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(NB: page numbers are those of the original publication)

ARCHAEOLOGICAL CONSERVATION AND PLANNING

Recent heightened public interest in archaeology, fuelled by a number of well-publicised cases, particularly in York and London, culminated in the publication in February of a consultative draft for a Department of the Environment Planning Policy Guidance (PPG) note on archaeology. This increased interest in the subject, however, conceals the steady progress which has been made over almost two decades towards integrating archaeological conservation with planning and development control.

Many fundamental aspects of modern practice in archaeology and planning are not new. The pivotal role played today by county archaeological officers, for example, is largely a result of the establishment of archaeological posts, generally with DoE/English Heritage support and initial funding since the later 1970s. A number of far-sighted counties appointed archaeological officers even earlier. Similarly, the principle that the preservation of ancient monuments and their settings is a material consideration in development control, which has been a cornerstone of the development of modern approaches since it was restated in DoE circular 8/87, was in fact part of much earlier guidance (circular 23/77). In the same way, the current General Development Order requirement that English Heritage be consulted on planning applications which affect scheduled monuments merely formalised the practice of many authorities for at least the last ten years. Archaeological matters are also recognised in much DoE guidance and in the Environmental Impact Assessment regulations and have for long been recognised as an appropriate topic in local, regional, and structure plans.

Preservation by means of recording is a frequent response to essential urban redevelopment in historic towns such as Worcester (Hereford and Worcester CC)

The forthcoming PPG on archaeology will nevertheless be of central importance. Many planning authorities (with English Heritage support through our readiness to be involved in considering planning applications affecting archaeological sites) have been able to take account of archaeology very successfully within the limits of existing official guidance. There is still a strongly felt need, however, for more comprehensive and detailed guidance from DoE to build on the experience of the most advanced authorities and the most enlightened developers. The most effective practices which have been developed across the country will be incorporated in this new advice. Particularly important in this respect will be heightened acceptance of the importance of Sites and Monuments Records (SMRs), and the necessity for early consultation with proper evaluation and assessment of the archaeological impact of development proposals. There is now a widespread acceptance of three 'levels of preservation' – physical preservation (retaining the visual amenity and landscape contribution of a site, free of adverse development), preservation *in situ* (often a satisfactory fallback to preserve archaeological remains below development), and preservation by means of recording (where destruction is unavoidable) – and a clearer definition of these will be extremely valuable.

English Heritage welcomed the recent consultative draft of the PPG, which relied heavily on our previous advice to DoE. The Department's intention to offer clear and unambiguous guidance on government policy towards archaeological conservation within the planning system is very timely, as historic towns and the countryside come under increasing pressure for change from development and diversification. We particularly welcome the proposed firm statement of government commitment to the preservation of the full range of archaeological sites and landscapes, many of which will continue to lie outside the protection afforded by the ancient monuments legislation and which form a major component of our historic landscapes in town and country. The commitment in principle to archaeological preservation will be an essential foundation for the document's success, while the summary of existing procedures for integrating archaeological matters into the planning process is also valuable. Most welcome of all, the draft document emphasises a clear procedure for handling planning applications from an archaeological viewpoint. This stems from forward planning, with early consideration of archaeology by both prospective developers and planning authorities. Throughout, it recognises the overriding needs for planning decisions to be based on adequate information (from either existing knowledge or specially commissioned field evaluation) and for development schemes to make provision to accommodate archaeological sites by preservation or recording. This procedure lies at the heart of the guidance, which therefore closely mirrors EH's own view of the most effective approach to adopt.

Integration of archaeology with major development: the survey and excavation of a late medieval and modern landscape preceding flooding of the new Roadford Reservoir in Devon; the new dam is visible in the background (South-West Water)

The new PPG should therefore establish clear principles for archaeological conservation within the planning process and underline archaeology's parity with other planning constraints. The main strands of this, within the context of the three 'levels of preservation' mentioned above, should be:

i) strong development plan policies, perhaps including the recognition of especially sensitive areas of landscape and certainly based on clear presumptions in favour of

preserving the most important archaeological sites, their settings, and the amenity associated with them
ii) the continuous maintenance of adequate primary databases, the SMRs
iii) acceptance of the need for proposal-specific impact assessment and archaeological field evaluations
iv) strengthened acceptance of the desirability in the first instance of preserving sites physically intact
v) the necessity, when important archaeology cannot be physically preserved, for proper provision to be made by developers and planners either for *in situ* preservation below development or for appropriate recording; unless planning authorities are satisfied on this point, it will often be reasonable to withhold permission.

The PPG will be a good springboard for work during the last decade of our century, but we need to continue to look ahead. Several questions have to be addressed, but a first step must be the fuller integration in planning guidance of the various complementary strands of modern conservation, from archaeology through conservation areas and the countryside to nature conservation. In particular, we must identify practical ways of safeguarding archaeology within the wider historic landscape. Development planning and development control procedures will make an important contribution to this, but we shall need a broader-based approach to countryside management which recognises the delicate balance between conservation and the continuing use of the land. The PPG, however, at least gives us a firm foundation for such initiatives.

GRAHAM FAIRCLOUGH

EDITORIAL

GRANTS – TARGETING A LIMITED RESOURCE

This issue of the *Conservation Bulletin* includes a short version of the English Heritage Corporate Plan for 1991/2–1993/4. It shows only too clearly that financial constraints are biting hard into our activities. This is already being felt in the grants sphere, where the last five years have seen a decline of 12% in real terms in the amount available for grants. That is, of course, a very conservative estimate, given that over those years the general building cost index has risen 30% and the tender price index 40%. The figure conceals some significant variations in the progress of the different grant categories, as the two graphs show. For example, we have deliberately sustained the level of town-scheme grants, at the expense of the Section 10 budget for conservation area work, and the overall figures would have looked much worse without the much-needed injection of an extra £3m into grants to churches. The decline in Section 3 grants would have been much more marked without this, but it means of course that secular grants have suffered badly by comparison with those to churches.

Our historic records are not detailed, but data collected recently allow us to identify the type of owner who is in receipt of grant. Statistics for the last two years (all that are available) show a marked shift away from certain sorts of owner and towards others. This is as shown in the table below.

These figures have to be treated with caution: it is not possible to draw detailed conclusions from a run of only two years' figures. However, the revised and tighter criteria that we have had to adopt for grant targeting, as a result of the continuing pressure on our overall resources, have led to a shift away from private owners, the more traditional recipients of our grants, towards bodies which are more directly concerned not in maintaining historic buildings that they already own, but in acquiring historic buildings at risk and securing them for the future through repair and the establishment of a use. Thus, an increasing proportion of grant is going to historic buildings preservation trusts and to

commercial owners who are, for example, setting up country house hotels in historic buildings at risk or converting derelict buildings to residential or office use. While these bodies are engaged in the long run in providing a 'commercial' future for the building, financing initial capital repairs is dependent on some grant assistance. Grants to local authorities remain high, even though we are generally refusing grant for operational buildings; this reflects local authorities' own efforts in securing buildings at risk, as well as the steadily increasing pressure on local authority financial resources. Similarly, grants to the National Trust have continued at a broadly similar level over the last two years but, here again, an increasing amount of grant is going to buildings and structures at risk which the Trust is taking on. Grants to commercial owners for their operational buildings and to other bodies for buildings that are in use are declining.

Of course, this all makes it very clear that the grant-aid scheme is changing its character and that we are currently able to offer help, not where it is desirable but only where, in our view, it is essential to do so. We are increasingly dealing only with buildings which we perceive to be at risk, both because of imminent physical damage and because their present or any potential owner cannot generate sufficient finance to undertake necessary repairs.

Percentage of total Section 3A secular grants offered

	Commercial[1] owners	Charitable[2] trusts	Local[3] Authorities	National Trust	Private[4] Owners	Other[5] bodies
1988/9	8.2	4.1	12.6	17.6	37.5	20.0
1989/90	19.3	11.6	14.3	15.2	24.8	14.8
1990 (four months)	33.1[6]	11.5	8.7	4.5	21.6	20.6

Notes

1 Includes property developers, nationalised industries, estates, and other owning bodies which organise operations commercially

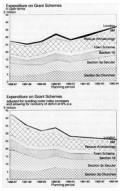
2 Includes both building preservation trust and bodies whose primary purpose is not the rescue and repair of historic buildings

3 Includes schools and museums

4 Excludes in general corporately-owned properties which are included in category 1

5 Includes such organisations as private schools and religious owners

6 Includes offer of £1m (29% out of 33.1%) to Ribblehead Viaduct



This is a much more limited scale of activity than is good for the buildings, since a long-term repair plan based on a thorough knowledge of the structure and some certainty about financing is the ideal. It reduces our ability to work in partnership with owners, and it may well mean that some outstanding buildings will only be saved at the expense to their owners of other highly desirable objectives – be they the retention of an historic collection associated with the property, continued occupation or type of use, or development of other cherished plans. For local authorities, building preservation trusts, and parish churches, even these alternatives may not exist. So real loss of historic structures is a serious threat: it is for this reason that grants are targeted to the buildings and owners for which 'there is no alternative'.

Even so, the demand is vastly in excess of supply. The success of the grant scheme in the past has created increased demand, which is increasingly expensive to meet in times of high inflation. Serious cutbacks are already being made. We have had to notify all Archdeacons of the Church of England that we cannot accept any more applications for

Church grants for the moment, as we have nearly reached the ceiling for offers for the year after only four months. A contributory factor in the case of churches has undoubtedly been a backlog of over £5m of outstanding offers at the beginning of this financial year, and the moratorium (which extends to the year end – we hope to be able to accept applications for church grants again January 1991, with a view to making offers in the 1991–2 financial year) is necessary to prevent the pre-emption of even larger sums from subsequent years. Sums which we have no guarantee of receiving from Government.

JENNIFER A PAGE

Chief Executive

DARLINGTON RING ROAD: STAGE V

The world-pioneering role played by the Borough of Darlington in railway locomotion during the early years of the nineteenth century is well known. Subsequent industrial expansion was situated mostly to the east of the medieval town centre. To the west of the centre, attractive residential suburbs were built throughout the century, which are unique in County Durham for their architectural quality and spacious layout. An important attribute of these suburbs is their close integration with the medieval streets of the town centre.

In 1986, Durham County Council applied for planning permission for Stage V of the Ring Road around the town centre, following on from Stages I–IV which were built between 1969 and 1977. This fifth and final part of the road would have severed the town centre from the extensive residential areas to the west, by creating a major barrier across the historic structure of the area.

English Heritage, the Georgian Group, the Ancient Monuments Society, and local people objected to the proposal. English Heritage's objection was based upon the widely held view that the western sector is the most attractive part of Darlington in historic and visual terms. The new road would have cut across three traditional radial routes into the centre and necessitated the demolition of five listed and two unlisted buildings within conservation areas. It would also have severely eroded the form of Bondgate, a street of medieval origin. English Heritage considered that alternatives to Stage V had not been investigated. However, the Department of the Environment declined to call in the planning application, despite the objections.

The historic streetscape of Bondgate: the Inspector reported that the demolition of the buildings 'would have the gravest effect upon the visual integrity and historic form of Bondgate'

Applications for the demolition of the buildings were made in July 1987. Again, English Heritage objected to the proposal, stating that the listed buildings contributed significantly to the range and richness of Darlington's historic buildings and that the unlisted buildings made a positive contribution to the conservation areas. We also felt that the need for Stage V had not been established, nor had its merits been set against the irretrievable loss of the buildings and the erosion of the conservation areas. A public inquiry was held, and the Secretary of State's decision, announced at the end of June, was to refuse all the applications for listed building consent and conservation area consent, supporting his Inspector's conclusion that 'the benefits that would follow from the completion of the ring road are insufficient to outweigh the extremely serious environmental damage that would be caused by both the loss of the listed buildings and buildings in the conservation areas and by the concomitant effects of routing a major road through a residential area. I also

take the view that alternative means of improving the road network have not been exhausted.'

Although the inclusion of Stage V in two structure plans and an adopted local plan was a cogent argument in favour of its implementation, the importance of the listed buildings and of their role in maintaining the historical entity and the frontage of Bondgate took precedence. The gap which the new ring road would force in the frontage would aggravate the damage already done by its earlier phases and have the gravest effect on the visual integrity and historic form of Bondgate and on the setting of the other listed buildings. A swathe of dual carriageway – with all its paraphernalia of traffic-control lights, pedestrian/cycle crossings, pedestrian barriers, street furniture, and the like – would sweep across what is arguably the finest road in Darlington. The visual impact of the road and the size of the space which it would take up would detract in the most profound and serious manner from the quality of the townscape in one of the most sensitive parts of Darlington and would have a serious effect on the character of two conservation areas which meet at this point.

As well as the major disadvantages to a small-scale General Improvement Area in terms of noise, fumes, and the visual intrusion of noise barriers, there were substantial objections to the scheme on the grounds of isolation of the centre from the rest of the town. Pedestrian access between the extensive western residential area and the town centre is currently unrestricted, but the proposed concentration of movement over three two-stage crossings controlled by lights would be a major change. A feeling of isolation would also be caused by the tightly-drawn ring of a continuous stream of dual carriageway traffic completely encircling a very compact town centre. Although the proposed crossings would have the capacity to cope with the numbers seeking access to the centre, they would affect patterns of behaviour and would be of significance in the way that the people of Darlington regard their town and civic enjoyment of its centre.

This inquiry broke new ground in that the need to complete the full ring road was challenged on traffic grounds by English Heritage, and, in the Inspector's opinion, the case for Stage V was not adequately made. It also highlighted the importance which should be attached to the structure of an historic area in its own right; the case against the road was clinched by the damage to the historic townscape and the severance of pedestrian access to and from the town centre that would have resulted from it.

Moves are now afoot to piece back together the area blighted for so long by the new road proposal. Uses are being considered for the vacant land, including new residential infill. Local people are now asking how they can improve the appearance of their property. Not least, it is proposed by Darlington Borough Council, and welcomed by English Heritage, that the Town Scheme should be extended over the whole of Bondgate, and owners are already enquiring about town scheme grant-aid for the repair of their property.

RUTH F PANTER

THE MAN-MADE AND NATURAL ENVIRONMENTS

THE LEGISLATIVE AGENDA

In common with other bodies concerned with conservation and protection of the environment, English Heritage was invited earlier this year to identify issues which Ministers might wish to consider in the context of the promised White Paper on the Environment. As we go to press, we do not know which issues the Government has chosen to develop in the White Paper, but the document cannot realistically be expected to cover all those raised by responding bodies. Our response drew in part on the ten-year forward look in the Corporate Plan, but also suggested new initiatives and areas for concern over the next decade. The main topics which we covered are summarised below.

COUNTRYSIDE AND THE HERITAGE

The countryside has long had a special place in Government policy – in the context both of agricultural policy and of conservation of its natural and aesthetic qualities. Its importance as a historic resource, created over thousands of years by man, is very much less well understood or protected by current legislation and administrative arrangements. There is a need, on the one hand, to develop public awareness of this aspect of the environment and, on the other, for all the agencies concerned with the welfare of the countryside to coordinate more closely and make better use of existing instruments to ensure that adequate weight is given to management of the historic landscape.

The historic garden at Blenheim (Oxon)

This is not a question of fossilisation but of management of change in a way which is sympathetic to the cultural resource which the countryside represents, and to both the people making a living from the land and those for whom it represents a source of enjoyment and leisure. By and large, the framework for identifying historic landscapes and the means of enhancing them already exists. There are, however, some gaps in the system – for instance, in relation to battlefield sites which are not readily identifiable on the ground – and the conservation input to planning and funding arrangements for agricultural purposes could be materially strengthened.

The importance of historic gardens and parks which represent consciously planned landscapes is now widely-accepted. There remains the question whether gardens on our register should be given statutory protection with the consequent resource implications. There is a need for a permanent grant scheme for outstanding gardens on the register, if some of these are to survive for future generations to enjoy.

THE URBAN ENVIRONMENT

We are seeking over the next few years to improve our knowledge of the historic environment, in order to be able to assess better the priorities for action and investment. However, some building types are already clearly in need of attention which they will not get under present policies, legislation, and resource constraints.

CATHEDRALS

Cathedrals are already under discussion between the Church authorities and the Government. We have no doubt that some of them at least are reaching a stage when grant-aid towards essential repairs ought to be considered, provided that satisfactory controls can be applied to fabric repairs and alterations. This form of assistance would undoubtedly require new money.

INDUSTRIAL BUILDINGS

As Great Britain was the world's first industrial nation, our industrial monuments tell a very important story. There is an urgent need to improve the national database for industrial remains and to refine the criteria for selecting sites and buildings for preservation. There will also be problems of scale and funding in preserving some of the major industrial structures, such as viaducts, train sheds, and waterways. Some other industrial sites have machinery in workable order, the preservation and running of which is a museum function and one which tends to depend on revenue support rather than capital grant – a method of funding which does not fit readily into current policies. New arrangements may well be required to address this problem.

Coventry Cathedral, one of the few postwar buildings to be already listed: should it and other cathedrals in England be eligible for English Heritage grant, if repairs become necessary?

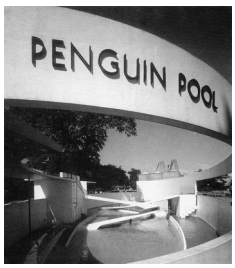
TWENTIETH-CENTURY BUILDINGS

Many buildings of the twentieth century, which are still inadequately represented on the lists, share many of the problems of nineteenth-century industrial archaeology: they are frequently large structures with ownership complexities and they present difficult problems of reuse. Their use of innovative building materials and technology means that there will often be unexpected problems facing conservators. At the same time, the sites which they occupy may have enormous development value, thus increasing their vulnerability. Some such structures may deserve preservation without their conversion to new beneficial uses. Many major listed buildings, particularly of the nineteenth and twentieth centuries, belong to public-sector bodies or to newly privatised companies. There are two problems. First, such buildings were until recently not eligible for grant-aid. Privatisation on the one hand and some changes in relation to funding rules for some public sector bodies on the other mean that grant-aid for such buildings could now be a major drain on our available resources. Second, such buildings, particularly those whose maintenance has been neglected by their present or previous public-sector owners, are very vulnerable to disposal for their development value. It is essential that government, like private owners, should fully recognise its conservation responsibilities, if resources for private owners, already being eroded by inflation, are not to be further reduced.

DEVELOPMENT IN HISTORIC TOWN CENTRES

The problems of unsympathetic development, particularly in historic town centres, and persistent erosion of the detailed fabric of historic buildings, leading to a progressive reduction in the character of our urban heritage, need addressing. The intrusion into historic centres of bulky retail developments and car parks continues to destroy scale and old street patterns. Poor traffic control, the insensitive use of shop signs which disfigure retained historical frontages, and the widespread, and apparently condoned, loss of historic interiors behind retained facades debase the quality not only of individual buildings, but of whole historic areas.

The key to improvement must lie in the weight which local authorities can give to conservation, both in the planning process and in the resources – of manpower and cash – which they can deploy for conservation work. This is a question not only of overall resource constraints but also of the government's priorities between conservation and development and the clear messages sent to local authorities by nationally decided test cases. The effect on conservation work of Government policies on planning and control of local authority capital and revenue spending are all relevant. Separate accounting for resources devoted to conservation at local level could, for instance, highlight the capacity and preparedness of local authorities to devote resources to this work. Ideally, there should be at least one conservation officer at an appropriate level in all LPAs and an improved programme for training such officers.



The refurbishment of the Penguin Pool at London Zoo has already received grant-aid from English Heritage, but other Modern movement buildings with their specialist materials may require greater support for their upkeep

REPAIRS TO LISTED BUILDINGS

Another threat to historic buildings is represented by the often unwitting spoiling of the general run of vernacular Grade II listed buildings and conservation areas by piecemeal repair and alteration in the wrong materials and styles – for example, by the use of uPVC rather than traditional wooden windows, or of new hardwood doors in a variety of 'off-the-peg' architectural styles. A more robust and committed attitude by some local authorities to their responsibilities and by the DoE to the use of Article 4 directions would help, but there is need for much wider understanding among home owners, builders, and suppliers of the contribution which these buildings make to the quality of the environment and the right approach to their repair. An educational programme which could reach the individual builder and home owner would need substantial resources. It could be freestanding or part of a larger initiative, including matters of interest to the RFAC and Civic Trust, which would seek to bring aspects of good design, local and personal pride, and an improved environment more closely together with conservation issues.

UNDERWATER SITES

There is a need to address a range of questions about the control of underwater remains, given the continued removal of artefacts from important wrecks. The short-term requirement is to establish more accurately the potential number of remains which may need protection and the practical possibilities for securing them underwater. Survey work and pilot projects are the obvious way forward, together with longer-term consideration of the right organisational framework for adequate protection.

FISCAL AND ECONOMIC POLICIES

There has always to be a balance between development and conservation to satisfy the economic and social needs of the community. Nonetheless, the present system of economic evaluation is not designed to represent what we regard as the true value of the total threatened environment in projects such as the proposed M3 route through Twyford Down, near Winchester (see *Conserv Bull,* **11**). The future road programme will bring forward other cases (among them, for example, the conversion of the A303 past Stonehenge into dual carriageway) which may have equally destructive effects on the heritage resources of this country. We are keen therefore to find a better mechanism for agreeing a financial value for the environment to set in the balance of financial considerations surrounding major engineering or works schemes of this nature.

VAT ON LISTED BUILDING REPAIRS

Consideration should continue to be given to the possibility of modest tax incentives to encourage individuals and businesses to care for the historic environment. In particular, a VAT tax concession for maintenance and repair of listed buildings would be invaluable. Current arrangements, whereby VAT is not levied on alterations, provide a disincentive to

repairs, and this works to the detriment of conservation. The tax incentive would encourage owners to undertake preventive maintenance and thus reduce the overall size and eventual cost of capital repairs. Other measures to help owners (eg extended tax relief on maintenance funds) would undoubtedly help the conservation of large houses, but the VAT change would have the widest beneficial impact.

STEPHEN JOHNSON

RETHINKING THE NINETEENTH CENTURY

LISTED BUILDING CRITERIA

'All over the country the grime, muddle, and decay of our Victorian heritage is being replaced and the quality of urban life uplifted.' These optimistic words of Harold Wilson reflected the prevailing orthodoxy of postwar planning that saw widespread clearance as a prerequisite of urban renewal. It was not good news for Victorian and Edwardian buildings. Curiously, the legislators who drew up the 1944 Town and Country Planning Act (which first sanctioned listing in response as much to the slowness of progress on the RCHME inventories as to the devastation of the war) felt that there was much less danger to nineteenth-century buildings than to older ones. This misconception helped to determine the selection criteria which they adopted, but postwar plans for urban reconstruction should have disabused them. One of the blueprints for the redevelopment of Manchester's city centre involved the retention of only a dozen nineteenth-century listed buildings. Those who appreciated the merits of the Victorian legacy – a small, but from the mid1950s rapidly growing, band – cried out: 'no one listens to what we say, and "Oh, it's only Victorian" means that it can be ruthlessly destroyed' (Lord Esher, the Victorian Society's first AGM, 1959), and zealous anti-Victorians continued to knock small pieces off Butterfield's 'streaky bacon' Keble College chapel.

By the late 1950s the climate of opinion began to change, but it took some time for government agencies to respond. The Historic Buildings Council (in its annual report for 1959) admitted that it had 'hardly begun to consider the problem of Victorian buildings', even though these were 'beginning to be admired and studied – and to disappear.' Even as late as 1962, it was felt necessary to state that buildings of the period 'must no longer be dismissed as worthless.' A key document of this period (the report of a ministerial subcommittee chaired by Sir John Summerson in 1960) went to the heart of the matter: the lack of a coherent body of detailed and well-organised material on the subject. The specific object of its criticism was the quality of the statutory lists: the subcommittee 'expressed a strong suspicion … that most lists … were substantially defective as regards nineteenth-century buildings' (report in *The Times,* 24 June 1960). The committee's concern was not simply for the most famous buildings – the Natural History Museum, the Public Record Office, and the Royal Exchange were among the great unlisted – but for the more typical as well. Regarding 'whole tracts of the inner suburbs including handsome Victorian terraces and speculative essays in planned developments … the lists are silent.'

St Pancras station and hotel: listed (Grade I) as late as 1967 in the aftermath of the demolition of nearby Euston; what is now universally recognised as a masterpiece was then a contentious listing

The inadequacy of the statutory lists of this date is hardly surprising. A subject as unfashionable as Victorian and Edwardian art and architecture had not received much scholarly attention, and listing investigators were handicapped as much by the absence of easily available information as by their own aesthetic preferences. This led to a situation where many buildings were simply passed over or placed on the supplementary (rather than the statutory) lists, 'not because they were of minor interest but simply because they were nineteenth century.'

The study of nineteenth- and early twentieth-century buildings has made considerable advances during the last 30years. The revisions of the statutory lists over that period reflect this. However, much work is obviously needed in laying the foundations of a new subject, and the results of some significant research (for instance on textile mills) are only just beginning to see the light of day in published form. Consequently, even the most recent lists (those drawn up during the accelerated resurvey launched in 1982) suffer from the patchy availability of accessible information and the large areas that remain under- or unresearched.

This is not to imply that gaps do not exist in the study of buildings of other periods, but our perceptions of Victorian buildings are moulded to a significant extent by the critical heritage bequeathed us between the 1920s and 1950s. Without a body of research and published analysis to help place a building securely in its contemporary context, a nineteenth-century church or textile mill is in danger of being overlooked because it is not understood or simply not much liked by the listing inspector.

In under-researched areas, it is difficult to draw up objective guidelines to govern assessment and selection: those guidelines that do exist – that a Victorian building be 'of definite quality and character' – are vague and, although they theoretically allow for generous and flexible interpretation, have led in the past, more often than not, to lists that err on the side of exclusiveness. Many of the old (ie 1970s) urban lists are especially defective in this respect and the current urban list review programme has been set up partly to remedy this. However, without bridging the gap between those researching on Victorian and Edwardian building types and techniques on the one hand and the practitioner in the field on the other, many of the sins of omission that reduced the value of the earlier lists will quite likely be repeated in the present exercise.

In order to tackle this problem, English Heritage has begun to rethink its approach to the assessment and listing of Victorian and Edwardian buildings. Overall, the listed building criteria, as broadly set down in the legislation and the Department of the Environment's Circulars, are not in need of radical revision. There is a need, however, to flesh out the guidance to inspectors and consultants and take into account recent research findings, both published and unpublished. This programme of reassessment contains three main elements. First, a set of fairly brief guidance notes on a variety of building types has been prepared to give the inspector working in the field some help when confronted by a structure with which he or she is unfamiliar, or where a resume of current specialist opinion would be valuable. Subjects covered include Anglican, Roman Catholic, and Nonconformist churches, water- and windmills, theatres, town halls, hospitals, prisons, and so on. A number of these short guidance notes are presently with DoE and, when its observations are received, they will form part of the fieldworkers' working practice manual.

In many cases, more detailed information and guidance is required. This is the second element in the reassessment programme. Substantial reports are being commissioned from specialists, both within and outside English Heritage, that aim to distil the present state of knowledge on specific building types and set them securely within their social and economic context. Two such reports concern textile mills, a class of buildings which well illustrates the nature of the problem of assessment for listing.

*Beehive Mill, Manchester: until recently, this building was not recognised as being of significance; now known to be a very early example of experimental fireproof construction, it was spotlisted Grade II**

Until comparatively recently, there was a very limited literature on textile mills, which form the most tangible evidence of what was for so long the motor of British industry. During the listing resurvey of areas such as Greater Manchester, mills were often passed over because the information necessary to make an informed assessment was lacking (spotlisting of mills had resulted in a very uneven pattern, sometimes leaving significant examples unprotected). At the same time, a vast amount of work on mills was in progress carried out by the RCHME (in Yorkshire), the Greater Manchester Archaeological Unit's mills survey, the East Cheshire Mills Survey, and a number of individuals. It was clearly important to have some indication of the principal findings (which did not include detailed accounts of individual sites), in order that listing inspectors could set a specific mill in context and assess its technological significance within the general framework of the industry as a whole. These reports, and others like them, will greatly aid the progress of the current urban list reviews and form the basis for further thematic listing exercises in the future.

The areas which require further work are not always the most obvious ones. Building types that have hardly been studied, or where research is in progress and not easily available, are clear candidates for guidance reports, but better-known types also throw up problems of assessment. Anglican churches, surprisingly, have not received any systematic analysis, and it is not always easy to place an individual building securely in its contemporary context. Suburban villas and terraces, too, although the subject of numerous studies, appear to form the single most difficult class of building for listing purposes, and much work and debate are needed in order fully to understand how a specific building fulfilled the objectives and satisfied the tastes of those involved in its design. The sort of guidelines being prepared by and for English Heritage are valuable up to a point, but they are no substitute for continuous debate and constructive argument.

The third element in the programme of reassessment is the one that has the greatest medium and long-term significance: an informal series of seminars and debates about all aspects of nineteenth-century buildings and their interpretation. Only when better understood and more widely debated will they be more fairly represented in the statutory lists.

MARTIN CHERRY

POSTAL POUCH BOXES

The absence of effective control over street furniture in Conservation Areas is a matter of increasing public concern. This was thrown into sharp relief by the national outcry over British Telecom's replacement programme for the traditional red K2 and K6 telephone kiosks, designed by Giles Gilbert Scott, which provoked a massive listing exercise. Until recently, postboxes of a wide variety of classical designs have escaped alteration, making a valuable contribution to the character, appearance, and historical continuity of Conservation Areas all over the country. With the exception of a handful of early, rare examples and hexagonal 'Penfolds', the vast majority are unlisted and afforded no statutory protection. Unfortunately, these familiar icons of British life are now under threat.

With the sustained increase in both the quantity and bulk of mail, there has been pressure to relieve postmen of the sheer weight of items carried on their delivery rounds. In 1986, the Post Office introduced postal pouch boxes to store mail at secure drop-off points on postmen's rounds and to remove the need for the full weight of deliveries to be carried at a single time.

Without any prior consultation, either with the Royal Fine Art Commission or English Heritage, two alternative designs were produced: a freestanding, rectangular container set on a steel post and a similar receptacle which can be bolted on to the side of existing postboxes, the latter being the most commonplace solution. It is clear that aesthetic considerations were subordinated to immediate operational requirements. Not surprisingly, the designs have been castigated by local authorities, amenity societies, and the public at large.

Postal pouch box attached to the side of an Edwardian post-box

To allay public concern, the Post Office has claimed that it is their policy to avoid sensitive locations such as Conservation Areas, to exclude Victorian and Edwardian pillar boxes (as well as all listed examples), and to consult in each case with the relevant local authority, but it is evident that this policy is frequently disregarded at a local level. The new pouch boxes pose a significant threat to the integrity and appearance of one of the most distinctive pieces of British street furniture.

Following a dispute between Redditch Borough Council and the Post Office in November 1989, the Secretary of State for the Environment ruled in an appeal decision that the installation of pouch boxes did not constitute permitted development and that they required planning permission. As a result, the Post Office is now seeking an amendment to the General Development Order 1988 to secure exemption from control. English Heritage has lobbied strongly against any such amendment, and it is hoped that many local authorities will do the same. The case rests with the DoE.

Given such widespread adverse comment, the Post Office has responded to pressure from English Heritage's London Division to reconsider its design approach and has promised to examine sympathetically a number of alternative designs prepared by the Division for freestanding containers based on a more traditional, classical architectural vocabulary.

The days of the parasitic plastic pouch box just may be numbered, but the case for effective controls to protect Conservation Areas remains as compelling as ever.

PHILIP DAVIES

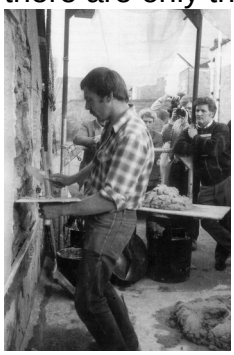
CONSERVATION AND CRAFT TRAINING

THE NATIONAL PERSPECTIVE

A wide range of skills is required for conserving the built heritage, as it is for maintenance of the existing building stock. At one extreme are the specialist professional skills relating to the philosophy, science, and practice of the conservation of buildings and traditional building materials. At the other is the whole range of traditional craft skills. Inevitably, these

are scarce resources. The skills within the building industry are largely directed towards the areas of greatest activity and profit. Although there is a general view within the industry that new building and major restoration provides the quickest turnround and profit, 45% (£15,515m) of the industry's total output of £34,580m goes towards repair and maintenance of buildings, much of it in small contracts, jobbing work, or DIY. If it is assumed that 50% of this total repair and maintenance output is attributable to pre-1950 buildings, then this can be estimated as involving about 34,000 people in professional and related roles and 220,000 in craft and other skilled occupations. It is probable that no more than 5% of this total output goes towards the conservation of historic areas, listed buildings, and ancient monuments, but the proportional involvement of professionals to craftsmen (at 1:6) is probably still valid.

From its roots in SPAB and the traditions of the Office of Works, the whole philosophy and practice of conservation has grown up, despite a lack of interest on the part of the construction industry and of the public at large. Seen in this context, the developments in formal and informal training in conservation, particularly over the last 20 years, must be rated as a success. Of the UK training centres which provide a formal qualification in building conservation for professionals or craftsmen, there are seven centres providing postgraduate training for the building professions. These largely cater for architects, building surveyors, conservation officers, and landscape architects. On the other hand, there are only three mid-career courses for craftsmen.



English Heritage's Technical Services Group demonstrate practical maintenance and repair techniques for limestone walling with a one-day course attended by a mixed group of craftsmen, building contractors, and professionals and intended to promote appropriate work standards in a major conservation area

So much for the specialists in building conservation. It is harder to gauge the general level of knowledge or appreciation within the industry at large of the importance of our building traditions and the need that exists for the conservation of our built heritage. There are around 89 undergraduate training centres for architects, building surveyors, and town planners, and perhaps 10% may be judged to have a significant commitment to the principles of conservation, as well as to the study of traditional buildings. Even more difficult to define is the proportion of the 845 or so City and Guilds courses currently running in the UK that provide initial training for new entrants to the industry at apprentice level.

Despite an annual output of 130 specialists per annum, there is still evidence of an unsatisfied demand for mid-career conservation training at a postgraduate level. Generally, the existing courses continue to prosper and a new course has started this year at Reading, supported by the Royal Institute of Chartered Surveyors. However, there is also evidence for lack of funding: the Manchester graduate course has folded, and the long-running postgraduate course at York is heavily subsidised by overseas students. Much more important is the critical shortage of practical, hands-on, conservation skills. With only 28 places per annum, opportunities for conservation training for experienced craftsmen, through such initiatives as the William Morris Craft Fellowship, are still very restricted and can only expand if they receive additional support from industry.

English Heritage has a part to play in conservation training. It represents the UK on a Council of Europe subcommittee, whose role is to encourage craft and conservation training. This contact has shown that no European country can yet claim to have heritage objectives fully integrated within an industry-wide training framework. Some have developed further than us. For example, Germany has a common structure for craft qualifications which recognises various skill levels and places master craftsmen/conservators at the top. However, there does seem to be a common perception of the way ahead. The building industry in each country needs to recognise that:
there is general public support for conservation of the heritage and for the wider use of traditional materials and craftsmanship to enhance the quality of new buildings
that an essential foundation, common to professional, technical, and craft expertise, is a detailed knowledge of traditional building
that all generalists, professionals, and builders should be encouraged to recognise the need for special conservation skills and should be able to find them and charge for them when required
that the additional training for such expertise should be paid for by the industry.
It should be possible to improve links between generalists and specialists on the one hand and the craftsmen/conservators and specialist professionals on the other. Different types of training are appropriate to people in each of these classes at various stages in their careers. This suggests a training network on the following lines:
Initial training For all In-work training For specialists only
Craftsmen conservators history of building, properties and use of traditional building materials conservation philosophy and specialist techniques appropriate to field of activity
For all For generalist
Professionals
history of architecture town planning and building. Outline philosophy of conservation, properties and uses of traditional building materials, general building science building regulations and planning law continuing professional development courses relating to conservation and restoration casework
For specialists
detailed studies appropriate to field of activity
Implementation of such a framework here in the UK is not an impossible objective, for a comprehensive review of the method by which all UK industrial sectors obtain the most effective results from training is just beginning. In 1986, the Government set up the National Council for Vocational Qualifications (NCVQ) as an ‘engine of change’. Its task is to establish a new system to cover all sectors of employment and all types of occupation, from pre-entry school experience to the most senior posts, with the intention that employers, trades unions, and professions will act together in each employment sector through ‘lead bodies’. These will establish the qualifications appropriate to every task, set up systems for training, and monitor standards subsequently by a process of formal accreditation. Although each sector is expected to find the funds for all post-entry training, there is government money available for setting up the ‘lead bodies’; indeed, funding by the Training Agency (on a 50/50 basis with industry) is at present supporting over 100 such bodies in different sectors of employment.
Some sectors have progressed further than others. For example, there is already a ‘lead body’ for environmental conservation, covering a wide variety of natural conservation issues, established under the title Council for Occupational Standards and Qualifications in Environmental Conservation (COSQUEC). English Heritage is actively involved here as a result of its interest in field archaeology. The lead body for the construction industry, the Construction Industry Standing Conference, will be involved in an industry-wide review.

This is a unique opportunity for the conservation movement to improve the balance of education and training.

For the future, the organisation of construction industry training is likely to continue in the hands of a number of dispersed bodies which represent various sectional interests; thus, conservation and craftsmanship is only one of many topics struggling for recognition through a number of organisations. Subject to adequate financial support from the industry at large, this particular sectional interest could be accepted by COTAC (the Conference On Training for Architectural Conservation), a body established in 1969 to foster conservation courses for architects and others. COTAC has now significantly expanded its interests in the craft training field. Its present membership is impressively large, but it is envisaged that it will need to expand still further in order more fully to represent the building industry. In particular, it is looking for additional support from organisations relating to masonry and stone cleaning, bricklaying, carpentry and joinery, tile-work, lead-work, glazing, plastering, and painting. One of COTAC's contributions to a construction industry's NCVQ framework will be to use its members to press for a general improvement to the content of courses offered to all new entrants to the industry. It will also be working towards the establishment of a national network of centres producing post-entry training for specialists in conservation. Both tasks will rely heavily on those already concerned with formal education, but they will also require the active support of bodies who can provide appropriate work experience.

Perhaps a true appreciation of our built heritage ultimately depends on out ability to raise the consciousness of the general public about its value and, in particular, on finding a place for conservation issues within the national educational curriculum for primary and secondary schools. Initial soundings by COTAC within the building industry, however, shows significant support for a higher profile on the conservation of our built heritage and for the benefits associated with traditional craftsmanship. These are seen as themes likely to improve the overall image of the industry, improve its ability to attract new recruits in an increasingly competitive labour market, and thus help to improve its performance at home and abroad in the single European market in 1992.

RICHARD DAVIES

Note

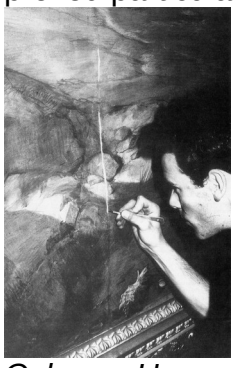
With RIBA support, COTAC publishes a list of conservation training currently available in the UK. This can be obtained from universities, colleges, the RIRA, or from English Heritage, Room 522, Keysign House. 429 Oxford Street, London WIR 2HD.

CONSERVATION OF WALL PAINTINGS

The key role played by English Heritage in wall painting conservation has expanded greatly in recent years. Paintings in its own properties include some of immense importance: the fourteenth-century decoration of Longthorpe Tower, for instance, is one of the finest medieval secular schemes surviving north of the Alps. Added to their responsibility for these, the Conservation Studio also undertakes the necessary work on wall paintings in the royal palaces, such as Osborne House, while providing technical and other advice on the preservation of paintings in listed buildings. An encouraging development in recent years has been the introduction of annual grant-aid for the conservation of wall paintings in parish churches, dramatically increasing the funding available for such vital work. The commitment of English Heritage to wall painting conservation has been further underlined by its support for the training in this field, established at the Courtauld Institute (London University) in 1985.

In a joint programme with the Getty Conservation Institute, the training provided by the Courtauld is a three-year postgraduate diploma course, followed by an internship year with a major workshop in England or abroad. The only specialist course of its type in the world,

its objective – to raise standards through training and research – accords strongly with those of English Heritage. An interdisciplinary curriculum, combining science, art history, and the theory and practice of conservation, requires fieldwork projects which allow for the integration of these diverse aspects. The collaboration of the Conservation Studio has proved particularly valuable in this respect, with nine joint projects since 1985.

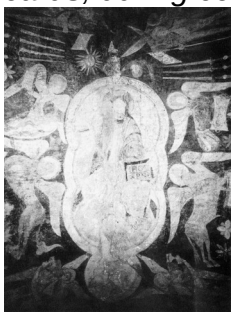


Osborne House (IoW): William Dyce, Neptune*, during conservation in January 1989 (Courtauld)*

The multi-faceted work undertaken at Kempley church (Glos) typifies the mutually beneficial nature of such collaborative projects. A technical examination and condition survey of the highly important twelfth-century paintings, undertaken as part of a post-diploma internship with English Heritage, yielded significant information on Romanesque mural painting techniques, including the exceptional use in this period of azurite, and led to a phase of emergency treatment and further analysis which was undertaken jointly with the Courtauld. This technical examination, with its obvious implications for the preservation of the paintings, is about to be published, and a further study will shortly follow on the art-historical significance of the scheme. This includes a new identification of one scene as a unique representation of the type of temporary Easter Sepulchre commonly used in churches in the medieval period, but of which no examples survive. Such advances in our knowledge of the paintings should do much to increase their appreciation by the visiting public.

Paintings in the many abbeys and castles in the care of English Heritage often present special conservation problems, especially when exposed to the elements. Collaborative projects in such monuments have included conservation of the austere decoration in the dormitory at Cleeve Abbey, while uncovering of simple ornament this year at Stokesay Castle has added to our still very limited knowledge of medieval secular decoration. Other paintings treated have included part of the important nineteenth-century cycle in the Upper Waiting Chamber of the Palace of Westminster.

Rycote Chapel (Oxon): painted ceiling decoration with applied stars made from playing cards, during conservation in March 1990 (Courtauld)



Kempley (Glos): chancel vault with Christ in Majesty and symbols of the Evangelists, c *1130 Courtauld)*

As a result of work on these examples of Victorian fresco-revival at Westminster, one student undertook as her final-year research project the first detailed study of the complex mural painting technique of William Dyce, leader of the revivalist movement. Another student researched blue pigments used in English medieval wall paintings and found in the chapter house paintings of Westminster Abbey that indigo had been employed – a rare pigment particularly susceptible to fading. Among the most important paintings in any English Heritage property, they are now heavily obscured by wax applied in the 1920s, and, although they were partially cleaned by the Conservation Studio recently, a current student project on the potential of solvent gels for the removal of such coatings is likely to have useful implications for future treatment of such sensitive paintings. Similarly, at Longthorpe Tower, the dark flesh areas common in murals of their period are being investigated, which should settle the vexed question of whether this is original under-painting or due to a pigment alteration.

Unlike those of Longthorpe Tower, most secular wall paintings – generally of the sixteenth or seventeenth centuries – are in private houses, and funding and availability of trained personnel to work on the extraordinary number which survive is now one of the main problems facing wall painting conservation. Although for such paintings it is normally impossible to provide grants, in two recent collaborative projects English Heritage has made a substantial contribution to the preservation of the paintings by seconding a conservator in an advisory and supervisory role. At Ely, important fourteenth-century and later paintings were discovered during renovation of two adjoining cottages: their conservation was undertaken last year in an emergency programme which also led to a re-evaluation and revised dating of the original building. At Horsham St Faith Priory (Norfolk), the thirteenth-century paintings are the finest of their date in England: here, emergency treatment, carried out in 1989, addressed the symptoms of ongoing deterioration, while a research project pinpointed the underlying causes of damage and proposed remedial measures. The house has recently been purchased by a closed order of nuns and, since the proposed measures have yet to be taken, the future of the paintings is a matter of grave concern.

Westminster Abbey, Chapter House, fourteenth-century Last judgement: detail of angel, showing wax applied in the 1920s (Courtauld)

Two initiatives of the Courtauld address fundamental issues which affect the future preservation of wall paintings: the International Working Party on the Conservation of English Wall Painting, chaired jointly with the Council for the Care of Churches, and the National Survey of Medieval Wall Paintings, undertaken in collaboration with the Royal Commission on Historic Monuments. English Heritage participates actively on the Working Party, and, through its newly established Joint Advisory Committee on Contents in Historic Properties, can draw on the resources of the National Survey in considering conservation priorities. The Courtauld programme has relied largely on non-university funding and, now in its sixth year, is seeking to establish itself on a permanent basis. It looks forward greatly to continued collaboration with English Heritage in the years ahead.

DAVID PARK

ENGLISH HERITAGE VIDEO

A 30-minute video, *Handing on our history,* provides a vivid portrayal of the aims, policies, work, and organisation of English Heritage. Shot at many locations, including Dover Castle, Stokesay, Lancaster, Marble Hill House, the Conservation Studios, and the Ancient Monuments Laboratory, it leads the viewer through the many different but complementary skills and disciplines which are needed to preserve our built heritage and to hand it on to the future to understand and enjoy. It is accompanied by a comprehensive illustrated leaflet with the same title, designed as a simple introduction to English Heritage and its work.

The video and leaflet may be purchased for £10, by cheque/order to English Heritage, Room 241, Fortress House, 23 Savile Row, London W1X IAB. Alternatively, limited stocks of the free leaflet are available from the same address, on payment of a postage and packing charge of £3.

ENGLISH HERITAGE PUBLICATIONS

The arrangements for postal sales of Academic & Specialist Publications have been revised. Books are now ordered direct from our warehouse operation, quoting a product reference code. Details of our publications, their codes, and prices, along with an order form, are contained in our catalogue (a copy enclosed with this issue). The address for orders is: English Heritage Postal Sales, PO Box 229, Northampton NN6 9RY. Telephone enquiries should be made to Academic & Specialist Publications Branch on 071-973 3105. Recent titles include the conservation areas of England, with full lists in four regional volumes and a national volume, and the revision and updating of the *Directory of public sources of grants for the repair and conversion of historic buildings,* which caters for every type of potential applicant from individuals through to local authorities and developers.

CONSERVATION PUBLICATIONS

The United Kingdom Institute for Conservation has recently published guidelines for dealing with pictures and archaeological textiles. *Dirt and pictures separated* arose from a joint conference by UKIC and the Tate Gallery in January 1990 and is available for £9. *Appearance, opinion, change: evaluating the look of paintings* is available for £11. Occasional paper no 10, *Archaeological textiles*, is available for £8.50. We hope to carry reviews of these volumes in a future issue of the *Bulletin*. The prices include postage and packing (concessions on price available to members) and the books are available from UKIC, 37 Upper Addison Gardens, London W14 8AJ.

REORGANISATION OF CONSERVATION GROUP

In December last year, our Commissioners authorised the re-organisation of the Conservation Group within English Heritage which had been under discussion for some months. Historically, with the exception of work within the London area inherited from the GLC, the bulk of conservation work has been organised on a functional basis, with one division dealing with ancient monuments, another with important individual historic buildings, and the third with historic towns and conservation areas. While this arrangement has validity, in that we have to operate under three distinct Acts and different expertise is required for different areas of work, we have felt increasingly that it is important to develop a more integrated approach to the conservation needs of particular areas, to encourage a broader perspective on conservation matters, and to streamline and simplify our relations with owners and other bodies, including local authorities. The progressive tightening of our resources is further reinforcing the need to avoid any overlapping responsibilities and to enhance our ability to take a wider view of relative priorities.

From 1 April 1991, staff within the present Ancient Monuments, Historic Buildings, and Historic Areas Divisions will be re-organised into new multidisciplinary teams, each of which, under a team leader, will be responsible for the whole range of conservation work in a given geographical area aligned with DoE Regional Office boundaries. These teams will in turn be arranged in three regional areas: North, Midlands, and South. London Division will remain unchanged, and some functions, such as listing and the Monuments Protection Programme, which do not lend themselves to subdivision on a geographical basis, will remain under single management. More details of the new arrangements will be issued nearer the time. Every attempt will be made to minimise the impact of the change, but some dislocation may be unavoidable.

JANE SHARMAN

ENGLISH HERITAGE'S NEW TECHNICAL SERVICES GROUP

On 1 July, a new Technical Services Group was formed within English Heritage to amalgamate staff formerly working under the Directing Architect and those in the Ancient Monuments Laboratory. These staff provide key scientific, technical, and building-related professional resources to the rest of the organisation, as well as a significant and highly respected resource for the whole conservation world.

Services offered by the new group include architecture and survey, expertise in construction and engineering for historic structures, specialism in landscape and estates management, as well as picture conservation and scientific services. It includes the Research and Technical Advisory Service – the source of *Practical building conservation.*

The group will have substantial input into a new Standards and Quality Forum, an internal committee whose membership will be drawn from English Heritage's many professions and academic specialisms. As its name implies, the forum will advise senior management and staff on all matters concerned with the wide range of operational work which we undertake, ensuring that the quality of that work is maintained and the right standards set.

The new arrangements are designed to give us a more rational and responsive hold over our professional activities. We are continuing carefully to examine appropriate methods of working, so that we can get the best value out of our scarce resources.

JOHN FIDLER

REVIEWS

BRIGHT FUTURE

Bright future: the reuse of industrial buildings, by Marcus Binney, Francis Machin, and Ken Powell. Published by SAVE Britain's Heritage, price £9.50 (SAVE, 68 Battersea High Street, London, SW11 3HX; tel 071-228 3360)

This latest publication from SAVE proclaims its message as 'think big'. It deals with mills, breweries and maltings, warehouses, and other large factories and demonstrates how these big buildings can be converted to new uses to the profit of owners and of the community.

The introduction sets out the arguments for preserving the buildings. There is, naturally, a strong emphasis on the architectural qualities of the buildings, and the potential audience of developers will, it is hoped, be impressed by the glossy colour photographs of buildings

such as Bliss Mill in the Oxfordshire countryside converted into residential units. The point is equally argued that the reuse of industrial buildings can simply make good sense. They are often well made, strong, and flexible, and we should admire the wisdom of Francis Daly and the other entrepreneurs who have invested, for example, in the Hull warehouses. Where others saw only the past, they saw future opportunities. They looked at the buildings and created their own new image.

The significance of these investors is brought out in an overview of regeneration. This section includes European and American examples and, like the book as a whole, is well illustrated. Francis Machin contributes ideas for five buildings, ranging from the idyllic classical Cressbrook Mill to the handsome austerity of Hunslett Mill, Leeds. His impressionistic colour sketches emphasise the transformation which is possible. In many cases, this applies equally to the building and its setting. Areas of derelict wasteland offer space for carparking and additional development and are frequently on a waterside site with all the implications for attractive, prestigious development.

The detailed notes on ten completed conversions will be particularly useful in persuading others to emulate them and usefully complements URBED's *Reusing redundant buildings: good practice in urban regeneration* with its costed examples, which is still too little known (published by DoE Inner Cities Directorate, HMSO, £11.95). One of the ten is American, the Boston Design Centre, created from a massive white elephant, a former military warehouse. The other nine are English. The selection of examples throughout the book is refreshingly new and shows the range of uses which can be achieved: offices, shops, residential, and studio/workspaces. Many of the buildings mentioned have mixed uses, although the detailed examples are mainly single-use conversions like the shopping centre created at Tobacco Dock in London's Docklands. New Mills, Wootton under Edge, is the only example of a commercial headquarters building, though Stroud Council are rightly praised for leading the conversion movement from the front through their rehabilitation of Ebley Mill as council offices. The strategy has been successful in stimulating interest in the Stroud Valley mills generally.

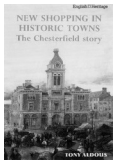
The book concentrates on the opportunities for total conversion, but reference is also made to the waste represented by the decay of good structures. The loss of so many of London's dock warehouses is now regretted by the most fervent supporters of development who count their regrets in pounds sterling. Mothballing is advocated as a solution which preserves opportunities without undue cost. The most constructive form of mothballing is that practised by Ernest Hall whose 'building bank' at Dean Clough Mill provides space at low cost, whilst a business is getting started, but then offers gradual room for improvement and expansion. Mr Hall is a philanthropist: in the long term he may prove also to be a wise investor.

A book on the conversion of industrial buildings which contains only one small picture of Albert Dock shows how much has been achieved. New Mills, however, was only taken on as a headquarters building by accident after the site had been acquired for the surrounding development land. The final section of demolished and disappearing buildings shows how much there is still to do. The final picturesque view with chimneys reflected in a canal should encourage us all to change the image.

VANESSA BRAND

CHESTERFIELD

New shopping in historic towns: the Chesterfield story by Tony Aldous. Published by English Heritage, £15.



One of the most dramatic ways of presenting conservation achievements is to show views of 'before' and 'after'. In order to demonstrate the transformation of Chesterfield from a working industrial town with a down-at-heel centre and blighted market place into the thriving town of today, with its old buildings renewed to their former glory, English Heritage has just published *The Chesterfield story.*

The story begins with insensitive proposals, rivalry between towns, and public demonstrations led by just two or three individuals. A fire breaks out, DoE lists a key building, a recession occurs, the developer pulls out, and the Council and officers are split into opposing camps. The public thereupon vote for conservation and a nationally known firm of architectural consultants is appointed by the Council with help from DoE. A series of wise decisions follows, culminating with the opening in 1981 of a unique scheme: a high-quality shopping mall, a Victorian market hall restored and brought back into use, and a large central square freed of traffic and repaved for use as an open market, thereby blending old and new in a mutually stimulating combination.

These achievements were only the beginning, for, with raised perceptions of what is possible, positive planning for conservation could be pursued in adjoining areas. Previously unregarded buildings and narrow passageways were preserved and restored. Specialist shops began to appear. A splendid library drew people into the new precincts with their independent shops, cafes, and bars. The whole town centre thereupon began to display a new vitality and trading flourished. This 'conservation' approach based on small-scale projects is still continuing.

However, the third stage has now been reached and poses a challenge as great perhaps as the one faced by planners in the 1970s. Chesterfield's conservation-orientated approach has worked so well that opportunities for major new developments are now creating new and unprecedented pressures for development.

The Chesterfield story gives an account of all these developments with a pithy and absorbing text by Tony Aldous; it is liberally illustrated with photographs of Chesterfield past and present, and with plans, sections, and elevations of the old and new buildings described.

This is fascinating enough on its own, but the final chapter draws out of the story some 20 guiding principles of key significance, not only for Chesterfield, but also for cities and towns in all parts of the country.

BRIAN HENNESSY

'CLAUSE 19' – THE AFTERMATH

It has been unanimously decided by the Parliamentary Committee on the King's Cross Railways Bill to delete clause 19, which would have conferred power on the bill's promoters to purchase compulsorily and demolish or alter any buildings in a defined area, irrespective of whether the buildings were listed or formed part of a conservation area *(Conserv Bull,* **10**, 1–3).

Following a successful challenge by the promoters against the locus of English Heritage to petition Parliament in opposition to the clause, our efforts were thrown behind those of other petitioners to ensure that our detailed policy, legal, and procedural arguments were aired in respect of the principle of the clause and its effects.

At the same time, legal arguments in respect of the undertakings offered by the promoters to the Parliamentary Committee to alleviate the effects of the clause were promulgated. If accepted, these undertakings would have imposed a complicated procedure upon the

local planning authority and English Heritage, while removing some fundamental control over works to listed buildings. In our view, such a cumbersome agreement between a few parties was unnecessary, as the listed building code already exists.
Advice was also given to the Department of the Environment, some of which was followed in their amendments in detail to the Secretary of State's report to the Parliamentary Committee. We were also able ultimately, at the committee's invitation, to attend to answer members' questions about the effects of Clause 19.

DELETION OF CLAUSE 19

Two reasons were given by the committee for the deletion of the clause. First, its retention would result in the function of the planning authority devolving upon Parliament and in practice upon the committee. Second, the clause would set a deplorable precedent.
To perform the duty of a planning authority properly in respect of a large number of historic buildings would have extended an already extremely long committee stage and, in any event, it was not considered that any committee of the House would be likely to have the necessary expertise to carry out such a task.
It was further noted that the committee would also have been 'handicapped' by the fact that English Heritage was not entitled to appear. The committee regarded it as 'curious' that the promoters had asked them to carry out that function, while at the same time depriving them of the opportunity to hear the specialist evidence useful to them in carrying it out.
In terms of setting a precedent, the report stated that the promoters' sole argument in support of the clause was that it was necessary because of the sheer scale of proposed demolition; this seemed to be an excellent reason for retaining the safeguards of usual procedures. The committee conceded that 'it may be that from time to time it will be expedient to authorise the demolition of particular listed buildings by means of private legislation', but there seemed no justification for conferring by this means blanket powers to demolish a whole swathe of urban landscape. The committee considered that the enactment of the clause 'would have placed in jeopardy the whole existing system of safeguards for listed buildings under the general law.' It was observed with concern that, despite the promoters' assurances, similar clauses had been included in private bills deposited in that session: it was urged that the committees dealing with these should also delete these clauses.

MARGARET G SCOTT

TOWN SCHEME GRANTS 1988–90

The previous issue of the *Conservation Bulletin* (**11**, 10) reported offers made on our major grant schemes for the last two years. Figures for town schemes could not be included because of the reporting cycle for those schemes (the majority) managed for us by local authorities. The table now gives the appropriate figures.

	1988–9		1989–90	
	No	*Cost (£000)*	*No*	*Cost (£000)*
London	9	32	33	163
Rest of the country	1833	2714	2008	3048
Total	1842	2746	2041	3211

PETER de LANGE

WATERLOGGED WOOD

Following the conference on waterlogged wood held in January 1990 and its published proceedings, a booklet of guidelines has been produced by English Heritage. *Waterlogged wood: guidelines on the recording, sampling, conservation, and curation of structural wood* is available free of charge from English Heritage's Ancient Monuments Laboratory, Room 521, Fortress House, 23 Savile Row, London W1X IAB.

HISTORIC PARKS AND GARDENS

The Centre for the Conservation of Historic Parks and Gardens at the Institute of Advanced Architectural Studies, University of York, is again offering a series of short courses on dealing with historic gardens and landscapes and their management. The courses are designed for those whose work or interests bring them into direct contact with the conservation, care, and management of historic landscapes, gardens, estates, and the settings of historic buildings and monuments. Details can be obtained from the Secretary, IoAAS, The King's Manor, York YO1 2EP.

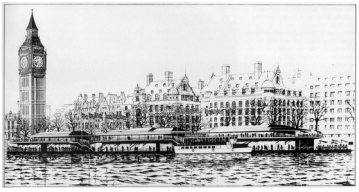
HERITAGE CONSERVATION COURSE

The Archaeology Unit of the Department of Tourism of the Dorset Institute will be running a new degree course this year, leading to a BSc in Heritage Conservation at the end of three years. This is intended to produce graduates able to operate in a practical and managerial capacity between scientific specialists, senior management, the public and private sector, and voluntary organisations. Further details are available from the Course Director, Archaeology Unit, Department of Tourism, Dorset Institute, Wallisdown Road, Wallisdown, Poole BH12 5BB.

COMMUNITY PRIDE AWARDS

The Civic Trust is again taking entries from local amenity societies for these awards which are sponsored by British Telecom. The awards are intended to assist societies in getting local improvement schemes off the ground. Entries have to be in by 31 October. Further details are available from the Civic Trust, 17 Carlton I louse Terrace, London SW1Y 5AW; tel 071-930 0914.

LONDON'S RIVER: A MAJESTIC SITE?



An artist's impression of the development at Westminster Pier and its probable visual impact

'Earth has not anything to show more fair', wrote Wordsworth of London's River Thames from Westminster Bridge in 1803, 'Dull would he be of soul who could pass by – A sight so touching in its majesty.' Yet, there seem to be those around today who see London's river, not with Wordsworth's appreciation of its visual majesty, but as a new site, ripe for development pressure.

One of the toughest battles to protect our historic environment so far fought by English Heritage concerned a 'site' in the very foreground of the so called 'Canaletto' view from Westminster eastwards towards the City. It concerned a spot which also features in picture postcard views of the Palace of Westminster, namely, Westminster Pier.

The present landing stage, it has to be said, is not really worthy of its setting, close to the Grade I listed Palace of Westminster, the Grade II* former New Scotland Yard, Grade II*

Westminster Bridge, Grade II* County Hall, and other fine monuments. Indeed, English Heritage would welcome a real improvement. Even so, it can be said in favour of the present pontoon that it is single-storeyed and fits into the purpose-designed recess provided by the noted Sir Joseph Bazalgette in the listed Victoria Embankment walls.
The new pier which was proposed in1987 would have been sited just slightly downstream from the existing recess and would have been approached over the top of the embankment wall, from a raised platform on the landward side, where the tapering steps now are. Overall, it would have projected about 130ft into the river, its length of 530ft would have been equal almost to that of Westminster Abbey, and its height would have been such that it would have topped the Embankment's 'dolphin' lamp standards at medium tide. The basic problem with the scheme, and the reason for such a large intrusion into this sensitive setting, was the inclusion of 30,000sq ft of commercial floorspace, about equivalent in size to three small office blocks. In short, the river was being regarded as a site, rather than as a sight.
This year, another 'site' in the river has been identified, this time for a heliport in the City of London, upstream from London Bridge and close to Fishmonger's Hall and Southwark Cathedral. Designed as a cantilevered structure, springing from triangular abutments, which would be anchored by piles driven into the river bed, the heliport would be on no fewer than six levels. Its deck, which would be more than 150ft square, would project nearly 200ft into the river and would be nearly 80ft above the navigation channel. On other levels, offices, reception space, a vehicle access platform, and other items would be provided. The Secretary of State has called the application in for his own determination and for consideration at a public inquiry during October.
The setting of the listed towers of Cannon Street Station may not be of the same architectural importance, as was the setting of the Palace of Westminster. Nevertheless, the same principle arises concerning the propriety, or otherwise, of treating the River Thames as just another building site. The Royal Fine Art Commission has made the point that the quality of space and light provided by the River Thames is one of the great characteristics of the nation's capital city. One can only view with mounting concern the prospect that could flow from a proliferation of such developments, were precedents to be set, upon the character and integrity of London's historically very important river, which provides a setting for some of our noblest buildings.

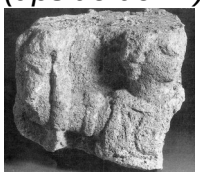
PHILIP WHITBOURN

STANWICK

The seventh and penultimate season of work by the Central Excavation Unit at Stanwick (situated about five miles northeast of Wellingborough along the River Nene) has concentrated on the investigation of the main residence. Here we have unearthed a remarkable collection of sculptured stone found within the walls of a building constructed in about AD 350. In this period, the gable of an existing aisled hall was remodelled and flanked on either side with a pair of pavilions, perhaps once of two storeys, with projecting wing rooms linked by a verandah. The pavilion on the south had three living rooms, two with geometric mosaics and another with a slate floor over a chanelled hypocaust; the pavilion on the north side incorporated a bath suite.
Most of the sculpture was found smashed and rebuilt into the walls of the south pavilion, especially the flues of the hypocaust, where, at one point, four pieces were found in a row. These included a decorated door or window head in the form of a scallop shell surmounted by two opposing full-scale human feet, the arm of a figure holding a spear, and another figure holding a spear and identified by her cuirass, which was decorated with an aegis possibly of Medusa, as Minerva. Other pieces of sculpture include a two-thirds life-size torso of a male nude, the foot of a figure perhaps riding a fabulous monster still with traces

of red pigment, a small nude female figure with her hands and legs bound, a full-size hand, and a large head of a water god with a sinuous beard representing falling water. The most striking piece, however, is the robust and finely featured head of a moustached barbarian being trampled beneath the hoof a horse, possibly an allusion to the conquest of Death over Evil – a scene often depicted on military tombstones in Britain and north Gaul. Other worked stones, mostly of Barnack limestone, include cornices, columns, and various decorated mouldings. We cannot be certain that they all came from the same building, but this is a strong possibility. It is initially difficult to identify the stones as decorated, as they are often encased in mortar which has to be carefully removed.

Stanwick: the side wall of a hypocaust channel with (from left to right) a fragment of architectural stone, a figure of Minerva holding a spear, an arm with a spear and a shield (upside down), and a possible head of an animal



The figure of Minerva with spear

Excavations on the villa have still to examine early levels, but the dismantling of the hypocaust to recover the sculpture has exposed earlier foundations. Whether these foundations represent an earlier villa or form part of the monument is not yet known, although it is clear from the massive scale and variety of many of the stones found that the sculpture originally embellished a large and highly elaborate monument which was perhaps supported on a sloping plinth. It is tempting to suggest that the window or door heads may have been false and decorated the inside of the structure. Topped with full-sized pairs of human figures, they must have been most striking.

Why the building was demolished has yet to be established, but it is possible that when the villa was rebuilt in about AD 350 the owners had become Christians and decided to remove pagan iconography; the building would have provided a ready source of stone to be recycled. Although there is no evidence for Christianity elsewhere on the site, there is considerable evidence for it further north along the valley, especially at Water Newton where a large hoard of Christian silver plate was unearthed. It is hoped that further excavation will resolve the mystery, but provisionally we may assume the monument to have been a mausoleum or conceivably a dedication to the emperor, especially if the complex formed part of an imperial villa estate.

DAVID S NEAL