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## **THE DANGERS OF 'CLAUSE 19'**

Fourteen months have elapsed since the appearance of 'clause 19' in a private bill which is still proceeding through Parliament: in the last three months, identical or similar clauses have emerged in new private bills.

'Clause 19' heralded the first attempt by developers (with one harmless exception) to remove statutory conservation controls from their proposed development. As a consequence, it spurred English Heritage to lodge its first ever petition against a parliamentary bill and provoked the first challenge of the right of English Heritage to so petition in the House of Commons' Court of Referees.

### **'CLAUSE 19'**

The clause is contained in the King's Cross Railways Bill deposited in Parliament in November 1988 by the promoters, British Railways Board and London Underground Limited.

The proposals in the Bill extend over 97 acres centred on the St Pancras and King's Cross mainline stations, both Grade I listed buildings. They include a new low-level station, a subsurface ticket hall, new railway junctions and rail connections, and, in particular, a new passenger concourse sited between the King's Cross and St Pancras stations. All of this is within conservation areas and is likely to affect seven listed buildings, four of which may be due for demolition.

The clause seeks to remove all listed building, conservation area, and ancient monument statutory controls from the development proposals authorised by the bill if enacted. As yet, the developers have provided no public justification for the inclusion of this clause within their Bill. The case for exemption of a scheme such as this from these statutory controls is one which, in the view of English Heritage, deserves to be publicly stated at the outset.



*King's Cross and St Pancras stations*

## THE IMMEDIATE EFFECTS

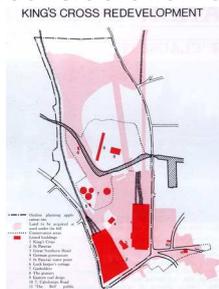
As readers are aware, English Heritage is adviser to the Secretary of State upon ancient monuments and listed building matters; in London, it may, among other things, direct the local planning authority to grant or refuse listed building consent, and take enforcement action against the owner of a listed building who has carried out works either without consent or without accord with a consent condition. These functions were given by public legislation.

If 'clause 19' passes into law, these public functions will be removed in relation to the vast King's Cross development by a private bill. A precedent will be set for other promoters who wish to carry out works without conservation controls. It is assumed that it is unlikely that government departments will oppose such a clause once a precedent has been established.

English Heritage has been prevented by the House of Commons' Court of Referees from presenting a case against these proposals, notwithstanding its normal powers of direction in London. How then will its voice be heard in the future? That is the present question to be solved.

## THE WIDER IMPLICATIONS

The implications for conservation generally are, in a nutshell, monumental. If clause 19 is enacted in the King's Cross Railways Bill, the works will be authorised without proper consideration of the conservation case.



*Plan of King's Cross area, showing listed buildings and area to be covered by the provisions of clause 19*

Of even more significance, whenever another 'clause 19' appears in a private bill (and even the process of checking all such bills for this is no mean feat in terms of time and finance), petitions in opposition will need to be lodged within a short timescale to attempt to receive a hearing against the clause and put the conservation case.

The controls which the clause seeks to remove would have ensured a decision by the local planning authority and/or English Heritage in accordance with conservation law and policies. Under current practice, an appeal can be made to the Secretary of State, at whose inquiry objectors appear at the discretion of the inspector. The possibility of a refusal to hear an objection is remote and subject to a High Court challenge, as is any decision by the local planning authority, English Heritage, and the Secretary of State. If this procedure is removed, it is necessary to examine the extent to which there will be a replacement for it within the private bill system. The object of a private bill is to confer special powers or benefits on a particular person or body. The promoter must convince Parliament of the need for his bill, and all that it contains. If statutory controls over conservation law and planning policies are lifted by clause 19, the bill will not necessarily carry with it the explicit strong presumption in favour of the retention of listed buildings which is at the heart of governmental policy (past and present). What is more, the bill as it stands does not yet contain sufficient definitive details on which to assess the effect of the works upon listed buildings or on other historic elements: for instance, the present bill is silent about design and method and imprecise on the extent of the works. The illustrative material in its supporting documents is already out of date.

## **OBJECTING TO CLAUSE 19**

The Joint Standing Committee Report on private bill procedure in July 1988 encouraged promoters to challenge the '*locus standi*' or 'right to be heard' of objection petitioners against such bills. Such a challenge is heard by the House of Commons' Court of Referees in accordance with the strict standing rules of the House. No reasons are given for their decision; there is no appeal.

The unpredictability of such decisions is shown by the refusal to recognise the *locus* of English Heritage and echoed by the recent [remark?] works of an eminent senior counsel of the Parliamentary Bar: 'the private bill system will continue to attract justifiable criticism so long as the rules of *locus* disqualify petitions on grounds used on the Kings Cross Bill'.

## **CONCLUSION**

Without extensive funds, once this 'clause 19' is enacted, due to problems of time, finance, and *locus*, the proper conservation case may virtually vanish for works in future private bills which incorporate a clause similar to 'clause 19'.

Already the clause has re-emerged as clause 18 of the London Underground Bill, and variations are included in the London Underground (Safety Measures) and the Midland Metro Bills, all deposited in November 1989. The promoters include London Regional Transport, London Underground Limited, and West Midlands Passenger Transport Executive.

Is it too fanciful to suppose that had the King's Cross Railways Bill emerged a decade ago, we would now be faced with a Mies van der Rohe tower 290 feet high and a windswept square in the heart of the City of London?

## **POSTSCRIPT**

As long ago as 1963, before listed building control as we now know it, the then General Development Order gave certain protection which is still contained in the current 1988 Order, in respect of development permitted by private act of parliament.

It would be incomprehensible if, with regard to our built heritage, no equivalent protection at least were given in lieu of, or in the event of the current 'clause 19' being enacted

MARGARET G SCOTT

## **EDITORIAL**

### **PLANNING AND THE HISTORIC ENVIRONMENT**

In a recent article in *The Planner*, Sir Colin Buchanan wrote of his part in extending the application of the term 'environment' from its natural sciences base to the concept of humankind in its physical surroundings, natural and created. It was in a planning context – the report on *Traffic in Towns* 25 years ago – that this central idea arguably first found its name, and with it, its identity. In the last decade, planning has attracted criticism in various quarters for its failures and its philosophies and has seemed to be in retreat, while its offspring, environment, has steadily grown in the public estimation into a dominating political and social topic in its own right.

Recently, however, there have been some signs that planning is beginning to be viewed more favourably. It is interesting to speculate how much it may owe its potential resurgence to a new acceptance that care for the environment, particularly the urban environment, has to be undertaken in a planning context, where preservation of what is already good can be given due weight, alongside the satisfaction of new demands and opportunities. In the words of the Secretary of State for the Environment at the Town and Country Planning Association conference in November, 'the challenge for planners is...to

provide for the needs of the market in a way which preserves the character of our towns and the beauty of our countryside'. In Mr Patten's view, the Government has provided the policy framework for doing so. Others are not so sure.

New proposals in the White Paper, *The future of development plans* for the country-wide provision of regional and County Policy Guidelines and District Development Plans, ought to offer the opportunity for careful, reasoned assessment of the historic resources of an area and for developing policies for their protection and enhancement. It has still to be seen whether the new system is much of an improvement on what already exists, not least because of the apparent diminution of the role of the counties, important reservoirs of expertise on conservation, and a probable reduction in the opportunities to participate in the process on the part of local people and outside bodies such as ourselves. We have commented on the White Paper to the effect that English Heritage should be formally consulted on County Planning Policies and District Development Plans, and that there should continue to be an opportunity to comment prior to the deposit stage. This will help to make the process an open one, in which the concerned public and specialists like ourselves can contribute to the definition of what should be preserved.

We appreciate that the national planning policy framework laid down by government provides a degree of certainty for all interested parties. In some cases, however, the framework can be too rigid. The recent consultation paper on Listed Buildings and Conservation Areas, for instance, though containing much useful material, did propose that the designation of Conservation Areas should be brought within the Development Plan process. We have no doubt that the government sought by these means to raise the profile of this work by bringing the designation of Conservation Areas into the mainstream of the development plan process. In practice, however, this will severely limit local planning authorities' freedom to bring forward proposals for the creation or variation of conservation areas. Whilst it is clearly desirable that the plan is as comprehensive as possible, we believe that in exceptional circumstances 'spot' designations or variations should be possible between one plan and the next.

Another key part of the Government policy, applied so far only to a small number of selected projects, is the Environmental Impact Assessment. EIA provides the means by which major development proposals can be measured by their effect on surroundings and on scarce natural and historic resources. These Assessments will only be worth undertaking, however, and will only provide protection for these resources, if there is a genuine commitment to mitigating the damage of the effects of such developments. There is a danger that an EIA could be no more than an obligatory, but token, gesture towards conservation ideals – just another on-cost on the process of securing the necessary approvals to proceed. Some developers have already gone in for the fairly cynical adoption of materials and styles of architecture to ease the process of achieving planning consent, without seriously modifying damaging elements such as scale. A superficial EIA report uncritically received by a planning authority will not advance the cause of conservation. The vast majority of developments will not, of course, receive the benefit of even a superficial EIA.

These planning policies now in force or announced by Government are thus only of limited assistance in tackling the threats to the historic environment. In particular, they offer no guarantee that the most damaging aspects of much new development – its scale, the lack of respect for local use, for neighbouring buildings or areas, and the skyline effect – will be addressed. All too frequently, commercial developments of shops and offices in the centre of towns offer single, bulky buildings on what was previously a number of mixed-use sites, or towering blocks overshadowing their neighbours, and in so doing destroy the ambience of the historic buildings that remain, some of which may, indeed, have been expensively preserved. It will take great sensitivity on the part of planning authorities and, ultimately,

central Government to the impact of the new on the pre-existing economic, social, and architectural environment if Mr Patten's definition of the planner's challenge is to be met.

JENNIFER A PAGE

*Chief Executive*

## **COMPUTING DEVELOPMENTS IN THE ENGLISH HERITAGE RECORDS OFFICE**

Information is one of the key resources in any organisation and English Heritage is no exception. There is, for example, a need to have rapid access to up-to-date information on statutorily-protected scheduled monuments and listed buildings. In 1986, a Records Office was established to curate and integrate the existing English Heritage record of these items, and the latest technology is being harnessed to provide staff with the management information which they need to bring about the long-term conservation of the historic environment. The Records Office is not a public archive as such, but is rather a store of data used by English Heritage staff in the course of their work and in answering enquiries as well as responding to development proposals. The Records Office also supplies data to county Sites and Monuments Records and the Royal Commission on the Historical Monuments of England (RCHME) which maintains the public archive on monuments and buildings.

Over the years, many of the existing paper records at English Heritage have been wearing out through use. This is not altogether surprising, since some of the records of the scheduling of monuments go back as far as 1882. However, more recent records also suffer considerable wear and tear, such as the maps showing the locations of buildings listed in the resurvey of listed buildings dating from the late 1960s and 1970s. Also, the volume and complexity of the data justify the use of information technology, where there are clear benefits in terms of efficiency.

The first major development in the Records Office was the introduction of a computer-based mapping system in 1987. A major factor in the introduction of the system was the Monuments Protection Programme (*Conserv Bull* 6, October 1988): a review and evaluation of information on monuments, so that those of national importance can be identified and recommended to the Secretary of State for scheduling. Two of the more specific objectives of the new programme are to ensure that the records of scheduled monuments are compiled in ways which will help those engaged in casework at English Heritage and improve the information provided to owners and occupiers of scheduled monuments.

The mapping system holds complete national OS coverage of England at 1:10,000 scale, together with the outlines of each scheduled monument. For the technically-minded, the maps are held as 'raster' or backcloth data with the monuments held as 'vector' overlay data. The existing system provides for up to 4.6 gigabytes of data to be stored on disk drives with two Sun file servers at the heart of the system. Four Sun high-resolution graphics workstations are connected to the system.



*Mapping system computer workstation*

An interesting feature of the system is the ability to generate map extracts, automatically combining the map graphics with text which identifies the monument. These used to be prepared by hand, scissors, and paste, which was a highly labour-intensive operation. In

time, map extracts of the new type will be supplied to owners, occupiers, local authorities, and others who need to know the locations of scheduled monuments. The initial transfer of the existing map record to the new system has been largely completed and a checking exercise is now underway. New schedulings will be notified using the computer-generated extracts. However, it will be some time before the new style of map extracts replace those used in notifications of monuments already scheduled.

A major development is also under way in the organisation of textual information relating to scheduled monuments. There is to be a new record of scheduled monuments (RSM) to deal with the increased amount of data arising from the revision and enlargement of the schedule brought about by the Monuments Protection Programme. It will also computerise certain routine scheduling procedures and allow the development of machine-based procedures for recording and monitoring what happens to monuments, including the reports of the Field Monument Wardens who visit monuments regularly to comment on condition and management needs.

The new computer-based text record is currently being developed using Oracle software and VAX hardware to ensure compatibility with RCHME systems.

So far, progress has been slower in automating records of listed buildings. However, as mentioned above, the paper map records of listed buildings held by English Heritage on behalf of the Department of the Environment are deteriorating and also becoming difficult to access. It is hoped that, as resources allow, the locations of buildings, and perhaps other special items and areas, such as conservation areas, can be added to the computer-based mapping system.

The computerisation of the listed building data held in the statutory lists or 'Greenbacks' has been under consideration for some years. In 1987, the House of Commons Select Committee on the Environment expressed surprise that a computerised version of the list did not exist and recommended that studies be commissioned to that end: a joint English Heritage/RCHME report was presented to DoE in the same year. Discussions are currently taking place with DoE, following a consultancy on the costs and benefits of a national system to the public bodies who use the list. It is also hoped to commission a market research consultancy on possible returns for a national project from commercial users of a database service.



#### *Sample map extract of a scheduled monument*

Although there is no firm progress yet on the computerisation of listed building data, English Heritage has taken advantage of the current List Review exercise (*Conserv Bull 7*, February 1989) to automate the data input by listing Field Workers, which is delivered in magnetic form for editing by Inspectors at Fortress House. In due course, this data could be used for the production of the published lists via desktop systems. The initiative will ensure that data relating to listed buildings in areas covered by the List Review will be available in computerised form for transfer to a national system when established.

The consistency of data between the various record systems at local and national level holding information on monuments and buildings is important, particularly relating to basic information, such as types of site or building and period, as well as addresses and National Grid References. This is an area where English Heritage intends to support RCHME in the transfer to it of the lead role in liaison with local systems such as county Sites and Monuments Records. One significant recent step has been the agreement between English Heritage, RCHME, and the Association of County Archaeological Officers on a data transfer standard for exchanges of information between the various systems. Another is the development of software for the English Heritage Buildings at Risk initiative

(*Conserv Bull* 7, February 1989), which is to be made available to local authorities and which is compatible with the List Review system.

Investment in information technology is often expensive and can only take place as funds allow and in accordance with rigorous justification procedures. However, as part of the process of managing resources effectively, efficiently, and economically, English Heritage has taken the first steps towards creating a modern management information system for buildings and monuments in the 1990s.

NIGEL CLUBB

## **CRIME AND PUNISHMENT**

Fines imposed in two recent cases show that criminal courts may be starting to take a more serious view of unauthorised works carried out on listed buildings. The maximum penalties for the criminal offence of carrying out unauthorised works to listed buildings are laid down in section 55 of the Town and Country Planning Act 1971. Where a magistrates court tries the case, a person found guilty may be sent to prison for up to three months and/or fined up to £2000. Where a Crown Court tries the case, a guilty person may be sent to prison for up to 12 months and/or fined an unlimited amount. The Act specifically requires a Crown Court to have regard to any financial benefit which has accrued to, or is likely to accrue to, the offender in consequence of the offence.

In a prosecution brought by Leeds City Council, a local farmer who had demolished a Grade II listed barn at Farsley was fined £7500 by the Sheffield Crown Court and ordered to pay defence costs of some £8500. His own legal costs are likely also to have been considerable.

In a well-publicised case where a developer stripped the panelling from the inside of a Grade II listed building in Dean Street, Soho, the Horseferry Road Magistrates Court handed out fines totalling £14,000. This sum was made up of £1000 fines on each of 14 counts. The defendant was also ordered to pay the prosecution costs of Westminster City Council which are believed to amount to some £10,000. It appears that the fines might well have been higher, had not the developer pleaded in mitigation that he had put in hand an £80,000 restoration scheme to repair the damage.

English Heritage would be interested to hear from local authorities who prosecute offenders with details of the penalties imposed. In this way, a national picture could be built up. Information to English Heritage, Legal Division, Keysign House, 429 Oxford Street, London W1R 2HD.

CHARLES BIRD

## **THE REPAIR OF HISTORIC BUILDINGS**

### **ENGLISH HERITAGE ADVICE ON PRINCIPLES AND METHODS**

The leaflet *Principles of repair\**, circulated with the last issue of the *Conservation Bulletin*, was a prelude to a larger document soon to be available which sets down detailed guidance on the approach to be adopted in deciding methods of repair.

The advice on principles and methods will include sections on maintenance and minor repairs, and on methods appropriate to major repairs. There will be guidance on types of work which are or are not eligible for grant, and on the procedures which apply in Section 3A grant applications (for historic buildings of outstanding national importance, including churches). Similar advice on other types of grant administered by English Heritage will be provided later.

The draft guidance notes were issued for selective public consultation last November, and, following consideration of the responses received, it is intended to publish them in April this year. From that time on, copies will be issued free of charge to architects dealing with grant applications and also to local authorities and various national bodies whose responsibilities include the care of historic buildings. Copies of the notes will also be available for purchase from English Heritage.

The notes are seen as being based on the current state of knowledge and techniques in building conservation, and will be subject to periodic review and change as knowledge develops further. It is also intended that particular topics covered in the notes will be expanded and issued as separate documents. The first of these will be on the maintenance of historic buildings.

CHRISTOPHER BRERETON

\*The leaflet is still available: single copies are free of charge, but bulk orders (200+) can be supplied at a cost of 10p each; please contact Mrs B Jackson, Room 326, Fortress House, 23 Savile Row, London W1X 1AB.

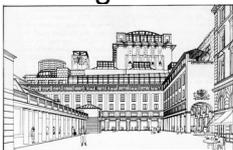
## THE ROYAL OPERA HOUSE PROJECT, COVENT GARDEN

Controversial planning issues have long been a feature of the Covent Garden area of London. So it would, perhaps, have been surprising had a large and complicated development put forward by the Royal Opera House in 1986–7 gone through on the nod. It did not, and this has proved to be just as well.

At first, English Heritage was inclined to look kindly upon the 1986–7 proposals. There were reservations about aspects of the scheme, such as the introduction of a massive underground car park into the Covent Garden conservation area and the loss of some older buildings, especially in Long Acre. There were advantages, too, such as the idea of a new stretch of colonnade to enclose the northeastern corner of the Piazza.

However, as time went on and as protests from the Covent Garden Community Association in particular gathered momentum, English Heritage became increasingly uneasy about some of the proposals. Did all of the internal ironwork of E M Barry's Floral Hall really have to be sacrificed? And was the destruction of two Georgian or earlier listed houses in Long Acre absolutely necessary?

As time dragged on and as court cases and newspaper articles came and went, attitudes changed. Some new faces were on the scene and, not only was English Heritage questioning aspects of the scheme, but also the Opera House authorities themselves were ceasing to be fully satisfied with the proposals as they stood.



*View of the proposed colonnade in the northeast corner of the Piazza (J Dixon)*

A new set of plans has now been prepared by the architect, Jeremy Dixon, and submitted for planning permission, listed building consent, and conservation area consent. English Heritage has powers of direction in respect of listed building consent applicants in London and can also comment upon the planning and conservation area aspects. The new submission, which comprises no fewer than ten separate applications, retains several features of the old one. The proposal for a colonnade in the northeast corner of the Piazza, with an entrance from the corner of the square, rather in the manner that Shepherd had to his original Covent Garden Theatre of 1732, has been retained.

The aims of the Opera House authorities are to modernise the stage and scenery handling facilities; to provide better and more accessible amenities for the public and for staff; and to bring the Royal Ballet and various production workshops together under the one roof.

Sadly, modernising the stage seems inevitably to involve a substantial price in historic buildings terms. The old stage machinery and fly-galleries would have no place in the new scheme of things, and the fly-tower proposed is much higher than at present. Also, the enlargement of the stage sideways necessitates the loss of at least some of the fabric of the Floral Hall.

However, as paragraph 20 of the Department of the Environment's Circular 8/87 says: 'the best use for a historic building is obviously the use for which it was designed', and it seems inconceivable that Barry's magnificent auditorium could be used otherwise than as the Royal Opera House. Nor would it seem very satisfactory to attempt to argue that the Opera House should continue to work under considerable difficulties. At present, each piece of scenery is loaded manually onto a lorry at a warehouse in Kent and brought by road into the Floral Hall and carried onto the stage, with the consequent risk of damage. To use the Floral Hall as a loading bay seemed a lost opportunity – a point which had increasingly troubled English Heritage when considering the 1986–7 scheme.

In the new scheme, a reconstructed Floral Hall, resplendent with a reinstated barrel roof to Bow Street which will replace that destroyed by fire in 1956, will instead become the focal point of the public foyer areas, linking Barry's grand portico entrance in Bow Street with the new entrance from the Piazza. The incorporation of only the Bow Street end of the Floral Hall may not go far enough in the direction of preservation for everyone's liking, but this represents a substantial advance, from a conservation viewpoint, upon the earlier proposals.



*The Floral Hall as proposed, showing the reinstated barrel roof (J Dixon)*

Another very great advance is the proposal to retain 51 and 52 Long Acre and to return these buildings to residential use. These two houses are among the oldest in the area and, although they have been altered, they are listed buildings and should be viewed in the light of a presumption in favour of their preservation.

For these very real improvements to the 1986–7 scheme, the persistent Covent Garden Community Association can take not a little credit and English Heritage can take a significant share along with all the other main participants. There is still room for some improvement: the roofscape in particular seems capable of refinement. Good buildings are seldom designed by committees, but the due processes of the planning system, including public participation and the involvement of English Heritage, can have beneficial results and are, once again, doing so in Covent Garden.

PHILIP WHITBOURN

## **BRITISH ARCHAEOLOGICAL AWARDS**

There are ten awards this year for achievement in archaeology. These cover areas such as the best presentation of an archaeological project to the public, the best book and best film on archaeology, and the best non-professional involvement in archaeology. English Heritage, in association with Historic Buildings and Monuments (Scotland) and Cadw (Wales), is sponsoring the Heritage in Britain award for the best project which secures the long-term preservation of a site or monument, while making it accessible to the public and presenting it to them in an informative and appropriate manner. Full details of the awards and nomination forms are now available from: Victor Marchant, Honorary Secretary, British Archaeological Awards, 317 Norbury Avenue; London SW16 3RW.

## **LISTS OF CONSERVATION AREAS**

Local authorities have designated 6300 conservation areas in England over the past 20 years. A single, national volume contains the names and dates of designations complete to the end of 1988, while four regional volumes provide a comprehensive listing of all the conservation areas by county. The four regional volumes (southeast, southwest, east, and north) will shortly be available, price £5 per volume + 10% postage and packing per order, or further details from: English Heritage, Room 241, Fortress House, 23 Savile Row, London W1X 1AB; tel 01-973-3105.

## **GEORGIAN INTERIORS**

The Georgian Group are running a course on this topic from 18–22 April 1990. This will comprise three days of lectures, on subjects ranging from listed building consent to Georgian wallpapers, with two day-tours to recently restored interiors in London and Sussex. Details are available from: Dr Steven Parissien, The Georgian Group, 37 Spital Square, London E1 6DY; tel 01-377-1722.

## **TIMBER FRAMED BUILDINGS: REPAIRING PANELS**

A new technical pamphlet from the Society for the Protection of Ancient Buildings looks at ways of repairing wattle-and-daub panels, which are often otherwise needlessly destroyed, and of putting in replacement panels, that are designed to overcome the problems of shrinkage. SPAB Technical Pamphlet 11 by K Reid, available for £1.50 (+ 25p postage and packing) from: SPAB, 37 Spital Square, London E1 6DY.

## **ARCHAEOLOGY REVIEW 1988–89**

The better understanding of the material remains of our past, whether these stand as visible monuments or are buried beneath the earth, is the essential prerequisite for strategies leading to better management of our rich archaeological heritage, and the results of the work of English Heritage in this field have now been published in a fuller form than is possible in the *Annual report*, which covers all areas of our responsibilities. There is also a growing public interest in archaeological discoveries for their own sake. Much of the new work in the field is being partly or wholly funded by English Heritage, and the *Archaeology review 1988–89* is intended to provide an overview of the main programmes and issues with which we are involved. Copies can be obtained from Dr G Wainwright, Room 303, Fortress House, 23 Savile Row, London W1X 1AB.

## **THE GLOBE THEATRE**

Early in 1989 the remains of Shakespeare's Rose Theatre were unearthed on an office development site in Southwark by archaeologists from the Museum of London: a major public controversy ensued over the preservation of the site. Within a few months of the discovery of the Rose, archaeological remains which could be identified as those of the famous Globe Theatre had been located less than a hundred yards away. The finding of the Globe has been free of the difficulty and drama which surrounded the discovery of the Rose, but the future of the site does nevertheless raise some important issues of conservation policy.

## **THE GLOBE**

The Globe – Shakespeare's 'wooden O' – was built in 1599 and rebuilt in 1614, and was one of four theatres of this period in Southwark (the others being the Rose, the Hope, and the Swan). The Globe is shown on Hollar's panorama of London of 1647, but is labelled

'Beere bayting' (bear baiting). The theatre was demolished in 1644 on the orders of Cromwell.

Documentary research carried out by the Survey of London had suggested (with what has now been proved an impressive degree of accuracy) that the Globe Theatre had stood close to the southeast corner of Park Street and Southwark Bridge Road. This location is now occupied partly by Anchor Terrace, a Grade II listed terrace of houses fronting onto Southwark Bridge Road, and partly by vacant land formerly occupied by the Courage Brewery.

## **ANCHOR TERRACE**

After the destruction of the Globe in 1644, the site, as Faithorne and Newcourt's map of 1658 shows, was divided up for gardens. Already, however, the nucleus of what eventually became the Anchor brewhouse had been established by James Monger, clothworker, in 1620, close by the Globe. Brewing was a part of Southwark life as early as the fifteenth century, when hop-growing was introduced into Kent; Thames water was considered to be especially good for the purpose.

The neighbourhood developed swiftly around the brewhouse, and by 1682, the whole area was built up, and an irregular pattern of lanes had appeared, later to be absorbed into the brewery site. On the west side, Fountain Alley had appeared, running south from Maid Lane (now Park Street), directly over the site of the Globe.

In the 1730s, the management of the brewery was taken over by Ralph Thrale, MP for Southwark and an astute businessman, and the business grew rapidly. His son Henry, who inherited the business, was on friendly terms with many of the beau monde of the 1760s and 70s, notably Dr Johnson, Joshua Reynolds, Oliver Goldsmith, and David Garrick.

On Thrale's death in 1781, the business was sold to new owners. Under Barclay and Perkins, the brewery, now named the Anchor Brewery, grew dramatically; in 1810 the firm's capital amounted to £500,000, its stock of liquor to £300,000. In May 1832, the brewery burnt down; by the end of June, Barclay and Perkins were paying Messrs William and Lewis Cubitt for the first rebuilding work, and by July 1833, it appears to have been complete. This formed the basis for the modern Anchor Brewery, and a substantial amount of the Cubitts' work stood until very recently. A couple of years later, Barclay and Perkins built Anchor Terrace, on a site immediately to the northwest of the brewery. It was a difficult site: the causeway at the south end of Southwark Bridge had been built in 1817–19, leaving a long, narrow canyon between it, and the brewery wall. In this, there stood a row of derelict tenements. Barclay and Perkins bought the site in June 1834, and by 1837, the Terrace was up and occupied. However, no building accounts for it have yet come to light.

The terrace was obliged by its site to have an odd plan; it is six floors high, but only four of these are visible from Southwark Bridge Road. The other two are above ground level, but below the level of the causeway created in 1817–19, and thus had the character of a high basement, without actually being underground.

The terrace had eight houses until its conversion into offices for Courage Breweries (who absorbed Barclay and Perkins). It is in a dignified, astylar late-Regency manner, with arched windows and white stucco to the ground floor, stock brick above. The facade is well-preserved, with its original fanlights and ironwork. Inside, the party walls between the houses, the floors, and the rear wall all remain, and most of the internal partitions on the upper floors; the ground floor, though, was much mutilated in conversion. Nonetheless, it retains to a large degree its character as a terrace of elegant houses.



*W Hollar's view of the Globe in 1647, wrongly labelled 'Beere bayting'; the other circular building labelled 'The Globe' is the actual bearbaiting pit*

## DISCOVERY OF THE GLOBE

Recently, these properties were acquired by the Hanson Group for future redevelopment. Hanson's – aware that the remains of the Globe might exist on their site and conscious, particularly in view of events at the Rose, of the need to take this factor into account at an early stage in framing their plans for redeveloping the site – commissioned the Museum of London to undertake an archaeological evaluation of the site. This work involved excavating trenches to identify surviving archaeological remains on the site.

Towards the end of this work, in October 1989, chalk and brick foundations of an apparently circular or polygonal building were located, with artefacts of seventeenth-century date, in the northwest corner of the site, more or less exactly in the position at which documentary research had indicated that the Globe had stood. The evidence left little doubt that the Globe Theatre had been found. Only a small area of foundations lay within the trench excavated, but on the basis of this and of what is known of the likely diameter of the Globe, it is clear that much of the rest of the Globe remains, if they survive, must lie under Anchor Terrace and perhaps partly under Southwark Bridge Road.

Following the discovery, Hanson's asked the Secretary of State for the Environment to schedule the Globe site as a monument of national importance. Very prudently, the archaeological evaluation of the site had been commissioned before planning permission for redevelopment had been granted or sought, and indeed before any firm proposals for development had been mooted. Scheduling did not therefore involve questions of compensation or the future of the site is uncertain, and it was desirable to ensure that the remains were protected. The site was therefore formally scheduled in December 1989.

Following the completion of recording at the site, the Globe remains were sealed under a protective layer and filled in, to await a decision by Hanson's on the future of the site. In many ways, the case of the Globe stands as a model of good practice for dealing with suspected archaeological remains in the context of redevelopment. The archaeological constraint present was clarified at an early stage, and this will be taken into account when proposals for development are being drawn up. In this way, important archaeological remains can be safeguarded, while avoiding the kinds of costly delays and disruption at a late stage which occurred over the Rose Theatre. In addition, it has been possible to afford the Globe the statutory protection of scheduling, thereby giving to all concerned at the outset a clear indication of the importance of the site.



*Anchor Terrace, 1–15 Southwark Bridge Road*

## TO DIG OR NOT TO DIG?

Nonetheless, the Globe Theatre has the potential to become another *cause célèbre* for conservation philosophy. Only a very small portion of the theatre's remains (perhaps about 5%) was uncovered in the Museum of London's work, and there have already been calls for a more extensive excavation of the site, in order to discover more about Shakespeare's Globe and, in the longer term, to display the remains for the public. Indeed, on the day the discovery of the Globe was made public, the Shakespeare Globe Trust, which is building a

full-scale replica of the Globe on a nearby site at Bankside, announced that it would suspend construction so that the results of the Globe excavations could be incorporated into the design of the replica.

Unfortunately, there are a number of difficulties with this. First, in order adequately to excavate and display the Globe, it would almost certainly be necessary to demolish Anchor Terrace. Second, fully to excavate the remains of the Globe would in itself place those remains in jeopardy. Thoroughgoing archaeological research is essentially a process of controlled destruction: to carry this out on a site which is not otherwise threatened deserves careful consideration and optimum conditions for the work, in order that the opportunity to learn is maximised. Apart from our natural scholarly curiosity to know more about Shakespeare's theatre, there is little justification for this work at this moment, when the remains are safely buried, and, if left that way, can come to no further harm.

Third, experience with the Rose has demonstrated that to conserve and display the fragile and unstable materials – chalk, clay, waterlogged timber – which make up the remains of both the Rose and the Globe is a process which will be difficult and expensive. Nor is it certain to what extent a permanent and satisfactory solution can be found.

To launch into an extensive excavation of the Globe Theatre for research and display at this juncture would be to place its remains at risk. What is more, to sacrifice a Grade II listed building in order to do so would be indefensible. However, pressure for the more immediate gratification of a very understandable curiosity to know more about Shakespeare's Globe seems likely to continue. It would be ironic if, after the conflict between conservation and development that erupted over the Rose, the Globe was to become a byword for conflict between those who are all, ultimately, concerned with the importance of caring for our heritage in all of its forms.

STEVEN BRINDLE and ROGER THOMAS

## **HISTORIC ARCHITECTURE ON ENGLAND'S WATERWAYS**

England's network of inland waterways form a unique historic environment. Most of the canals and river navigations of this network were part of the transport system which sprang from, and at the same time helped to cause the Industrial Revolution. Now, the system is ageing and frail. Despite this, large stretches of it remain relatively unaltered, and these represent a survival of outstanding historical and archaeological significance. There are 3700 miles of navigable waterways in Britain, 2000 miles of which are nationally-owned and are the responsibility of British Waterways. BW is the only nationalised industry sponsored by the DoE and is substantially grant-aided by the Government.

The size, shape, and importance of BW's estate are considerable, although until now there has been no register of BW's historic property. Before 1984, there was an understanding between BW and the DoE that BW property would not be listed. A selective number of canal structures were scheduled, however. After 1984, BW structures could be assessed for listing in accordance with the nationally-accepted criteria. BW currently owns 1800 listed buildings and 130 scheduled ancient monuments. The geographical coverage of these listings is uneven, however, and the selection of scheduled monuments is not representative. Overlaps between listing and scheduling exist.



*Cleveland House, Bath: early nineteenth century, listed Grade II (British Waterways)*

BW and EH are now jointly funding an architectural heritage survey of BW's property. The survey is being carried out by an architectural heritage officer and is expected to take at least three years. It runs concurrently with similar BW ecology and landscape surveys, and when complete will form part of a comprehensive environmental resource database.

The survey is expected to provide:

a computerised database of historic structures – listed, scheduled, or unprotected  
identification of structures for listing in areas not previously covered, and of structures where scheduling would provide more appropriate protection

identification of significant stretches of the waterways network containing a high density of historic structures, with recommendations for appropriate protection and management.

The survey is performed on a systematic, canal-by-canal basis, although priority is being given to canals where historic buildings are numerous and pressure from tourism and development is greatest. The survey began last summer with a pilot study of the South Stratford Canal, in Warwickshire. So far, the Kennet and Avon Canal, Bridgwater and Taunton Canal, Gloucester and Sharpness Canal, River Severn Navigation, Regent's Canal, Shropshire Union Main Line and Middlewich Branch have all been surveyed. Fieldwork for the survey is carried out by travelling the entire length of a waterway, by bicycle, boat, or on foot.



*Bridge 22 on the Shropshire Union Canal: early 1830s (British Waterways)*

Before fieldwork began, a recording methodology had to be developed. A specially-designed record sheet ensures consistency of format and compatibility with other national records held by English Heritage and the Royal Commission on the Historical Monuments of England. A users' manual describes procedures for the itemisation of structures. These are broadly consistent with current procedures adopted for statutory listing. On the record sheet historical, statutory, and management information dovetail together to meet both EH's and BW's requirements. Recording can be defined as follows:

items which are listed or assessed as listable, whether BW owned or not, are fully recorded (e.g. aqueducts, bridges, locks, cottages, warehouses)

items which are BW owned but which have little architectural or historic value are fully recorded, but with curtailed notes (eg a drastically altered cottage)



*Early twentieth-century GWR weight-restriction sign from the South Stratford Canal (British Waterways)*

canalside items, which are not BW owned, listed, or listable, are recorded at a curtailed 'snapshot' level of map location, address, negative number (eg altered wharf buildings, lengthsmen's huts, railway bridges, twentieth-century road bridges)

items, such as culverts, hatches, sluices, and weirs, are not recorded, unless they have definite historic engineering value (eg Crofton outfall and sluices, Kennet and Avon Canal) or they adjoin an item such as an aqueduct that would normally be recorded.

Records made in the field are currently being transferred onto a computer database in the BW Chief Architect's Office. The database is self-contained, but it can also be linked to a geographical information system; a prototype is being developed within BW, using data collected from the South Stratford surveys.

Black and white photographs are taken of all recorded items. 1:2500 and 1:1250 scale OS extract maps are annotated to show the location of recorded items, cross-referenced to the database and photographic archive. The possibility of copying photographs into the database itself is currently being explored.

The physical limits of the survey are sharply defined by the canal itself, and by what stands immediately alongside and visibly affects it. Many canal buildings retain the simple dignity of an uncomplicated tradition. Some, like Telford's iron and stone aqueducts on the Shropshire Union, possess a superhuman scale and grandeur. Usually however, the quality of a canal environment rarely depends on the quality of individual buildings as architecture. Simple but multifarious components are the essence of many cherished canal scenes. Locks, farm bridges, footbridges, cottages: these are obvious enough. Other items are more easily overlooked; GWR weight restriction signs at bridges, canal company boundary markers, stone horse-ramps, cast-iron mile posts, Second World War pillboxes – these also need to be carefully identified and recorded. Without them the picture is incomplete.

The architectural heritage database should eventually be accessible to BW staff throughout the network. The data it contains will be relevant to both conservation needs and to operational requirements. At local levels, it should prove to be a useful working tool for waterways managers who will be able to interrogate the database for a range of information concerning a given waterway. This might include: listed buildings and scheduled monuments, locations with high rating for the setting of their historic buildings, accommodation bridges requiring remedial work, canal cottages or other structures assessed to be in poor condition. At a national level, the database will provide BW with a complete overview of their historic built-environment. This could prove useful in helping to decide corporate policy on conservation, which BW are viewing as an increasingly important part of their responsibilities.

With professional maintenance and regular updating, the database will eliminate the need for any future special surveys. It will also provide BW with an unparalleled archive relating to its historic structures that could well set an example for others to follow.



*A barrel-vaulted lock cottage, South Stratford Canal; built in 1812–13, listed Grade II (British Waterways)*

NIGEL CROWE

## **GOVERNMENT FUNDS ADDITIONAL GRANTS AND RESEARCH PROGRAMMES**

The Government announced as part of its November budget review that it would be funding additional work in certain key areas identified in the English Heritage Corporate Plan. This included £500,000 for 'assessment of need' for grant-aid, and a further £250,000 for review of the older statutory lists of buildings of especial historic or architectural interest. The additions to English Heritage funding announced in November are supplementary to the £3m made available earlier in the year to increase the support which we give to historic churches, and the £0.5m to assist historic parks and gardens destroyed in the October 1987 storm.

The money for 'assessment of need' will be used to accelerate our survey of buildings at risk, which aims to identify specific problem cases which may be in need of special assistance, and on development of the Monuments Protection Programme, which includes

an assessment of condition which can be used to target advice or grant-aid more effectively. The List Review money is to cover the updating of some older lists, which were not included in the recent resurvey programme.

This additional finance is welcome as it enables English Heritage to progress initiatives to which we have attached a high priority, but, which we would otherwise have been unable to finance given the continuing pressure on our budgets both for grant programmes and for work to our properties in care.

DUNCAN WILSON

## PLACES OF WORSHIP

### STATUTORY CONTROL AND GRANT AID

Articles in previous issues of the *Conservation Bulletin* have discussed the Care of Cathedrals Measure (6, 3), additional resources for church grants (6, 6), and the ecclesiastical exemption (9, 11). There have been recent developments on these and several other related ecclesiastical issues.

### STATUTORY CONTROLS

The Government has made no announcement following its consultation on proposed changes to the exemption from listed building controls at present enjoyed by buildings in ecclesiastical use, although it is now nearly a year since the consultation paper was issued. It is clear that there has been considerable support for the arguments put forward by English Heritage and the amenity societies in favour of bringing demolition or radical alteration of the interiors of non-Anglican places of worship within the scope of listed building control. We must hope that Ministers will respond favourably to what is a widely felt need.

In parallel with this process of consultation, the Church of England has been progressing the various Measures affecting the control of works to churches and cathedrals. The Care of Cathedrals Measure has now gone forward to Parliament for initial consideration by the Ecclesiastical Committee; if it is enacted as now drafted, it will provide a very helpful strengthening of procedures controlling works to our most important ecclesiastical buildings and their archaeological contexts. The new Fabric Advisory Committees to be established for each cathedral will play a key role in whatever new procedures are determined, and we have urged that Deans and Provosts, and the Cathedrals Fabric Commission, should bear in mind the need for close liaison with the local planning authority concerned when considering appointments to the FACs.

The draft Care of Churches and Ecclesiastical Jurisdiction Measure is less far advanced and is unlikely to be presented to Synod for final clearance before July this year. We are particularly anxious to keep in the Measure the commitment to representation of local planning authorities in the membership of DACs, which forms one of the terms of the agreement reached between the government and the Church of England in 1986, and to ensure that it includes adequate enforcement measures parallel to those existing in secular legislation and covering reinstatement as well as prevention. A Measure to cover 'peculiar', specific churches outside the bishop's jurisdiction, is still further off.

Proper funding and administrative support will be needed, if these reconstituted DACs are to provide an advisory service of the same quality as that which exists for secular buildings. The requirements under these Measures for representation on committees, and for consultation with various statutory bodies, will also place – a substantial new burden of work on local planning authorities, the national amenity societies, and English Heritage. This will be further increased by probable changes to the ecclesiastical exemption and consultation commitments that are now being entered into voluntarily by some of the other

churches. English Heritage will be considering over the next few months the extent to which it needs separate representation on Diocesan Advisory Committees, and what machinery should be set up for handling the new notifications.

## **CHURCH ARCHAEOLOGY**

The Council for the Care of Churches' Working Party on Church Archaeology is now considering its final recommendations in the light of comments received on its 1988 Report. Implementation of their recommendations, and the effects of provisions in the Care of Cathedrals Measure requiring the appointment of archaeological consultants to cathedrals, and in the Care of Churches Measure relating to the functions of DACs and to parochial ruins, will enhance the role of county and district archaeologists and archaeological units in respect of cathedrals and churches in their areas, and require a concomitant commitment of resources.

## **CHURCH GRANTS**

Following the Government's decision to make an additional £3m available from April 1990 for spending through our existing church grant schemes, we have been considering how the additional resources involved might best be deployed.

As previously indicated, we are anxious to increase our expenditure on grants for the conservation of contents of historic churches (from wall paintings and contents to organ cases), and we are reviewing with the Council for the Care of Churches the professional and administrative arrangements for offering and spending this money in future.

Discussions are proceeding on the establishment of better arrangements for securing the future of redundant non-Anglican places of worship; our objective is to ensure that the best examples can pass into the same sort of continuing care as is provided for Anglican churches by the Redundant Churches Fund. We have already taken steps, by making additional offers of about £1m in the current financial year, before any extra resources have been received from the Government, to meet the backlog of demand already existing. Since we are not receiving any additional funding for this brought-forward expenditure, it has had to be met by a parallel reduction of £1m in the total of offers to be made next financial year; so the increase in offers between this year and next following the transfer will be less than £3m.

It rapidly became clear from discussions with the Church of England and other interested parties that there was little enthusiasm for a general increase in the rate of grant offered to churches already eligible, as opposed to extending the grant scheme to cover a wider range of churches. This reinforced our own preference for the latter option; the alternative would have made a nonsense of our practice over the last few years of analysing the financial needs of individual churches and tailoring our grant offers to them appropriately. Our long-term objective, therefore, will be to extend the current scope of the Section 3A repair grants scheme to cover all churches, and indeed all buildings, which are listed Grade II\* or I. However, this raises various issues relating to the criteria for listing, the financial assessment of secular grant applications, and the scope and extent of individual offers, which cannot be resolved by April. We therefore propose in the interim, if resources allow, to make some use of our Section 10 powers to extend eligibility to a wider range of churches in conservation areas, particularly those which are buildings at risk.

In parallel with this extension of the church grants scheme, we are conducting a major review of our Section 3A grant procedures. This should be completed in a few months time and we will then be issuing new application forms and guidance notes.



*Extensive grant-aided repairs under way to the spire and the corona of St Patrick's church, Patrington, Humberside during 1986–7*

## **CATHEDRALS**

In considering how to deploy the additional resources for church grants provided by the Government, we did consider briefly whether it would be appropriate to extend the existing church grants scheme to cathedrals. However, we concluded fairly quickly that it would not be right to do so.

When the scheme for grants to churches in use was originally established, the Church of England and the then Historic Buildings Council considered that the need of parish churches was much greater than that of cathedrals, with their higher profile, large catchment areas, and great fundraising ability. Cathedrals were therefore excluded from the scheme. In practice, while cathedral churches themselves have not directly received grant-aid, many Deans and Chapters have received considerable financial assistance from English Heritage under the secular grants scheme in respect of repairs to Chapter buildings. There has so far been no suggestion by the Church of England that they would like to divert some of the resources of the present church grants scheme into cathedral funding, and indeed it is clear from the number of cases still coming forward that there is among our parish churches a major repair requirement which still has to be met.

However, it is important that the position of our cathedrals should be reviewed from time to time to see if circumstances have changed, and English Heritage is keeping in close touch with the various other proposals that have been put forward. We have already indicated that if additional public resources can be justified and are made available for the repair of cathedrals, then it would be appropriate for English Heritage, as the Government's adviser on heritage matters and equipped with both the legal powers and professional resources, to be responsible for allocating repair grants to cathedrals, as we already do for churches, after assessing financial need and the nature and extent of the works proposed.

OLIVER PEARCEY

## **SATELLITE DISHES ON HISTORIC BUILDINGS**

Those involved in decisions upon historic buildings (whether or not listed) must live with their failures as well as successes in the built environment. This emphasises the need to be aware of such controls as are available and to use them both accurately and reasonably.

Useful material upon satellite dishes has appeared in the press during the last year, but regrettably some of it has been accompanied by misinformation upon the current planning position. This was not assisted by a relevant Department of the Environment Planning Policy Guidance Note appearing shortly before the repeal of a relevant Special Development (Amendment) Order.

The planning provisions for satellite dishes on various buildings do not appear logical, but at least they seem simple and the only problems which they should cause stem from enforcing the provisions, particularly with the current local planning authority workload. At

the risk of being accused of being 'simplistic', the planning provisions, in my view, can be listed as follows under two main headings, as applied to dwellings and to other buildings. Planning permission is required for the installation, alteration, or replacement of a satellite antenna on or within the curtilage of a dwelling house if:

- (a) the size of the antenna (excluding any projecting feed element) when measured in any dimension would exceed 90cm, or
- (b) there is any other satellite antenna on the dwelling house or within its curtilage, or
- (c) the highest part of the antenna to be installed on a dwelling house would be higher than the highest part of the roof on which it would be installed ('roof' in the appropriate General Development Order is not intended to include a chimney).

These provisions are no different in a conservation area or if a building is listed.

Nevertheless, when considering such an application in a conservation area attention must be paid to the desirability of preserving or enhancing the area's character or appearance or, if the building is listed, special regard shall be had to the desirability of preserving the building, its setting, or special features.



Planning permission is also required for the installation, alteration, or replacement on any building or other structure (other than a dwelling house dealt with in the section above) of a microwave antenna and any structure intended for the support of a microwave antenna, if:

- (a) the building or structure is less than 15m in height
- (b) it would result in the presence of more than two microwave antennae on the building or structure
- (c) in the case of a satellite antenna, the size, including its supporting structure, but excluding any projecting feed element, would exceed 90cm
- (d) in the case of a terrestrial microwave antenna –
  - (i) its size, excluding any projecting feed element, would exceed 1.3m when measured in any dimension, and
  - (ii) its highest part or that of its supporting structure would be more than 3m higher than the highest part of the building or structure – or
- (e) it is in a conservation area, an area of outstanding natural beauty, a National Park, or an area specified for the purposes of section 41(3) of the Wildlife and Countryside Act 1981.

Different provisions apply to a 'telecommunication code system operator'!

Listed building consent is obviously required for any works for the alteration of such a building in any manner which would affect its character as a building of special architectural or historic interest. I take the view that listed building consent is normally necessary, unless of course, the antenna is not affixed to the building or is somehow concealed.

In the hypothetical cases illustrated on this page, the installation of the satellite dishes on the building in the topmost picture would require lbc but no planning permission (assuming the building was split into three separate domestic units); in the ease of the middle picture

planning permission and lbc would be required, and for the third, planning permission only would be necessary.

MARGARET G SCOTT

## HISTORIC LANDSCAPES PANEL

English Heritage has established an advisory panel on matters concerned with all aspects of the historic landscape. The panel, chaired by Professor Barry Cunliffe, has eight members: Mrs Mavis Batey, Mr Jeremy Benson, Mrs Gillian Drummond, Mr Peter Goodchild, Dr David Lowenthal, Dr Oliver Rackham, and Dr Christopher Taylor. Its first meeting took place on 9 January 1990; subsequent meetings will be quarterly.

The panel's remit is wider than that of the previous Historic Gardens Sub-Committee, which concentrated mainly on designed landscapes. Historic parks and gardens will again be an important aspect of the work, but the new body will also deal with historic landscapes in a wider sense – archaeological, agricultural, industrial, and cultural. The panel will advise on the identification, assessment, management, and conservation of landscapes and on associated casework, such as questions of tax exemption, planning, and highway proposals. The panel will also advise on the management of parks, gardens, and landscapes in the care of English Heritage. Initially, the work of the panel will concentrate on the definition and identification of historic landscapes.

Further information about the work of the Historic Landscapes Panel will be included in the next issue of the *Conservation Bulletin*. Queries related to historic landscapes should be directed in the first instance to David Jacques, English Heritage's Inspector of Historic Parks and Gardens, on 01-973-3215.

MARTIN ROBERTSON

## REVIEW

*How to rescue a ruin by setting up a local buildings preservation trust*, by Hilary Weir. Published by the Architectural Heritage Fund, price £5.\*

*How to rescue a ruin* is the Architectural Heritage Fund's new guide to setting up and running a buildings preservation trust. It replaces the Civic Trust's booklet, *Forming a buildings preservation trust* of 1972, which has long been out of print even though it was the only guidance on the subject. The change of author from Civic Trust to AHF is symptomatic of the changes which have made a total rewriting essential. In 1972, the AHF (and English Heritage) did not exist, but Cumberland County Council and the supplementary list did.

The inspiration behind both books is the same: the need for buildings preservation trusts to be formed to prevent the loss of historic buildings standing neglected and falling into decay before disappearing with or without the benefit of listed building consent. Both start with the advantages of setting up a committed charitable organisation: it can use its energy to find a way around the hazards which deter others. Both books cover the technical aspects of setting up an organisation and have essential appendices, including the 'Model Governing Instrument', but the new work is a step-by-step guide for those who want to do more than wring their hands. At £5, it is well within the reach of most bpt members.

Hilary Weir describes lucidly the structure of a company limited by guarantee and the legal requirements for its composition and running. She also gives useful hints, for example, about the technical disadvantages of a large membership (use a Friends organisation instead) and how to ensure you are not stuck with an unwelcome member of the Council of Management. She goes on to 'Gearing up for a project' which starts with finding a building. Like the Civic Trust's, this book emphasises the need for good relations with the local authority, but now the possibility is envisaged of providing an essential backup for a

local authority which has to resort to compulsory purchase. Increased experience has shown that in some cases this is the only alternative to demolition by neglect. She rightly draws attention to the potential of town centre buildings with vacant upper floor and refers to the 'Living over the shop project'. When a building has been identified, proper feasibility studies done, and a budget prepared, the building may be acquired. 'Managing the project' follows: equally clear and helpful, with advice about employing the right professionals and keeping control of them. These chapters are as applicable to the second or twenty-second project as to the first and they are supplemented by Appendix A, where the author leads us through a prototype project and sets out its budget and cash flow statement. Chapter 8 on 'Fundraising' includes winning local support (see the cartoon on beating up the locals), as well as a description of the orthodox sources of grant. Inevitably, this information will become out of date (apologies that Historic Areas Division of English Heritage has already changed its address), but there is a clear warning to check up on grants before relying on them. Rosemary Watt contributes a very useful summary of the relevant VAT rules and makes clear that registration is something that all bpts should consider carefully before starting each project. It may be the critical factor in achieving viability.

*Rescuing a ruin*, as it must surely be called, is appropriately printed on recycled paper. It is a more attractive publication than its predecessor and has encouraging photographs of successful transformation scenes from wreck to resurrection, tempered by the cartoons showing some of the problems. This book is properly aimed at the interested general public and should appeal to the active, green citizen of the 1990s. But most professionals will also learn from it and will certainly find it a useful source of hints and checklists. It is a welcome sign of the times that the AHF should have published this book. The organisation is primarily a banker but has accumulated experience of all aspects of bpts' work, and its staff, notably Rosemary Watt, have done their best to pass this on. In future, there will be a more formal system for working with the new Association of Preservation Trusts and Hilary Weir emphasises that there is much to be done. There is not yet a complete network of bpts and those that do exist have not achieved the task outlined by the Civic Trust 18 years ago. There are still buildings at risk. I have to declare an interest: I wanted Hilary Weir to write this book. You will be glad she did.

VANESSA BRAND

\*Available from AHF at 17 Carlton House Terrace, London SW1Y 5AW. Price £5, including postage and packing.

## CENTRAL EXCAVATION UNIT AT UPPARK HOUSE



*Uppark House: view of the house and dustbins of recovered material*

Following the devastating fire at Uppark House on 30 August last year, the National Trust asked English Heritage for help and advice. A team from the Central Excavation Unit were deployed as part of the overall response; their brief was to clear the debris of the fire from the building, to sieve this material, and to produce a catalogue of items recovered. This has proved to be a challenging and fascinating exercise, involving as it does the application of archaeological techniques of excavation, recording, and analysis to a massive deposit containing crucial evidence of the house's construction and decorative detail.

A team of ten began work on 18 September, by which time the Fire Brigade and the National Trust's own staff and volunteers had already cleared parts of the ground floor rooms to facilitate urgent works to support the damaged structure. One of the team's first tasks was to order and catalogue the items retrieved during this work.

The clearance of the house was undertaken in close collaboration with both the structural engineer and the National Trust's specialist conservators. The debris was extracted and stored (in plastic dustbins) on the basis of a grid to allow the general provenance of the architectural and structural material to be recorded. In addition to structural fragments and fittings crucial to the proposed restoration of the house, the debris was also known to contain personal items belonging to the occupants, although most of the portable contents of the ground floor were rescued before fire engulfed the whole of the building.

Given the size of the task, careful consideration had to be given to finding a suitable method of processing the rapidly accumulating volume of debris. A system was required which would allow rapid and cost-effective sorting whilst allowing small artefacts and structural fragments to be retrieved. A suitable system was eventually found through contacts at the Ministry of Defence. This consists of a system of two conveyors, the first delivering the debris to a vibrating sieve, the second conveying the separated objects away. Staff work on both sides of the conveyors sorting and picking the artefacts from the debris. Experimentation has demonstrated that a sieve with a mesh of 5mm gives the optimum recovery rate compatible with volume to be sorted. The system processes c 50 plastic dustbins of debris per day.

The classification and cataloguing of the retrieved material is being undertaken using DELILAH, an archaeological database package developed by CEU. The completed DELILAH database will provide the basic catalogue of all the salvaged material, from primary floor joists to small nails, to which additional information will be added as conservation work proceeds throughout the period of investigation, analysis, and restoration.

At the time of writing, the clearance of the house itself has been completed and approximately one third of the 4000 or so dustbins of debris have been processed. The CEU's work should be completed in March.

DAVE BATCHELOR

## **BUILDINGS AT RISK SURVEYS**

In *Conservation Bulletin 7* the new initiatives on buildings at risk were described, including the need for surveys to identify the problem buildings. English Heritage has now written to all local authorities (November 1989) asking for their co-operation in carrying out a full national survey of buildings at risk from neglect, using the English Heritage system for categorising the degree of risk. The response is encouraging, but, not surprisingly, some authorities have said that they cannot divert scarce resources to this task immediately. English Heritage gives the survey a high priority and is keen to be able to assess the scale of the problem soon. Fortunately, the additional money announced in November includes £200,000 for an initial assessment of the scale of neglect by a sample survey covering some 5–10% of all listed buildings. We are therefore considering making grants to appropriate local authorities willing to complete a survey by April 1991. If this proposal is approved, we shall be contacting all those who have given us a positive response. Anybody who is interested should contact Buildings at Risk Branch as soon as possible on 01-973-3816/7.

VANESSA BRAND