**BRIEF FOR A REVIEW AND UPDATED CONDITION SURVEY TO ACCOMPANY THE CONSERVATION PLAN FOR PARTS OF THE PENDENNIS PENINSULA FORTIFICATIONS, FALMOUTH, CORNWALL**

1. **Introduction**

This brief is for a study and condition assessment leading to an updated conservation plan for the parts of the Pendennis Peninsula Fortifications which are in Local Authority care. The majority of the headland is protected as a Scheduled Monument which has at its heart the English Heritage Trust castle. The majority of the SM surrounding the castle is currently owned by Cornwall Council but this is in the process of being devolved to Falmouth Town Council. The last survey and condition assessment of the site was published in 2000. The Town Council now requires a point in time condition assessment and updated plan to understand past work, recent dilapidations, and help them in their future management of the site.

* 1. **The site**

According to the Scheduled Monument entry, Pendennis headland is one of the finest examples of a post-medieval defensive promontory fort in the country. It was developed as a strategic naval base from its foundation in the 1540s, until it was demilitarised in the 1950s. The buildings of the Henrician and Elizabethan castle demonstrate developing gunnery methods, as do the batteries. The Civil War defences incorporating Hornworks and a redoubt, are prominent and Pendennis had particular significance as a staunch Royalist stronghold, besieged in 1646, and as an important Royalist port throughout the Civil War. The 18th, 19th and 20th century works illustrate important changes in weaponry and defences and in barrack accommodation and domestic use of the grounds.

Pendennis headland commands outstanding views in almost all directions. A circular drive (laid out to meet the needs of increasing numbers of tourists in the 19th century) leads around the perimeter of the headland and there are several parking areas, the main one being at the tip of the promontory. Falmouth is a popular as a holiday destination and is also well-visited by local people. As a result, the headland has visitors every day and many thousands of visitors every year.

* 1. **The reason for the survey / project / study**

The purpose of the survey will be to identify any decline in assets and the repairs required, for FTC as the new owners/guardians. It will also identify opportunities to bring about improvements, understand regular grounds maintenance tasks and ensure that these are carried out in a manner that doesn’t negatively impact on any historic features and as a commitment to work alongside HE to protect and conserve the headland and its assets. The CMP with the up to date condition survey would also be a valuable document for developing interpretation signage; and applications for funding to carry out improvements.

The client for this project will be Falmouth Town Council.

* 1. **Past Surveys**

There has been a good deal of archaeological work at Pendennis over the years. Much of it has been focussed on the castle but there are two pieces of work which will form the foundation of this study: a survey and condition assessment undertaken 30 years ago by Cornwall Archaeological Unit (Johns 1992) and the in depth “Fortress Falmouth” Conservation Plan (Linzey 2000) which will be adopted going forwards with copies of both volumes already in Falmouth Town Council’s possession, that will be loaned to the surveyor.

* 1. **The project area**

The project area is shown on the map in Appendix 1. This represents the area to be transferred from Cornwall Council to Falmouth Town Council. Note this does not include the foreshore and the Castle is not within Falmouth Town Council’s ownership.

This link shows the area of the Scheduled Monument [Cornwall Council Interactive Map](https://map.cornwall.gov.uk/website/ccmap/?zoomlevel=7&xcoord=181749&ycoord=32064&wsName=ccmap&layerName=Scheduled%20Monuments)

Linzey (2000) divides the headland into zones and it may be appropriate to adopt this approach. The zones which will form the study area are:

Zone S - The West Glacis

Zone T - the Pendennis Isthmus

Zone U - the East Glacis

Zone V - Pendennis Point

**1.5 Ecology**

Whilst the plan is chiefly a tool for the management of the Scheduled Monument it looks at the potential for both the archaeological and ecological assets on the site, seeking to avoid conflict between the management of both.

* 1. **Tenders**

Tenders should be submitted by 28/02/2023. It is anticipated that the successful tenderer will be appointed in 03/03/2023, and that the work should be completed and invoiced by 30/04/2023.

**2. Designations**

This summary focuses on the project area only.

**2.1 Historic environment designations**

**2.1.1 Pendennis Peninsula Scheduled Monument**

The project area encompasses part of the SM, surrounding and containing at its heart the English Heritage Trust site.

<https://historicengland.org.uk/listing/the-list/list-entry/1012134>

**2.1.2 English Heritage Trust site**

The survey excludes areas under the management of English Heritage.

<https://www.english-heritage.org.uk/visit/places/pendennis-castle/>

**2.1.3 Conservation area**

The project area lies within the Falmouth Conservation Area:

<https://map.cornwall.gov.uk/reports_conservation_areas/Falmouth%20-1989.pdf>

**2.1.4 Listed Buildings**

There is only one Listed Building within the study area:

Little Dennis Blockhouse: <https://historicengland.org.uk/listing/the-list/list-entry/1270099>

**2.2 Natural environment designations**

To be aware:

**2.2.1 Special Protection Area**

Falmouth Bay to St Austell Bay UK9020323

This affects all land below high water mark level. SPAs are land classified under Directive 79/409 on the Conservation of Wild Birds.

**2.2.2 Special Area of Conservation:**

Fal and Helford UK0013112

This affects the coast below the median low water line. It protects one or more special habitats and/or species – terrestrial or marine – listed in the Habitats Directive.

<https://sac.jncc.gov.uk/site/UK0013112>

**2.3 Other material considerations affecting Pendennis peninsula – flood risk zones**

The entire coastal fringe of Pendennis peninsula has been identified as a Cornwall coastal vulnerability zone

**2.3.1 Flood zone 2**

Planning constraint 1 in 100 year fluvial, 1 in 200 year tidal flood zone, assuming no defences. The Flood Zone 3 map is provided by the Environment Agency, who are copyright owners of the data. For more information please refer to the [Environment Agency website](http://www.environment-agency.gov.uk/).

**2.3.2 Flood zone 3**

Planning constraint 1 in 1000 year fluvial and tidal flood zone. The Flood Zone 2 map is provided by the Environment Agency, who are copyright owners of the data. For more information please refer to the [Environment Agency website](http://www.environment-agency.gov.uk/).

**3 Recent ownership and management of the study area**

The study area was in the ownership and management of Carrick District Council until the creation of the Cornwall Council Unitary Authority in 2009. At this time the former District Council was merged with Cornwall County Council and at the same time the land in the ownership of the District Council was transferred to the new Unitary Authority.

Decades before the creation of Cornwall Council, proposals to interpret and make accessible the wider site had been developed – see <https://map.cornwall.gov.uk/reports_event_record/1985/1985R007.pdf>

Following this a significant initiative known as the Fortress Falmouth Partnership was created. This was in response to the need to balance and manage visitor pressure with conservation of the historic monuments at St Mawes and St Anthony Head as well as Pendennis; it led to the production of a Conservation Plan and from this flowed some outstanding management works.

With the transfer of Pendennis to the new unitary authority this initiative appears to have been lost and with declining budgets there has been no further targeted management of the project area other than basic maintenance and path cutting.

**4 Condition and Heritage at Risk**

* 1. **Current management**

The headland as a whole is almost entirely devoted to access and amenity. This applies as much to the CC/FTC holding as to the English Heritage castle. A circular drive loops around the perimeter and along the route are various parking areas and one main car park. Along part of the road there is a pavement and Public Rights of Way thread their way around the headland. Much of the area to be transferred to Falmouth Town Council from Cornwall Council is under secondary woodland. Much of this has developed since WW2 so is now quite mature. Some areas are kept more open (beside the road on the west, the Hornworks area, and the area around the car park on the point is generally under low scrub and bracken with some invasive plants. There is significant visitor erosion around the car park at Pendennis Point.

As a peninsula with tidal waters on three sides, coastal erosion is a serious threat although the extent to which this impacts on the significance has not yet been fully determined.

**4.2** **Overall condition**

With tree and scrub growth, visitor erosion and coastal erosion, and limited management, the site can be considered to be in poor, declining condition.

* 1. **Heritage at Risk**

Because of these factors, Pendennis Headland is considered to be at high risk of damage. This assessment precludes the castle which is exceptionally carefully managed by the English Heritage Trust.

**5 Scope of works**

The successful tenderer will provide an updated condition survey to compliment the 2000 conservation plan “Fortress Falmouth” to take account of dilapidations over the intervening years to the current survey, any changes to stability and indicators of decline. This should include a summary of any current management. It should be informed by an initial desk-top study.

The works outlined below are for a condition survey and a prioritised management plan designed to arrest the declining condition of the various component elements of the site, to allow them to become more stable under more targeted and appropriate management. Recommendations will be made for capital works likely to need future grant applications and for interpretation to enhance the experience of the many visitors to this popular headland.

**5.1 Initial desk-top study**

Over the past 20 years, the availability of digital resources for the study of the historic environment has increased massively. The updated condition survey should therefore be informed by the following

* Review historic mapping
* Review historic photos available, for example, on Historic England’s Aerial Photo viewer: <https://historicengland.org.uk/images-books/archive/collections/aerial-photos/>
* Assessment of lidar
* Review and summarise archaeological events taking place within the study area over the last 20 years to help FTC understand the context within which they are managing the site. Proposals made previously but never enacted and management works undertaken, as well as the results of archaeological interventions, may help provide pointers to future management. See the HER’s event record

**5.2 Mapping the assets**

A digitised map of the assets should be produced to accompany the survey findings as a GIS layer.

**5.3 Condition survey**

The condition and management of each of the individual elements of the site should be assessed and recommendations made for their management, assigning a priority for management based on significance, condition, threat and potential for access and interpretation.

Lists of the individual components of the site will be found in the following:

Johns, C, 1998. *Pendennis Headland: the Defences* 1540 – 1956.

<https://map.cornwall.gov.uk/reports_event_record/1992/1992R012.pdf>

Linzey, R, 2000. *Fortress Falmouth: a conservation plan for the historic defences of Falmouth Haven (2* volumes, not available on-line).

A list of these assets, their condition and management priority should be presented in will form of a gazetteer, with a summary of the issues in the final report.

**6 Basic Maintenance plan**

**6.1 Current management**

At the time of asset transfer, FTC already manages certain elements of the site – ie

Footpaths – vegetation management to keep footpaths clear and passable is carried out by FTC Operatives up to 4 times pa under a local agreement with CC.

Seating – FTC has taken upon themselves to clean and preserve the multitude of wooden benches on an annual basis as the condition of these assets, (many of which were public donations in memory of departed love ones) had deteriorated badly.

**6.2 Future Maintenance**

All trees will be subject to scheduled inspection using the QTRA System and works will be prioritised and carried out accordingly.

Vegetation management of encroaching bramble etc on the Hornworks minimum annually.

Grass cutting of the Hornworks area and strimming of the recreated soil bank fortifications x10 pa

Following an initial cut & treat of the woody vegetation chemical treatment of the hard surface of the car park area x2 pa.

Wild flower sowing of the car park margins and periphery of the Hornworks is proposed, following which these areas will be cut & collected annually.

Vegetation management of footpaths and reinstatement of muddy areas with compactible material.

Annual vegetation management of the WW1 Trench systems.

Biannual vegetation management of bramble etc encroaching onto the WW2 buildings (munitions stores) behind Crab Quay and any other areas that arise as a result of the survey.

Annual maintenance of infrastructure such as benches and gates.

Annual chemical treatment of invasive species such as Japanese Knotweed.

**7 Recommendations**

Bearing in mind the information in section 6, recommendations should be made for the future management, interpretation and recording of the site. All recommendations should be prioritised according to urgency, and discussed with FTC and Historic England.

**7.1 Viewing points and interpretation**

Make suggestions for a range of interpretation boards to be placed at key points across the site. These should encompass the various periods and aspects which characterise the area within Falmouth Town Council’s ownership. Provide an outline cost for the provision of text, illustrations and production on a per board basis.

**7.2 Areas for vegetation clearance**

Suggest places which can be opened up to benefit archaeological features, amenity and ecology.

**7.3 Proposals for future capital works**

Outline potential future projects likely to need grant funding.

**7.4 Archaeological recording needs**

Needs for archaeological recording should be identified in this section. Coastal erosion may be an outstanding need; areas in particular need of recording should be identified.

**8 Report**

The work itemised above, and the condition survey will be synthesised into an accessible report, under the following broad headings. There should be an opportunity to comment on the draft report.

Report headings to include:

* Executive summary
* Introduction – background to project
* Historical summary – very brief as Richard Linzey has covered this extensively
* Condition surveys - summary
* Philosophy for site management
* Recommendations and Prioritisation
* Interpretation and access
* Appendices (site gazetteer …. )

**9 Monitoring**

9.1 Monitoring and timescale

The production of the study will be monitored on behalf of the FTC by Simon Penna of FTC and Ann Preston-Jones of Historic England. Any correspondence concerning the project should be copied to both Ann Preston-Jones and Simon Penna.

9.2 Review points

It is suggested that progress is reviewed at the following points:

* After the desk-top study and mapping.
* After the condition survey and as recommendations are formulated

9.3 Timescale

Tenders should be ***submitted by end of day on 28/02/23.*** It is anticipated that the successful tenderer will be appointed 03/03/2023 and that the work should be completed by 30/04/2023

Consideration should be given to any boundaries shared with Historic England and the Surveyor would be expected to liaise with that organisation if required.

**10 Necessary Consents, Access and Contacts**

**10.1 Necessary Consents**

The study should contain clear guidance regarding what consents may be required for each element of any proposed repair work, and the bodies responsible for issuing those consents.

* 1. **Access**

The Headland areas are freely accessible with no barriers and free parking is available in several areas

**10.3 Contacts**

Simon Penna [simonpenna@falmouthtowncouncil.com](mailto:simonpenna@falmouthtowncouncil.com) 07535003777

Ann Preston-Jones [ann.preston-jones@historicengland.org.uk](mailto:ann.preston-jones@historicengland.org.uk) 07917642388

**10.4 Contract**

This brief will form the basis of a contract between FTC and the successful supplier.

Details of Professional and Public Indemnity should be provided with tenders.

The contract will be awarded to the successful tenderer on the basis of the following:

* Pricing and value for money 50%
* Proven relevant experience 25%
* Detail of methodology and approach 25%

**11. Health and Safety at Work**

The contractors shall at all times comply with the requirements of the Health and Safety at Work, Etc., Act 1974, and any other Acts, Regulations or Orders pertaining to the health and safety of employees. All personnel will conduct themselves in an appropriate manner in accordance with relevant CIfA guidelines (<http://www.archaeologists.net/codes/ifa>).

A full risk assessment will be submitted to the Simon Penna and agreed by him in advance of any fieldwork. Any variation to working practices set out in the risk assessment must be agreed prior to the works commencing.

Dangers encountered on the site are numerous but include the presence of unprotected drops, surfaces that are uneven underfoot, dense undergrowth in places, steep slopes and structures that are in poor condition and the contractor’s staff should be protected whilst undertaking the work.

Although the overall risk is low if the work is undertaken sensibly all the above should be considered in the risk assessment.