of survival reflects the cumulative effects of all the natural and human processes that have operated upon a marine historic asset over time.

## 9. NOTES AND REFERENCES

- i [www.historic-scotland.gov.uk/visiondocument.pdf](http://www.historic-scotland.gov.uk/visiondocument.pdf)
- ii [www.scotland.gov.uk/Publications/2011/03/21114728/0](http://www.scotland.gov.uk/Publications/2011/03/21114728/0)
- iii [www.scotland.gov.uk/Resource/Doc/345830/0115125.pdf](http://www.scotland.gov.uk/Resource/Doc/345830/0115125.pdf)
- iv <http://www.scotland.gov.uk/Topics/marine/marine-environment/Conservationstrategy/marineconstrategy>
- v <http://www.historic-scotland.gov.uk/marine-strategy.pdf>
- vi As of April 2011, Canmore ([www.rcahms.gov.uk](http://www.rcahms.gov.uk)) has c.20,000 records of potential cultural heritage features on the seabed. Of this number, c.15,000 represent documentary records of a casualty at sea c.1600 are identified sites where demonstrable remains have been located.
- vii <http://www.socantscot.org/content.asp?Page=475&Menu=>
- viii <http://www.wessexarch.co.uk/projects/marine/scotland/historic-scotland-marine-data-audit>
- ix <http://www.masts.ac.uk>
- x [http://www.thecrownestate.co.uk/jnapc\\_code\\_of\\_practice.pdf](http://www.thecrownestate.co.uk/jnapc_code_of_practice.pdf) ;  
[http://www.offshorewind.co.uk/Assets/archaeo\\_guidance.pdf](http://www.offshorewind.co.uk/Assets/archaeo_guidance.pdf)
- xi [www.oceannet.org/](http://www.oceannet.org/)
- xii The OASIS project (Online AccesS to the Index of archaeological investigationS) <http://www.oasis.ac.uk/scotland/> is a strategic partnership across the professional archaeological community in Scotland, supported by Historic Scotland, RCAHMS and the local authority archaeologists (ALGAO Scotland). The OASIS data capture form has been adapted for use in the marine environment and is designed to help the reporting of event information relating to developer-funded archaeological fieldwork. It provides an opportunity to upload digital copies of completed project archive reports (grey literature), as well as files defining the geographical extents of projects. For Archaeology Scotland's *Discovery and Excavation in Scotland* <http://www.scottisharchaeology.org.uk/?q=node/36>
- xiii <http://www.scottisharchaeology.org.uk/?q=node/36>
- xiv <http://www.historic-scotland.gov.uk/index/about/consultations/currentconsultations.htm>
- xv <http://www.scotland.gov.uk/Topics/marine/seamanagement/forum>
- xvi <http://www.befs.co.uk/>
- xvii <http://www.scotland.gov.uk/Publications/2011/03/21114728/0>
- xviii See for example <http://www.jnapc.org.uk>
- xix There are links here with strands in the Scottish Government Marine Science Strategy 2010-15 <http://www.scotland.gov.uk/Publications/2011/03/02092716/0>
- xx See <http://www.scapetrust.org/>
- xxi <http://www.scotland.gov.uk/Publications/2011/03/16182005/80>; <http://www.heritageaudit.org.uk/>
- xxii <http://www.scottishten.org/index/about.htm>
- xxiii <http://www.wrecksight.com/> ; <http://www.scapamap.org/>
- xxiv Modules in marine archaeology are now available at the Universities of Aberdeen and the Highlands and Islands through Orkney College. Others such as Scottish Oceans Institute are integrating heritage concerns within wider marine scientific research programmes.