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FIRE AND ITS AFTERMATH

PROTECTING HISTORIC BUILDINGS

The threat to historic buildings from fire and its aftermath is a significant one: in recent years, historic buildings of national and international importance (listed Grade I and II*) have been severely damaged by fire at the rate of one per year. The number of serious fires affecting Grade II listed buildings is more difficult to determine, as the official UK fire statistics, which are published annually, do not differentiate between listed and unlisted buildings or give any information on the age of buildings in which fires have occurred. However, at a conservative estimate, there may be as many as two serious fires each week in Grade II listed buildings. These statistics highlight the need for effective and appropriate fire precautions to reduce the potential for injury and loss to acceptable levels. The problem here is that the architectural and historic integrity of a building can be destroyed as easily by inappropriate fire precautions as by fire itself. Traditional requirements, laid down in codes of practice and official guidance, are based on the assumption that a fire has occurred and that measures must be provided to control its spread (eg fire-resisting walls and floors). This emphasis on 'passive' or structural fire protection is often unsuitable in historic buildings, particularly when it involves the need to upgrade the fire characteristics of historic fabric. In addition, the traditional requirements are concerned only with life safety and do not deal with the problems of protecting the building and its contents against fire.



Fighting the Totnes Eastgate fire on 4 September 1990 from the Fore Street side (Kent Shelley)

HERITAGE UNDER FIRE

The need to balance fire safety requirements with the special interest of historic buildings is emphasised in a recent Fire Protection Association publication *Heritage under fire – a guide to the protection of historic buildings*. The guide has been produced by the United Kingdom Working Party on Fire Safety in Historic Buildings which was set up in 1986 in the wake of the fires at York Minster and Hampton Court Palace. The working Party, chaired by the Director of the Fire Protection Association, provides a forum for discussion and exchange of ideas for representatives from over 20 organisations including government departments and agencies, the fire service, trade and research associations, and the professional bodies for architects, surveyors, insurers, fire engineers, and conservation officers, together with ICOMOS, SPAB, The National Trust, and English Heritage.



Totnes Eastgate: before and after the fire of 4 September 1990 (Devon and Exeter Press Service)



Sifting the debris after the Totnes fire: the fire spread rapidly through the undivided roof spaces in the building flanking the archway (Herald Express)

Heritage under fire promulgates a systematic approach to fire safety in historic buildings which treats each building on its individual merits and thus enables the appropriate package of fire precautions for that building to be specified. It also highlights the critical role that fire safety management plays in preventing fires (which must be the best approach for historic buildings) and in mitigating losses when a fire occurs. The publication of the guide comes at the end of a decade in which traditional approaches to fire safety have been challenged by the evolution of radical concepts in the design of new buildings which are incompatible with traditional requirements. For example, large and complex buildings, such as shopping and leisure centres, incorporate extensive open spaces and may accommodate well in excess of 10,000 people.

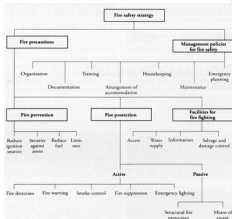
Developments of this type are stimulating a wide-ranging debate about the direction that fire safety in buildings should take. This debate has been given added impetus by recent disasters, such as the King's Cross Underground fire and Piper Alpha, which have directed attention to aspects of fire safety previously ignored or discounted in the traditional approach. Paramount amongst these is the role of fire safety management and a more scientific approach to determining required levels of structural fire protection based on

assessment of real fire severity, rather than simple concepts of specified periods of fire resistance. Another factor influencing the debate has been the improving performance and reliability of 'active' fire safety systems (eg smoke detection) brought about by technological developments in the last decade.

This debate has already led to changes in building legislation away from the traditional prescriptive approach to one based on functional requirements which simply state the purpose of the legislation, rather than how the requirements are to be achieved. This change has been specifically introduced to permit a more flexible approach to fire safety instead of insistence on compliance with British Standard Codes of Practice or other similar guidance.

It is now open to the designer to devise alternative solutions based on fire engineering principles which take into account all of the factors affecting fire safety in a particular building. This approach to historic buildings makes it possible to develop a fire safety strategy for a specific building which will involve a mixture of 'passive' and 'active' fire safety arrangements, together with management policies and procedures to ensure the effective operation of the strategy. In this way, it is possible to achieve the required standards of fire safety with the minimum irreversible disturbance to the fabric of the building.

When developing a fire safety strategy for a building, there is a need to differentiate between provisions for life safety and property protection. Whilst standards of fire safety required for the safety of the occupants of the building will generally help to reduce damage to property in the event of a fire, further measures may be needed to protect the building and its contents. Structural fire protection, therefore, should be provided where it does not detract from the character of a building, for example, by adding fire stops within undivided roof spaces.



Components of fire safety strategy: each component makes a contribution to the attainment of fire safety objectives; they should not be considered in isolation, but as an interactive system

FIRE SAFETY MANAGEMENT

The important role of management in fire safety has long been recognised. However, it has been largely ignored in the traditional approach. Human behaviour plays a critical role in fire safety, both in terms of causing or preventing fires, and in the actions taken in response to a fire. Management in this context seeks to control human behaviour to ensure that it is beneficial rather than harmful. Unfortunately, recent disasters have been characterised by a failure of management, individual and corporate, either before or during the incident.

Any strategy for fire safety applied to specific buildings will comprise a number of features (see diagram). On one side are the fire precaution measures, which include traditional safeguards preventing the outbreak of fire, active and passive means of actual protection against its outbreak, and the necessary facilities for fighting a fire once it has broken out. On the other side of the chart come the management policies for fire safety, the adoption of which will ensure the effective operation of the strategy as a whole.

One of the main recommendations of *Heritage under fire* is that the role of fire safety manager must be clearly assigned to someone who can carry the responsibility and is in a position to see that the policies are in place. The role includes:

Organisation – establishing a management and staff structure with clearly defined responsibilities for each post; monitoring performance

Documentation – preparing archive of building and its contents; preparing a written plan of procedures to be adopted in the event of fire; preparing documentation for use by Fire Brigade in emergency; keeping records of all fire safety arrangements and of housekeeping and maintenance inspections, fire safety audits, training, and fire drills

Training – ensuring that all staff are aware of their responsibilities and the actions to be taken in the event of fire, including the use of any portable fire fighting equipment; carrying out regular fire practice drills

Arrangement of accommodation – ensuring that room uses are consistent with fire safety requirements

Housekeeping – maintaining high standards of housekeeping to minimise risks of fire, eg control of smoking, refuse disposal, use of equipment, storage of combustible materials, closing doors at night

Maintenance – ensuring that fire safety systems are correctly maintained and operational

Security – ensuring that the building is safeguarded against intruders and the risk of arson

Fire safety auditing – evaluating, with professional advice, the effectiveness of the fire safety arrangements on an ongoing basis

Emergency planning – preparation of a written plan of procedures to be adopted in the event of fire, in liaison with the Fire Brigade.

FIRE SAFETY – A NEW APPROACH

This approach to fire safety is still somewhat new, and it is likely to be some years before it replaces the traditional system which has remained substantially unchanged for nearly 50 years. It requires a high level of expertise and there may be reluctance on the part of Fire Authorities to accept an alternative approach, unless the case is prepared and presented by a suitably qualified fire engineer. In any event, close liaison with the Fire Authority is necessary from the outset, if the approach is to be successful.

Proposed changes in the Building Regulations in 1992, which will bring means of escape for buildings of all purpose groups under the control of Requirement B1, may offer greater scope to apply to the Secretary of State for the Environment for determination where agreement cannot be obtained locally.

It is to be hoped that the publication of *Heritage under fire*, together with forthcoming (1992) English Heritage publications on structural fire protection, and management of fire safety in historic buildings will help highlight and inform alternative approaches and promote a greater awareness of these within Fire Authorities.

Fire is without doubt the most potent and dangerous of all the destructive agencies to afflict historic buildings. It is also the one which is most in our power to control. To quote Lord Montagu in his foreword to *Heritage under fire*: 'Whether we are involved with historic buildings as owners, managers, professionals, contractors, users or simply visitors, we all have collective and individual responsibilities for safeguarding our heritage from the effects of fire and its aftermath.'

IAIN M^cCAIG

EDITORIAL

GOVERNMENT INCREASES ENGLISH HERITAGE FUNDING

In October 1990, I wrote about the financial constraints which have been biting hard into English Heritage's activities. It was therefore all the more welcome that the Chancellor's November statement announced that our provisional allocation of funds from central

government for 1991–2 would be raised by £9.5m, while our planning figure for 1992–3 would go up by £16.2m and for 1993–4 by £20.9m.

Even allowing for current inflation, these are hefty sums. In cash terms, they represent year-on-year increases of 14%, 14%, and 7%, and, for the first time, give us sensible planning figures up to three years ahead. Previous settlements have tended to be lower and to concentrate on the coming budget year. Our 1990 Corporate Plan (printed in summary in the last issue of the *Conservation Bulletin*) provided a detailed base for our bid for funds, and Government has acknowledged this in a realistic settlement structured over the full plan period.

BUDGET SETTING: THE GOVERNMENT'S TIMETABLE

Our financial planning is governed by the annual government budget setting process. This begins each year in March when we are asked to update our planning figures for a year's time, based on guideline figures which we originally prepared twelve months ago.

Decisions on levels of funding are then taken during the summer and emerge in the Chancellor's annual autumn statement in November, when we are told of our funding levels for the year ahead and given planning guideline figures for the following two years. This lengthy process causes us considerable management problems. Our bid for any additional funding has to be clear and detailed, setting out needs and reasons against past and predicted performance. It is in competition with many others and has to be well-founded, if it is to succeed.

In the past, settlements have been realistic for the first year with token amounts for those following. It is vital, however, that we have the ability to plan further ahead than one year as a commitment made this year, for instance on grant offers or major monument repairs, will often be for a programme of work which may last some considerable time. The most obvious sign of this in our 1989 and 1990 Corporate Plans was the increasingly heavy forecast deficit budgets for the second and third of the three years for which we had to plan. We felt, however, that to cut back our levels of activity substantially for these years—with all the disruption that might entail to established work programmes — was not realistic when there was every likelihood that a realistic look at real requirements for the coming year within the next financing round might recognise that more resources were in fact needed.

OUR 1990 SETTLEMENT

In 1990, we planned our bid for supplementary funds on three fronts to restore eroded funding for our major grant schemes and the care of our own estate to control the trend for our salaries bill to grow faster than our overall resources to provide funds for new specified activities.

Taking these in turn, inflation — and particularly fierce price increases in the building industry — had severely restricted the buying power of our major programmes. For example, our grant schemes had risen slightly in cash terms from £28.8m in 1986–7 to £30.0m in 1990–91; but, when adjusted for building costs index increases, there was a steep drop from the equivalent of £44.7m in 1986–7 to £30m in 1990–91. We aimed to reverse the trend and bring back spending levels closer to those of earlier years.

So long as our staff are employed on terms analogous with the civil service, our salaries bill is largely set by others, not by us. Pay settlements have for some years run ahead of the allowance we have had for inflation, so we have had to eat into operational budgets simply in order to maintain our staffing levels to match the work that we have to do.

New activities are essential; they include our increasing emphasis on work to assess the overall state of the nation's historic environment and to produce a reasoned assessment of need. This operates through the 'buildings at risk' register and through the Monument Protection Programme, the review of statutory lists, and related exercises.

The November 1990 settlement met the bids made in respect of these three elements. In addition, the Government gave us additional funds for a new scheme for grant-aid to cathedrals, which had been proposed in the recent environment White Paper, *This common inheritance*. £11.5m has been provided, spread over three years, for English Heritage to set up and administer the new scheme. Work is already under way with the church authorities, and we hope to have the initial details settled in time to start operating the scheme early in the next financial year.

The satisfaction which we can feel with the level of this settlement, compared with other ones, does not, unfortunately, mean that all the problems have disappeared.

Commissioners are currently considering the detailed allocation of funds in next year's budget, and it is already obvious that we will be hard put to restore all the buying power which our grant programmes had in earlier years. The longer term message, of continued pressure on resources, in the face of increasing expectation and need, must be borne in mind.

JENNIFER PAGE

Chief Executive

THE ADAM LIBRARY CARPET RECREATED AT KENWOOD

Robert Adam's 'Great Room' at Kenwood is the subject of a long-term restoration programme. More familiarly known as 'The Adam Library', it should be regarded as a manifesto of his ambitions around 1770. The subject of four engravings in his *Works in architecture*, it was designed as a complete furnished interior, including settees, stools, paintings, mirrors, and curtains. The room remained intact, if rearranged, until the contents of Kenwood were sold at auction in 1922 by the descendants of Adam's patron, William Murray, first Earl of Mansfield. When Lord Iveagh purchased Kenwood in 1925, the only original objects to remain the house were two vast, fitted pier glasses, two curtain cornices, and a carpet, all in the Library.

As recently as 1970, the same wall-to-wall carpet was cut up and reduced to form a rectangle. Threadbare and framed by a 1950's parquet floor, it became fragile and unfit for visitors. Moreover, it gave a misleading impression of the colour and the scale of the room. A new carpet, evidently only the third in Kenwood's history, has now been created and installed.

The first reference to a carpet in the Library is in the earliest known Kenwood inventory, drawn up in 1831. The description of the 'Library' begins with 'A Crimson Color'd Druget made and fitted to floor about 104 yds'. This entry is corrected to read 'Cut pile bordered Carpet made and fitted to room'. There was also 'A large size hearth Rug to Correspond'. In the next inventory, drawn up in 1840, it is 'A crimson color'd cut pile border.^d Carpet & fitted to floor ab. 104 yds'. The extent of the cut pile or 'Wilton' carpet, fitted flush into the alcoves, is further confirmed by the first visual evidence: photographs of the room published in *Country Life* in 1913.

In 1922, the catalogue of the Kenwood auction described under lot 914 'Specially designed Wilton Pile Carpet, old rose ground and old gold border of 'Adam' design, size 63ft by 24ft'. It was sold for £30 to 'Lenygon', doubtless the American interior decorators Lenygon and Morant. This reveals the existence of an earlier Kenwood Library carpet, no doubt supplied through William France, who provided the Library furniture and curtains to Adam's design in 1770. The auction catalogue reveals that the earlier carpet similarly covered the full dimensions of the floor and that it too was a bespoke Wilton in rose and gold with a border of 'Adam design'. The surviving carpet would have been commissioned by the third Earl of Mansfield around 1818. He redecorated the house in the fashionable Regency taste, following extensive repairs to the fabric by the architect William Atkinson.

Differences between the curtains and case covers, as described in William France's account of 1770, and in the inventory of 1831 confirm that Mansfield and Atkinson redecorated the Library. Unfortunately, no account for the first carpet is yet known, but it may yet be found within the Mansfield family papers at Scone. In the 1950s, the first curator of Kenwood, Lorraine Conran, endeavoured to trace the first carpet through Lenygon and Morant, but without success.



The recreated carpet installed in the Library at Kenwood

Adam is known to have designed carpets for at least 11 London houses and 12 country houses. A popular notion of his carpet designs is that they mirrored the elaborate geometry and varied shades of his innovative ceilings. At Kenwood, the ceiling is so extraordinarily elaborate that a mirror image underfoot would have been quite overwhelming. Only the border, an anthemion frieze, was repeated in the carpet. The absence of any designs by Adam for the Kenwood carpet further indicates that the original could have been as simple as the auctioneer's description.

There was another advantage to confining the designed decoration to the border and keeping the field plain: the cost would have been within the relatively limited means of Adam's patron at Kenwood. Wilton was cheaper than the seamless, bespoke hand-knotted Axminster or Moorfields carpets normally associated with Adam and his wealthier patrons (for example, at Harewood, Osterley, Syon, Saltram, and Newby). Unlike Axminster or Moorfields, Wilton could be produced in long strips (usually 27 inches, but occasionally 36 inches in width) ready for sewing together; consequently, it was more suitable for rooms where the floor was to be totally covered, including any recesses. The choice of Wilton might also have been influenced by William France, who in 1764 supplied a Wilton bed carpet designed by Adam to Sir Laurence Dundas at Moor Park. Wilton was not regarded as a cheap form of carpeting, of course, but it gave a softer, velvet-like effect than the more common alternative, Brussels carpeting, with its looped pile. The potential claim to fame of our lost carpet as the earliest architect-designed Wilton for a grand saloon remains to be disproved.

A 'wall-to-wall' carpet surprises many visitors today, and it might seem out of period. Carpets 'fitted to floor' could not be rolled up conveniently, particularly for dancing or for cleaning, when they extended beneath the legs of chairs arranged around the walls and beneath marble-topped pier tables. The change in fashion had, however, been noted by Isaac Ware as early as 1756, when he wrote in his *Complete body of architecture*, 'it is the custom almost universally to cover a room entirely; so that there is no necessity of any beauty or workmanship underneath'. The fashion for framing a carpet with a yard of floorboards returned in the early nineteenth century. J C Loudon wrote in his *Encyclopaedia* (1833): 'The carpet should be of thin material, covering a great part of the room, but showing about a yard all round it of the polished oak boards. It should of course be a bordered carpet; the colour of the ground a shade of fawn; the pattern chiefly shades of crimson.' The design (if not scale) of Kenwood's carpet presumably conformed to Loudon's *Beau Ideal*.

For only the second library carpet in Kenwood's history, it has survived remarkably well. However, the Mansfield family did not live at Kenwood in the nineteenth century, so the second carpet would have received little wear. The Earls of Mansfield preferred their

Scottish seat, Scone Palace, but came to London for the season. The west-facing Music Room, built by the second Earl with an elaborate parterre garden alongside, would have been the preferred focus of social activity. While the Library carpet remained undisturbed, successive Earls of Mansfield passed through Kenwood, the estate was broken up, the house was finally emptied, and then refurnished as part of The Iveagh Bequest, and generations of visitors looked up at the Library ceiling, bringing regular wear and tear at last to Kenwood's only surviving carpet.

The deduction from documentary sources, that the tattered library carpet, cut down to form a rectangle, is a Regency copy of the original wall-to-wall carpet, was further established through analysis of the carpet itself. Wendy Hefford of the Victoria and Albert Museum dated an anonymous fragment to circa 1810 to 1840. Her analysis ruled out the possibility that the border frieze might be the original, surrounding a later field. Only the central rosette in the surviving carpet seemed out of place, being of an illusionistic, three-dimensional design unlike the border and lacking any relationship with the ceiling. This motif may have been an embellishment by the third Earl to break up the plain field of the original. Analysis also revealed the extent to which the carpet had faded in just the last twenty years. A fragment folded over to fit around a column indicated a wealth of colours lying beneath the familiar black, pale pink, and grey surface.

The choice between retaining the tattered remains of the carpet on display, purchasing a genuine eighteenth-century carpet designed by Adam for some other house, or recreating the lost original was not a difficult one. In the absence of lost originals, curatorial policy for the historic house museums is to seek first a period equivalent, rather than to replicate. The production of replicas is a highly emotive subject; it evokes accusations of introducing fakery and fraudulence into a fragile context of mutual trust, where visitors expect curators to present 'genuine' historic objects. However, where an exact equivalent is essential, but not available, a modern replica can be less misleading than an alternative from the same historic period. In the case of the Kenwood Library carpet, a carpet designed by Adam for another house would not have enhanced the design, proportions, and colours of the room, whilst being, at least five times the price of a replica. A 'Regency' carpet in the Adam style would have been cheaper, but even less relevant to the room. Once the ceiling paintings, paintwork, and gilding had been cleaned in the autumn of 1989, the surviving carpet seemed even more discordant and tattered, floating without any magic on a cloud of 1950s LCC parquet flooring. Moreover, it was unsafe for visitors, thereby denying access to the Library, even on special occasions. Meanwhile, it would continue to fade unless the blinds were kept permanently down, blocking out the famous prospect across the landscaped estates towards the City, which so inspired Adam. The decision to retire it into store and create a replica was readily made.

The commission was given to David Luckham, who had recently completed the reproduction of the Library carpet of 1846 at Arundel Castle, with Woodward Grosvenor, the specialist weavers and manufacturers of carpet who were celebrating their bicentennial and were currently weaving carpets for Frogmore.

Copyright for future reproductions was retained by English Heritage. In omitting the central rosette, the replica would in fact replace the lost 1770 carpet and not its Regency successor. In the same way, the Library's festoon curtains had been recreated recently to the 1770 account, rather than to the 1831 inventory. The hearth rug, mentioned in the 1831 inventory, was not recreated, as these thick, highly durable items were an early nineteenth-century fashion.

A section of the border, with its two-foot long repeat, was removed for analysis. Counting the warp and weft revealed a 10 x 10 pitch 3 shot worsted carpet. Although the overall surface colours had faded, the roots of the dense worsted pile were safely preserved and revealed an astonishing total of five different colours. Instead of grey, there was green, used to model the anthemion leaves with shadows, and instead of off-white a rich gold to

echo the gilded ceiling. A selection of the unfaded 'dead run' yarns was removed from the back for colour matching. A ribbing effect was noticed, characteristic of carpets woven on hand-powered looms, but impossible to simulate on modern machine-driven carpet looms. However, David Luckham had for some time been trying to achieve this effect by using different yarn counts and had found a combination that, during wear, would gain this characteristic.

In producing the replica, the 27 inch loom width of the eighteenth century was preferred to the broadloom of nineteenth-century mechanisation. A concession to the late twentieth century was the mix of 20% nylon and 80% wool to withstand visitor wear (modern footwear would have a different effect on the lustre) and the tension of modern machine weaving. Computers were used to facilitate analysis of the border pattern and the computer image on graph paper was touched up by hand to soften the geometry, prior to the cutting of Jacquard cards for the looms. The recreated border design and the colour yarn samples were checked for accuracy before a sample length of border was produced. Prior to installation, old photographs were studied to determine whether or not the border followed the recessed bays flanking the fireplace and if it followed the hearth stone exactly: neither had been the case. Fitting also required the taking of templates of each semicircular alcove, to ensure accuracy when mitring the border.

The finished carpet is quite magnificent, in both its details and general effect. The overall warmth, colour scheme, and proportions of the room have been restored at a single stroke with the deep crimson and gold echoing between the ceiling painting, gilding, and curtains. Suddenly Adam's 'Great Room' is now less intimidating, more luxurious, and welcoming in character. Following the recent cleaning of the paintings, paintwork, and carved marble chimneypiece, and recreation of the curtains and carpet, the next stage is to solve the problem of the vacuum left by the removal of the portrait of Lord Mansfield. The full restoration of the Library may take generations, but its third carpet will remain and could even outlast its predecessor.

JULIUS BRYANT

COMPULSORY PURCHASE AND MINIMUM COMPENSATION

When an owner has deliberately neglected a listed building to try to justify its demolition, the law allows for compulsory purchase with minimum compensation (Planning (Listed Buildings and Conservation Areas) Act 1990, Section 50). It is not surprising that such an extreme measure has been relatively little used, but in the last year two cases have shown that it can be successfully employed when necessary.

North Shropshire District Council has completed the acquisition of Pell Wall Hall after an epic struggle over nearly 12 years. This outstanding house, listed Grade II*, was designed by Sir John Soane and seemed likely to follow many of this unfortunate architect's other buildings into oblivion. The owner first sought consent to demolish in 1978 and has used all the legal rights available to him to pursue that option, including various court hearings leading to the House of Lords. Pell Wall Hall became a test case. English Heritage has supported the local authority in its actions and provided grant-aid for urgent works. The Secretary of State confirmed the CPO with minimum compensation and the Lands Tribunal has now set the price for the house together with 4.35 acres of land at £1. The local authority was also awarded costs.

Canterbury City Council set out to save Vale Farm at Broad Oak, a seventeenth-century brick farmhouse probably incorporating an earlier timber-framed building. It was in good condition when purchased by the Mid-Kent Water company in the 1970s. Although planning permission for a reservoir on the site was refused, the building was allowed to decay and the company eventually applied for consent to demolish it. The Secretary of

State has now refused that consent and confirmed the council's compulsory purchase order with minimum compensation. The amount has yet to be determined.



Pell Wall Hall, compulsorily acquired for £1, has now passed to the British Historic Buildings Trust which had contracted to acquire the building from the local authority before the Repairs Notice was served; the original scheme for repair is under review, because of the fire which seriously damaged the structure in 1986, but the structure has been stabilised (using the powers under S54 – previously S101) and full repairs can now be implemented

Compulsory purchase will always be a last resort. English Heritage hopes that most owners of buildings which are at risk can be persuaded to look after them or else to dispose of them to somebody who can make use of them. But it is important that local authorities have the power to ensure that a listed building is properly preserved. The decision of the Lands Tribunal over Pell Wall Hall has converted a legal power into a financially significant one. Minimum compensation is not just a phrase.

VANESSA BRAND

ARCHAEOLOGY AND THE TRUNK ROADS PROGRAMME

In May 1989, the government published a White Paper, *Roads for prosperity*, which announced a greatly expanded motorway and trunk road programme; schemes costed at over £6bn were detailed which more than doubled the existing programme. Additional schemes were announced in a further report in February 1990, *Trunk roads, England: into the 1990s*, which brought the total trunk road development programme to over 2500 miles (4000km), costed at £12.4bn (at November 1987).

This is a massive programme of development, possibly involving a landtake of some 15,000ha. Over the next decade or so, the archaeological impact of this programme will be greater than any other single development, and so English Heritage commissioned an assessment of the likely impact on the archaeological resource from Environmental Resources Ltd; a summary of this report and a review of its implications have been published by English Heritage (September 1990), as part of our response to the Department of Transport's proposals.

The study used a combination of statistical analysis, detailed case studies, and comparative project reviews to provide a rapid national quantification of the scale of the likely impact of the trunk road programme. With the assistance of the National Archaeological Record (RCHME) and local authority Sites and Monuments Records the following conclusions were reached:

- i) that over 800 archaeological sites could be affected by the trunk road programme, based on existing records
- ii) this is likely to be a significant underestimate due to the nature of our database and the archaeological resource
- iii) that without measures being taken to avoid or mitigate the impact the archaeological recording costs involved could be in excess of £70m
- iv) that the archaeological impact of proposed road schemes must be fully assessed in advance of route selection to facilitate the avoidance or mitigation of damage to monuments
- v) that greater weight must therefore be given to environmental (archaeological) considerations in the process of trunk road planning and assessment.

There will also be a further impact arising from local authority road schemes, but it is important to address these issues nationally and to set a framework of standards and procedures within which individual issues can be resolved.

The DTp has acknowledged that environmental considerations have a significant role to play in planning the trunk road programme and can even outweigh the economic considerations involved in decisions. However, the process by which such conclusions are reached is not clearly set out, and there seems to be no way to assess how much significance environmental factors have been accorded in decision-making.

One way to make such judgements would be to assign monetary values to environmental impacts, and this possibility is being considered by the Standing Advisory Committee on Trunk Road Assessment. English Heritage has commented on this suggestion, and in our study a hypothetical costing exercise was carried out which produced the figure of over £70m which has been quoted for the potential archaeological recording costs of trunk road impact; however, it must be emphasised that this exercise was carried out in order to illustrate the huge financial implications involved if we fail to agree on adequate measures for the assessment and protection of archaeological sites. We do not regard the cost of archaeological recording as the 'value' of irreplaceable monuments.

The importance of adequate assessment of archaeological implications at an early stage in the planning process, and the subsequent consultation on and accommodation of those constraints, is clear. We must try to preserve the fragile and finite archaeological resource and, only where that option has been assessed and outweighed by other factors, should we consider the excavation and recording of sites and monuments.

These points have been set out most recently by the DoE in *Planning policy guidance: archaeology and planning* (PPG 16), and generally accepted by the DTp in a parliamentary answer in December 1990, where the principle of prior assessment of the impact of trunk road routes is discussed. What is now required is a coherent and consistent framework for that process of assessment and response to potential impact. English Heritage is pursuing several issues with the DTp. We are advising on the revision of the Department's own *Manual of environmental appraisal*, and we hope that this consultation will result in a better procedural approach to the issue of archaeological assessment. We are also cooperating with the DTp in the production of guidance notes for highway engineers, so that individuals who have to deal with the practical issues on site are adequately briefed and informed about the possible archaeological implications of their work.

We are discussing the funding of archaeological work on trunk road schemes, in relation to both the present annual transfer of funds (set at £500,000 in 1990–91), which the Department makes to English Heritage as a contribution to our costs on these projects, and on the procedures for dealing with individual cases which at present may vary from region to region. A further approach is considering the impact of major route improvements which cross several regional boundaries, such as the A1 (London–Newcastle) and M25 (London Orbital), through single, integrated assessments, rather than a series of individual projects on short sections of the routes. We will, of course, follow these up in detail with the regional transport and archaeological bodies.

In our review of these issues, we are in contact with archaeological bodies, such as the Association of County Archaeological Officers and the Council for British Archaeology, and also with fellow conservation bodies, such as the Countryside Commission and the Royal Society for Nature Conservation.

The national initiatives outlined above are important steps in overcoming the *ad hoc*, scheme-by-scheme approach which has produced such varied responses in the past and hinders the work of archaeological bodies and the DTp. In the recent 'green' White Paper on the environment, the government has said that it 'has the opportunity to lead by

example'; the question of the archaeological impact of the trunk road programme is clearly one such opportunity.

GERRY FRIELL

DOWNE BARNS MOATED SITE

Some 11 miles due west from the centre of London, lying south of Northolt Aerodrome, the open farmland rises gently to the crest of a ridge. Along this ridge runs an old road, dividing the ancient parishes of Northolt and Ruislip, and today marking the boundary between the London Boroughs of Ealing and Hillingdon. This commanding site was chosen for the construction of the moated Manor House of Down, founded in the later twelfth century and linked by documentary evidence to the neighbouring important Saxon site of Northolt.

The manor was owned at various times by the Constable of the Tower of London, Roger de la Doune, Simon de la Doune, Sheriff of Middlesex, Thomas Holland, husband of Joan, the Fair Maid of Kent, and Nicholas Brembre, who was executed for treason in 1388. The buildings were demolished at this time. In the sixteenth century, a farmhouse was built to the east of the moated site, refurbished in the eighteenth century and finally demolished in 1954, after sustaining bomb damage in the Second World War. In 1958, excavations discovered remains of a central hearth, but nothing now remains above the ground. The area is now a working farm, with barns to the west and a small modern farmhouse to the north-east.

The original scheduling documents describe 'a rectangular moated site of large dimensions, the moat much overgrown, but still waterfilled.' In June 1980, the place was a sorry sight: the stagnant moat was surrounded by old, split, and disintegrating willows, the water filled with weed and dead wood and masked by overhanging vegetation. The western arm was filled with dead carriages and rubbish which had been tipped down the bank over many years. The interior was a tangled mess of bramble and scrub, with a few ancient fruit trees, and even the rotting carcass of an old bus.

The land is today owned by All Souls' College, Oxford, and farmed by a local farmer. The farm manager was interested in the site from the outset, but, since he had no labour available, could do little but use the interior as a run for a large pig named Doris! In recent years, dereliction increased, and the moat became rank.

The Ancient Monuments Acts make provision for agreements under which those who are responsible for scheduled monuments can receive payment to encourage positive steps towards their improved care and management. These agreements are individual to the needs of each particular site, but can cover such aspects as the costs of establishing grass cover by scrub control and grazing, of stabilising earthwork remains, of fencing, or of a management regime, perhaps by hand-mowing or spraying, which will protect the archaeological features. In 1985, a management agreement was discussed for the Downe Barns site, but it was not until 1987, when the Herts and Middlesex Wildlife Trust became involved, that the proposal to enter into such an agreement was seriously investigated. Since the signing in summer 1989 of an agreement with the Trust, and active participation by BTCV and local groups, the last few months have witnessed a complete metamorphosis.



The stagnant moat prior to the cleanup operation, showing the remains of felled trees and the accumulation of rubbish and debris (I Johnson)

In November 1989, five stalwarts had in half a day cleared a quarter of the scrub from the interior and were burning the brushwood. Later that month, 29 volunteers spent a day at Downe Barns. By February 1990, the site was transformed, a moated site worthy of the description. A healthy grass cover had spread over two-thirds of the interior, the old bus had been dismantled, wood had been dragged from the moats, and many of the old willows re-pollarded. Stockproof fencing had been erected on one side, with labour provided by the Farnborough College ecology students on an HND course. A year later, the bus is gone and the fencing has been completed. In the short term, the site will continue to be grazed by Doris and cut twice per year. The introduction of sheep is an option for the future. Further pollarding of willows has been undertaken and some rubbish removed from the tip. The water in the moat may be refreshed by limited silt removal under archaeological supervision, although this work is not scheduled for the immediate future. The Herts and Middlesex Wildlife Trust have been astounded by the rapid colonisation of the land by the rare green hellebore plant and by the increase in numbers of the great crested newt, and delighted by the arrival of many wildfowl. The site is to be included as an attraction on a West London footpath walk, and leaflets are being prepared by the Trust and the Ruislip Local History Society, the latter also providing an honorary Site Warden. It is hoped to find a sponsor for the publication of the leaflets. Articles have already appeared in the local press on several occasions. In September 1990, there was an official opening of the moated site to coincide with the Battle of Britain. Northolt Airport, overlooked by the monument, is the sole remaining operational Battle of Britain airfield. Within the constraints imposed by its location as part of a working farm, it is hoped to organise guided visits by appointment with the farmer.



Downe Barns: the freshly cleared moat and pollarded willows; contrast this view with that showing its state before work began (Helen Paterson)

This achievement at Downe Barns is a fine example of the benefits of a section 17 agreement. It has reestablished the integrity of the monument, benefited the farming regime, helped to embrace the wide variety of conservation interests, and has involved several local and national groups. The final result will be the transformation of a derelict site from a rank wilderness into a pleasant place of interest to the public and of use to the farmer, and a haven for wildlife. A valuable archaeological and educational resource has been rescued from obscurity.

The Management Agreement was made between English Heritage and the Herts and Middlesex Wildlife Trust (as nominated agents of the occupier), for a period of three years and for the total sum of £2700. This sum is broken down into £1500 for capital costs, eg fencing, interpretation panel, and initial clearance, and £400 pa for maintenance of the site.

HELEN PATERSON

STATUTORY ALL-CHANGE

On 24 August 1990, the Planning (Listed Buildings and Conservation Areas) Act 1990 came into force. The new Act consolidates the principal provisions relating to listed buildings and conservation areas which previously appeared in the Town and Country Planning Act 1971 and elsewhere. It does not introduce any changes of substance in the law.

Those of us who had grown familiar with the previous statutory sections and bandied about references such as 'a 101 notice' (the old, urgent works-provision) and 'section 277 (8) consideration' (the duty to pay special attention to the desirability of preserving or enhancing a conservation area) may find it difficult to relearn the new section numbers. To help readers, there follows a gallop through the 1990 Act.

The Act, which has 94 sections and four Schedules, is divided into four Parts. Part I (with 68 sections) covers listed buildings, Part II (with 12 sections) conservation areas, Part III (with ten sections) is headed 'General', and Part IV (with four sections) is headed 'Supplemental'.

LISTED BUILDINGS

The first six sections of the Act cover the listing process. Section 1 (previously section 53 of the 1971 Act) deals with the compilation of lists by the Secretary of State. The definition of 'listed building' to include objects or structures fixed to the building and pre-1948 objects or structures within the curtilage is at section 1(5). The procedure whereby local authorities (and English Heritage in London) may temporarily list buildings by serving a building preservation notice (previously section 58 of the 1971 Act) is set out at sections 3 and 4. The provision whereby the Secretary of State may issue a certificate that a building will not be listed within the following five years (previously section 54A of the 1971 Act) is now at section 6.

Sections 7 to 26 contain provisions relating to the need for listed building consent and the procedure whereby listed building consent is to be obtained. Section 7 lays down the general prohibition on carrying out works 'for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest', unless listed building consent has been obtained. This central provision was previously at section 55 of the 1971 Act. The criminal offence which results from a contravention of that prohibition is found at section 9. At subsection 9(3), the four-branched 'health and safety' defence is set out (this previously appeared at section 55(6) of the 1971 Act).

The procedure for applying for listed building consent is now set out more clearly in section 10 and the following sections. A good deal of this was previously in Schedule 11 to the 1971 Act. The power of the Secretary of State to call in an application for his own decision is now contained in section 12 (previously it was found in paragraph 4 of Schedule 11 to the 1971 Act). The duty of a local authority to notify the Secretary of State of applications which they intend to grant is set out in section 13 and the duty of London boroughs to notify English Heritage of such applications appears in section 14. These notification procedures are subject to various qualifications currently prescribed in ministerial directions in Circular 8/87. Those directions (and the Circular) will continue to apply to the new statutory provisions in the same way as they apply to the repealed provisions. An updated Circular is in the process of being drafted by the Department of the Environment. Section 16(2) contains the provision (which previously appeared in section 56(3) of the 1971 Act) which requires local authorities and the Secretary of State when considering applications for listed building consent to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.' The old section 56(3) applied this requirement to applications for planning permission as well. That half of section 56(3) now appears at subsection 66(1) of the 1990 Act.

Sections 17, 18, and 19 relate to conditions attached to listed building consents. They derive from sections 56, 56A, and 56B of the 1971 Act. Sections 20, 21, and 22 deal with appeals to the Secretary of State. Sections 23, 24, 25, and 26 cover the revocation and modification of listed building consent. Much of this material derives from Schedule 11 to the 1971 Act. Sections 27 to 31 lay down the circumstances in which compensation is

payable for refusal, revocation, or modification of listed building consent. Sections 32 to 37 relate to listed building purchase notices. These sections derive in the main from sections 171–190 of, and Schedule 19 to, the 1971 Act.

Section 38 of the 1990 Act provides for the issue of listed building enforcement notices (previously section 96 of the 1971 Act). Sections 39, 40, and 41 relate to appeals against such enforcement notices (previously sections 97 and 97A of the 1971 Act), whilst sections 42 and 43 deal with the consequences of a failure to obey such enforcement notices (previously sections 98 and 99 of the 1971 Act). Section 45 confers enforcement powers on English Heritage in respect of London (previously section 99B of the 1971 Act) and section 46 provides that the Secretary of State may serve an enforcement notice (previously section 100 of the 1971 Act).

Sections 47 and 48 of the 1990 Act replace sections 114 and 115 of the 1971 Act. They permit the compulsory purchase of a listed building which is not being properly preserved, following the serving of a repairs notice. Sections 49 and 50 concern the compensation payable upon such a compulsory purchase. Section 50 allows a direction for minimum compensation in circumstances where the building has been deliberately allowed to fall into disrepair for development reasons (previously sections 116 and 117 in the 1971 Act). The powers of a local authority to acquire voluntarily buildings of special architectural or historic interest (previously in section 119 of the 1971 Act) now appear in section 52. Sections 54 and 55 of the 1990 Act replace sections 101 and 101A of the 1971 Act. These permit the carrying out of urgent works necessary for the preservation of unoccupied listed buildings and the recovery of costs from the owner.

Section 56 requires local authorities to consider using their powers under the above sections 47, 48, or 54, before making dangerous structure orders under the Building Acts. This replaces section 56C of the 1971 Act.

Section 57 empowers local authorities to give grant towards the repair and maintenance of listed buildings and other buildings of architectural or historic interest. This derives from section 1 of the Local Authorities (Historic Buildings) Act 1962.

Section 59 (previously section 57 of the 1971 Act) makes it an offence for an owner to wilfully cause damage to a listed building in certain circumstances.

The disapplication of certain listed building provisions to ecclesiastical buildings and scheduled monuments is dealt with by sections 60 and 61. These previously appeared in sections 56 and 58AA of the 1971 Act.

Section 66(1) places a general duty on local authorities and the Secretary of State to give special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest when considering an application for planning permission.

Section 67 replaces part of section 28 of the 1971 Act. This requires publicity for applications for planning permission affecting the setting of a listed building. The local authority must notify English Heritage of such applications. The directions in para 29 of Circular 8/87, restricting the circumstances in which notification must be sent to English Heritage, will continue to apply.

CONSERVATION AREAS

Part II of the Act deals with Conservation Areas. The designation of conservation areas by local authorities, English Heritage (in London), and the Secretary of State is covered by sections 69 and 70 (previously in section 277 of the 1971 Act).

At section 72 is the important provision, previously at section 277(8) of the 1971 Act, which requires local authorities when exercising planning powers to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas. At section 73 is another important provision which derives from section 28 of the 1971 Act. This requires that an application for planning permission for development which affects the

character or appearance of a conservation area must be advertised by the local planning authority and notified to English Heritage. This requirement is subject to the exceptions currently described at para 29 of Circular 8/87.

The requirement for Conservation Area Consent (previously required by section 277A) for demolition of a building in a conservation area now appears at section 74. Section 75 lists the categories of building to which section 74 does not apply (listed buildings, ecclesiastical buildings in use, and scheduled monuments). Paragraph 97 of Circular 8/87 (which excludes the need for Conservation Area Consent in certain instances) will continue to apply.

Section 76 enables the Secretary of State to direct that urgent works may be carried out, under section 54 of the 1990 Act, to an unoccupied, unlisted building in a conservation area, if it appears that the preservation of the building is important for maintaining the character or appearance of the area.

Section 77 of the 1990 Act replaces section 10 of the Town and Country Planning (Amendment) Act 1972. It allows English Heritage to make grants towards expenditure which significantly contribute towards the preservation or enhancement of the character or appearance of a conservation area. The recovery of such grants in certain circumstances is provided for by section 78.

Sections 79 and 80 of the 1990 Act replace the provisions concerning town scheme agreements and town scheme grants which previously appeared in section 10B of the 1972 Act.

GENERAL

Part III of the Act contains a variety of general provisions concerning, *inter alia*, the application of the Act to local authorities (section 82), the exercise of powers in relation to Crown land (section 83), and rights of entry (section 88).

SUPPLEMENTAL

Part IV of the Act contains, at section 91, an interpretation section. Many of the words are defined by reference to the principal planning Act.

SCHEDULES

The four Schedules contain material which is fairly technical in content. They relate to the following matters:

- 1 Buildings formerly subject to Building Preservation Orders
- 2 Lapse of Building Preservation Notices
- 3 Determination of certain appeals by a person appointed by Secretary of State
- 4 Further provision as to exercise of functions by different authorities.

The above gives a very brief synopsis of the Act and draws attention to the more important sections. A detailed derivation table is contained at the end of the official version of the Act. There are a number of statutory provisions which have not been consolidated.

Amongst these are the English Heritage grant-giving powers and other provisions in the Historic Buildings and Ancient Monuments Act 1953 and the London grant-giving powers under paragraph 3 of Schedule 2 to the Local Government Act 1985.

CHARLES BIRD

PLANNING FOR PARKS AND GARDENS

THE REGISTER

Garden history is gaining in stature as the range, complexity, and artistic skill of the phenomenon of parks and gardens are described and explored. It is now recognised that they can be works of art; indeed it has been remarked that the English Landscape Garden is England's most distinctive contribution to European art.

The acceptance of parks and gardens as part of the nation's heritage brings with it the responsibility for protection of the best of them. It has been well recognised since the 1960s that pressures from development, such as new roads, housing, and golf courses, offer a serious threat to the future of the parks and gardens of England. The first step towards combating the erosion of this heritage has been to identify those sites worthy of conservation.

The National Heritage Act 1983 therefore amended Section 8 of the Historic Buildings and Ancient Monuments Act 1953 in order to enable English Heritage to compile a 'register of gardens and other land which appears to it to be of special historic interest'. This scope is broad and could include historic landscapes of all types. However, the immediate concern was for designed landscapes. The resulting *Register of parks and gardens of special historic interest in England* was assembled between 1984 and 1988. It seeks to draw attention to these sites and is particularly intended to inform owners, local authorities, and developers, so that the sites may be safeguarded in any plans for development.

The questions of ownership and accessibility to the public have been set to one side in determining historic interest. The *Register* includes any designed ornamental landscapes, such as private gardens, both large and small, town walks, squares, public parks, and landscape parks. Evidence of meritorious design is the key criterion. Both the importance of the site in garden history and the extent of survival are taken into account. The parlousness of a site's condition is not an overriding factor, until it can be said that the basic structure of the layout is disintegrating. Collections of plants that are historically interesting in themselves are outside the *Register's* remit: historical botany is one of the responsibilities of the Royal Botanic Gardens at Kew.

The responsibility for deciding upon inclusion rests with the Inspector of Historic Parks and Gardens and the Historic Landscapes Panel, which includes several garden historians of note. The list is necessarily restricted to sites of *special* interest and excludes many more sites of historic interest than it includes. Several county lists have been prepared, or are in preparation, of parks and gardens of historic interest, although the criteria are not always exactly the same as for the national list in the *Register*.

The published *Register* is arranged into county volumes and includes a total of 1085 sites. As with historic buildings, these are graded I, II*, and II, but there is a higher proportion, at 10% and 30% respectively, of Grade I and II* parks and gardens. This grading reflects the national, rather than countywide, importance of the park or garden and is not controlled by the grading of any building contained within the site.

Since 1988, further sites have been earmarked for inclusion in the *Register*, and in 1989 it was decided that a comprehensive review was required. Work on updating the *Register* started in late 1990. The new version is computerised, which allows immediate updating of the site descriptions as new information comes to light. Ultimately, current site descriptions will be printed off and sent out upon request, but it will take some time before the review is completed.



Warwick Castle Park, Warwickshire: proposals to build an hotel and two golf courses in this Grade I Capability Brown park resulted in the Secretary of State calling in the application

Although the published *Register* does not carry accompanying maps, site boundaries were required for defining the areas eligible for grants for the repair of storm damage, and many local authorities have requested boundaries for local plan and development control purposes: this will eventually be extended to all sites in the *Register*.

PLANNING

The *Register* is purely advisory and provides no special statutory protection to the sites included within it. Nevertheless, it has justified its creators' faith by becoming of major significance in the conservation of parks and gardens. This is because a considerable degree of protection is afforded through normal development control.

In several public inquiries, it has been established that the historic interest of a park or garden is a material planning consideration. The Department of the Environment, in paragraph 15 of its Circular 8/87, draws attention to the *Register* and advises that it has been prepared, so that highway and planning authorities, and developers, know that they should try to safeguard the registered parks and gardens when planning new road schemes and new development generally. This circular is being replaced, and the message reinforced, by a DoE Planning Policy Guidance note on Listed Buildings and Conservation Areas. Meanwhile, the Department of Transport too, in its Highway Manual, advises road planners to avoid historic parks and gardens.



Highclere, Hampshire: the inspector's decision in 1985 to route the A34 around the edge of Highclere Park, and behind a tall bund, was justified because of the park's inclusion in the Register, thus setting a useful precedent

Most revisions of district and borough plans include policies relating to historic parks and gardens. In general, such policies state a presumption against development within historic sites, but the question of outside influences is treated variously. It is clearly important for historic parks and gardens to retain their ambience, and policies which provide the best protection are those which are successful in registering intrusion into views offsite, disturbance by noise or water pollution, or loss.

Frequently, applications for development in historic parks and gardens involve some element of intended restoration. Local authorities seldom have the specialised staff who can adjudicate on the historical interest of parts of a site or on the impact of any proposed restoration. The framing of planning conditions, terms of Section 106 Agreements, and the like, in order to ensure restoration of an historic landscape, may be an unfamiliar process to planning departments.

English Heritage has a small specialist section which provides an advisory service to owners, developers, and local authorities on how best to conserve historical interest. The section also at times advises inspectors at public inquiries, either in writing or by personal appearance. Since there is no system of compulsory notification to English Heritage of applications affecting historic parks and gardens, the usefulness of this advisory service depends crucially upon awareness amongst local authorities of the *Register* and of English Heritage's capability, and upon willingness to notify and consult. Advice may also be sought from the Garden History Society, the main national amenity society in this field, and in some counties gardens trusts are active.

However, even the most conscientiously applied Town and Country Planning policies have limits to their effectiveness. Historic landscape can be quickly eroded by numerous small decisions which lie outside normal planning control, such as the construction of a tennis court or smaller buildings, for example, the removal of paths and hedges, or even a failure to replant trees and shrubs when they die. Agricultural developments fall outside normal planning control and in many cases do not require planning permission. This poses a threat particularly to the park-type landscape, many of which are now partially or wholly under an intensive agricultural regime and commercial forestry. In special circumstances, the local planning authority can extend control through Article 4 directions.

In the end, the quality of each garden or park depends upon the owner's enthusiasm and care, and it is thus vital for them to appreciate the value of what they possess, and to know how to look after it. English Heritage seeks to persuade owners to take an active interest and encourages them by providing information, and, resources permitting, by assisting schemes of repair through grants. The work of other agencies, such as the Countryside Commission and the Forestry Commission, in guiding the evolution of the landscape is of vital importance too.

GRANTS

English Heritage has the power to give grants for the repair of gardens and other land of 'outstanding' historic interest. The question of outstandingness is determined by the Historic Buildings Advisory Committee, which is advised by the Historic Landscapes Panel. The Department of the Environment provided £1.5m worth of funds which enabled English Heritage to launch a scheme of funding storm damage repair following the storm of 16 October 1987. Similar funds were provided following the storm of 25 January 1990. To be eligible, clearance, tree surgery, replanting, and consultants' fees must lead to the repair of the historic design. Conditions relating to access are applied to grants.

Those sites which are on the *Register*, but which have not been found 'outstanding' by English Heritage, have been eligible for grants from Task Force Trees, a special unit of the Countryside Commission.

A pilot scheme for more general restoration of parks and gardens is being launched in 1991.

USEFUL ADDRESSES

Inspector of Historic Parks and Gardens
English Heritage
Keysign House
429 Oxford Street
London W1R 2HD

The Conservation Officer
The Garden History Society
c/o 35 Picton Street
Montpelier

DAVID JACQUES

PROTECTING THE ARCHAEOLOGY OF OUR HISTORIC TOWNS

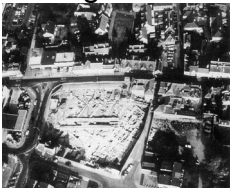
Archaeological sites can be protected by 'scheduling' under the Ancient Monuments and Archaeological Areas Act 1979. As reported in *Conserv Bull* 6, 2, English Heritage's Monuments Protection Programme is aimed at a comprehensive review of the

archaeology of England in order to bring the Schedule of protected monuments up to date. Can we use scheduling, with its clear presumption that designated monuments will be preserved, to protect the archaeology of our historic towns? Unfortunately, the answer is that the powers of scheduling are in many ways unsuited to a widespread application within urban areas, however historic, and there is no single or simple solution to the problems posed by this need for protection.

This answer is properly recognised in the Department of Environment's Planning Policy Guidance Note on Archaeology and Planning (PPG 16), launched at the English Historic Towns Forum in Lincoln on 21 November 1990, and which we warmly endorse. To cover the issue of preservation, the PPG makes clear that where nationally important remains, whether scheduled or not, are affected by proposed development, there should be a presumption in favour of preservation. However, whilst the PPG provides detailed advice to both developers and planning authorities and is an important benchmark in the formulation of the nation's policy towards its past, we must now consider its implementation and the ways it will influence our policies for archaeology within historic towns.

APPRECIATING THE RESOURCE

Britain's historic towns and cities, particularly those which occupy sites first settled within the Roman period, are some of the largest and most archaeologically complex sites in the country. They have experienced continuity of occupation, despite shifts in the density or focus of settlement, over very substantial periods of time. The buried archaeological deposits which have formed through time, and the historic buildings and structures which survive today, form a nationally important resource for the understanding of the development and growth of urban centres as a whole in the country. On one level, through general planning legislation and specific measures such as the listing of historic buildings and the designation of conservation areas, we have recognised the value of these towns. This value comes not only from individual buildings, but also from the way past occupation has influenced the modern townscape, through street plans, the positioning of major buildings, the reuse of preferred locations, or the accretion of groups of surviving buildings to form distinctive and individual patterns. At another level, however, the buried archaeological record built up through time of what has happened to a site throughout its history is less effectively recognised within existing preservation strategies. This archaeological resource is finite, non-renewable, often very fragile, and vulnerable to damage or destruction.



Excavations, like those at Canterbury's Northgate in 1990, are only one answer to the problems of preservation and recording of archaeological remains in our historic cities and towns (Canterbury Archaeological Trust)

That the archaeology of our major historic towns is of 'schedulable quality' is not open to question. In terms of the information that the sites contain, the Roman deposits underlying York, Lincoln, or Canterbury are no less important than the Roman towns of Silchester, Caistor-by-Norwich, or Wroxeter. Yet by an accident of historical development, the latter group of towns lie almost totally in open countryside and are therefore protected by scheduling; the former three, and others of similar nature under modern cities, are more selectively protected by these powers, if at all. Similarly, deserted medieval towns or portions of deserted settlements are protected by scheduling, whereas the more

comprehensively settled urban or village centres are – by and large – not scheduled, though they may be just as important.

IDENTIFYING THE DIFFICULTY

Conflicts arise between the need to preserve nationally important archaeological remains and the need to allow our towns to thrive and develop. The dilemma is evident: historic urban areas cannot be fossilised, but, equally, today's economic growth must not rob the future of its past. Our prime aim must be to balance the competing requirements.

Scheduling, with its clear presumption that the archaeological site will be preserved, can only be part of the answer. To add to the problem, many years of urban rescue excavation have shown that it is not always possible to be certain of the quality of the buried deposits without some exploration beneath the surface. Apart from those examples where elements of historic buildings still stand, much of our knowledge of the historic layout of our towns and cities comes from past excavation, exploration, or chance discoveries recorded in documentary sources of varying kinds and of varying quality and accuracy. Although in many cases we know where the historic centres were concentrated, or the whereabouts of individual specific buildings, what is more difficult to determine is the extent of survival of such remains in a condition which clearly justifies long-term preservation.

TACKLING THE PROBLEM

As in the past, scheduling will continue to be appropriate for the protection of clearly identifiable, individual urban monuments, such as castles. Scheduling may also be appropriate for the protection of buried archaeological deposits of national importance lying within planned urban open spaces, or in other areas where conflicts with economic development are less likely. However, taken together, these two circumstances cannot provide a sufficient or adequate protection for the urban archaeological heritage. The answer must lie in a more dynamic approach involving the use of wider planning powers, but, above all, strategic forward planning. The aim must be to reduce to a minimum the uncertainty concerning the presence or absence of important archaeological remains. With this in mind, we have begun a review and synthesis of our current understanding of England's historic towns. This involves the drafting of definitions of England's different urban types and areas in an attempt to identify various classes of urban centre, judged by function, status, or period. The preliminary results of this review indicate that in the Roman period there were some 120 towns, in the early medieval period there were some 160 towns, and by the end of the medieval period there were some 950 towns. It is apparent that each of our nationally important major historic towns will require its own strategy document, giving advice to its planners, developers, and archaeologists alike and tailored to its specific needs. Ideally, a strategic plan is required for each of the 950 towns, but in practice, priority must be given to the 80 or so large market towns and seaports, most of which developed from Roman and/or early medieval antecedents, and priority in the near future will be given to the 30 or so towns which have long chronological sequences, good survival, and obvious development pressure. Work has commenced on five of these, London, York, Chester, Cirencester, and Durham. With the exception of London, where special circumstances apply, these projects are partnerships between English Heritage and the local planning authorities. On the basis of these pilot projects, it will be possible to draw up a blueprint for such projects in the future.

The brief which is currently in use defines the role of such urban survey documents as being to identify the archaeological and historical resource within the study area and to facilitate the devising of strategies for its preservation, whether *in situ* or by record. The key features in such documents are:

a survey of the survival of archaeological deposits within the study area, illustrated both by maps and text

the provision of an archaeological and historical framework against which the deposit survival survey can be set

the formulation of strategies and a statement on the future management of the archaeological resource; this statement should be reviewed periodically and will include:

- (i) a list of those areas where preservation of the archaeological resource is warranted
- (ii) a list of those areas where evaluation of the archaeological deposits is needed before any decisions regarding their future can be taken.

No-one who is involved in a high-cost, inner-city development welcomes a sudden forced change of plan or design consequent upon an important, unforeseen discovery. Such discoveries, though rare, are part of the hazard of inner-city building work; it would be foolish to claim that archaeologists can always be absolutely certain what remains will be found on any particular site. However, with better and more consistent input to the planning process, with limited and low-cost evaluation exercises where relevant, and with early consultation, the risk of this kind of surprise can be minimised. The programme of work which we foresee as necessary will take time to achieve, but is essential if we are to have a framework in which the legitimate pressures of economic development can be properly reconciled with the need to protect that part of our heritage which the historic towns represent. There may be no simple solution to the problem of which archaeological sites and historic buildings should be preserved in the face of economic development, but we have recognised the way forward.

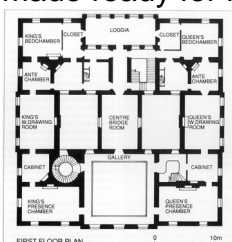
BILL STARTIN

THE QUEEN'S HOUSE, GREENWICH

In May 1990, the Queen's House at Greenwich, now part of the National Maritime Museum, reopened to the public after a six-year programme of restoration. The result has aroused some controversy and provoked a lively debate on the ethics and practical problems of recreating lost historic interiors.

Among the earliest truly classical buildings in England, and one of only a handful by Inigo Jones to survive, the Queen's House occupies an unrivalled place in the history of English architecture. Designed as a villa in the grounds of Greenwich Palace for James I's wife, Anne of Denmark, it straddled the Deptford to Woolwich Road, one half lying within the formal gardens and the other in the hunting park to the south. The two were linked at first floor level by a central bridge room spanning the road. Work began in 1616, but shortly before the Queen's death, in 1619, was abandoned with only the basement and the shell of the ground floor constructed. Work resumed some ten years later after Charles I granted the palace and its grounds to his Queen, Henrietta Maria. The project progressed at a leisurely pace and it seems clear that the interior had not been fully fitted out by the time of the outbreak of the Civil War.

After the Restoration, alterations, including the addition of two further bridge rooms, were made to create suites of apartments on the principal floor for Charles II and his Queen. In the event, Charles never made use of the house; instead his mother, the dowager Henrietta Maria, returned to take up residence while Somerset House in London was being made ready for her.



Queen's House, Greenwich: layout of the first floor rooms; the roadway runs beneath the house from left to right, passing below the central bridge room and the King's and Queen's withdrawing rooms; the southern part of the house is at the top of this plan

The building became the official residence of the Ranger of Greenwich Park in 1689, and numerous alterations, including the lowering of the ground floor windows, were carried out during the next 20 years or so. From the early nineteenth century, it became part of the Royal Hospital School, the interior being drastically remodelled to provide apartments for staff and dormitories for pupils. From 1934 to 1936, the Office of Works carried out a major restoration of the House under the direction of George Chettle of the Inspectorate of Ancient Monuments, prior to it becoming part of the newly-formed National Maritime Museum. The main objective was to return the building to an earlier, basically seventeenth-century layout and, in the process, the predominantly nineteenth-century interiors were erased.

The initiative for the latest restoration came from the museum in 1984. The project was managed by the Property Services Agency, using consultant architects, while responsibility for the presentation of the interior lay with the museum and their specialist advisers. English Heritage's Crown Buildings and Monuments Advisory Group was involved throughout in an advisory capacity.

As the Queen's House is a crown building, formal consent for the alterations to the fabric involved in the restoration was not required. The proposals were, however, put to the local authority and to English Heritage's Historic Buildings and London Advisory Committees for advice and approval.

The building history of the House was researched from primary sources, as was the extent of the earlier restoration. This enabled the fabric of the building to be analysed and dated and presentation options to be devised. The choice of Henrietta Maria's occupation in the 1660s, rather than the 1630s, as the date at which to present the *piano nobile* was based on advice from English Heritage. Not only did this represent the period when the east and west bridge rooms were added, but also the earliest at which the function and sequence of the rooms could be demonstrated. The only significant subsequent alteration to the royal apartments had been the loss of the partitions inserted in the south-west and south-east corner rooms in 1662 to form closets beyond the bedchambers. These had been removed in 1935, amidst some controversy, in an attempt to recreate the Inigo Jones plan. The decision to reinstate them enabled the enriched plaster ceilings, provided by John Groves to decorate the bedchambers in 1662, to be returned to their original positions.

English Heritage was also instrumental in putting forward proposals for the rehabilitation of the basement. Not seen by the visiting public before, it now houses a treasury, exhibitions on the history of the House, and a shop. An archaeological investigation to reveal the seventeenth-century floor levels was organised and the stripping out of later accretions carefully supervised. The removal of 1930s cement render from the surfaces of the vaults was carried out under the direction of English Heritage's Research and Technical Advisory Service, who also played a vital role in determining how to deal with the vexed question of the external stucco. Large areas were found to have become detached from the main body of the building and consequently had to be tied back to the walls with stainless steel pins or removed altogether and replaced with a softer mix. In the course of work, evidence for the early decorative treatment of the exterior was recorded.

Certain aspects of the Queen's House restoration, such as the reinstatement of lost chimneypieces, the replication of the missing Gentileschi ceiling painting in the Great Hall, and the use of reproduction furniture and hangings have proved controversial. The problem facing the museum and its advisers was not, however, that of conserving and displaying a house which retained its accumulated layers of history. Instead, they were confronted by an earlier restoration of great thoroughness and considerable scholarship by

the standards of the time, but which had left a series of unconvincing interiors, giving little hint of their seventeenth-century richness or use.

It was accepted that no representation in such circumstances could be definitive and that everything should be reversible. On that basis, the opportunity to improve the authenticity of the earlier work using our increased knowledge of the furnishing and functioning of seventeenth-century royal houses was felt by English Heritage to justify a more radical approach at the Queen's House than would normally be accepted.

GEOFFREY PARNELL

CONSERVATION AREAS

LONDON CONFERENCE

In October 1990, English Heritage's London Division convened a major conference, attended by conservation officers from most of the London Boroughs on 'Conservation Areas – Problems, Policies and Opportunities'. It was a major success and provided a rare opportunity for a frank dialogue on a whole range of conservation area topics of mutual concern.

There is no standard specification for a conservation area, and in London English Heritage is the only body capable of exercising a strategic overview of standards of designation.

The conference heard that we are determined to ensure that areas of architectural quality and character should continue to be designated and protected, and that English Heritage looked forward to providing greater guidance and support.

Several issues of major concern were highlighted. There was unanimous agreement that the greatest single problem facing conservation areas across London was the damage being caused by over-generous permitted development rights. The architectural integrity of whole areas is being undermined at an alarming rate by the cumulative impact of unsympathetic alterations – particularly uPVC windows, replacement front doors, concrete roofing tiles, and unsympathetic DIY extensions. The reluctance of DoE to ratify many applications for Article 4 powers to control the worst excesses has resulted in several boroughs now considering de-designation of the most damaged areas. There was widespread support for the automatic removal of selected permitted development rights from householders in conservation areas as soon as possible to allow more effective control.

There was also a consensus on the need for greater emphasis in Circular 8/87 on the protection of unlisted buildings which make a significant contribution to the character of conservation areas, and also on discouraging demolition behind retained facades. On the question of demolition generally, the case for extending controls to protect important small-scale structures was pressed strongly. Cemeteries, church yards, and selected items of street furniture, such as traditional red telephone kiosks, monuments, post boxes, and lamp columns were seen as being particularly vulnerable to random pressures for change. The standard of many environmental improvement schemes was also criticised. The conference heard how many improvements were misguided and actually detracted from local character. Paving schemes in particular were criticised heavily particularly when alien modern pavements were used in lieu of more traditional materials, such as granite setts, York stone, and gravel. Many areas, it was felt, were best left alone unless councils could afford to do the job properly.

Having considered the problems, urgent action was called for to secure stronger powers of control in conservation areas, and, in particular, to curb the impact of permitted development in residential conservation areas.

Further conferences are planned by the London Division in the future on a variety of topical issues, in an attempt to provide a central forum for the debate on conservation problems.

PHILIP DAVIES

ARCHITECTURAL THEFT

In many parts of the country, the theft of architectural features from historic buildings has reached epidemic proportions. Owners and occupiers of historic properties are urged to exercise the utmost caution to prevent the loss of valuable artefacts and building materials. Theft from buildings is nothing new. In the eighteenth and nineteenth centuries, lead was a popular target for thieves, but ironically the recent growth of the market for authentic period features has fuelled a demand which cannot be met solely from legitimate sources. As a result, vacant and, increasingly, occupied historic buildings are being ransacked for highly-prized features. In areas of acute risk, such as central London, theft is now in danger of undermining the whole purpose of statutory listed building control, as chimneypieces, panelling, shutters, stained glass, door-cases, doors, and ironwork are being stolen on a systematic basis.

A recent insidious development has been the spread of the problem into the public domain. Outdoor items, like lamp-columns, urns, monuments, statues, and memorials, are falling victim to opportunistic vandals who know the price of everything but the value of nothing. Recently, an entire street of York stone paving was dug up and stolen in Islington, whilst at Piccadilly Circus a listed police call post was spirited away in broad daylight. In London, the districts most at risk are the great eighteenth-century estates in areas like Mayfair, Bloomsbury, Marylebone, and Clerkenwell, but the problem is by no means confined to the capital. Liverpool, Bristol, Bath, and Glasgow have all suffered badly. The tragedy is that for every marble chimneypiece stolen intact, others are smashed up in the process. The culprits are thought to be a handful of well-informed thieves with a discerning eye for the best pieces and with a network of contacts at home and abroad for the disposal of the most conspicuous items, but increasingly many losses are being attributed to local opportunists with an eye for the main chance.

What can be done? Owners should keep a photographic record of all vulnerable features which should be security marked to aid recovery. They should also check that items are covered either by household or building contents insurance. At times of greatest risk, when building works are in progress or when a property is for sale, extra vigilance is crucial. For high-value city centre buildings, adequate alarms are necessary, but the only complete assurance is 24-hour site security. Increasingly, many freeholders favour allowing short-term occupation by responsible individuals as a means of protecting the fabric from vandalism and theft.

Once a theft has occurred, it is important to ensure that the building is properly reinstated. It is common for other salvaged original chimneypieces to be offered as replacements, but this can compound the problem by fuelling the lucrative cycle of theft. Unless the detailed provenance of a particular item is available, often the best answer is a replica based on accurate evidence of the original. Each case needs to be judged on its merits.

English Heritage is determined to curtail the current spate of thefts and to stamp out the illicit trade in architectural features. Legitimate traders have an important role to play in this process.

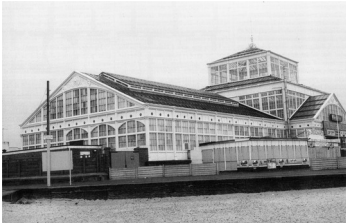
The unauthorised removal of items from listed buildings is an absolute criminal offence and it is not a defence to plead ignorance of the fact that a building is listed. Where it is proposed to remove items for safe keeping, prior listed building consent is needed.

There have been several notable successes recently, including the recovery of a fine, carved Georgian doorcase from a house in Clerkenwell. A number of initiatives are being

pursued by English Heritage involving close collaboration with the police, but the need for individual awareness and vigilance will remain paramount for the foreseeable future.

PHILIP DAVIES

THE WINTER GARDENS, GREAT YARMOUTH



The Winter Gardens, Great Yarmouth: despite the proliferation of seaside stalls at its foot, an impressive ironwork and glass pavilion; the three surviving arched bays, in their original form, can be seen at the near corner of the building

The Winter Gardens is one of Yarmouth's most prominent listed buildings, situated on the seafront Marine Parade next to the Wellington Pier. Its grand scale, rising up in three tiers at the landward end, enables it to tower above the range of tatty accretions which threaten to swamp it. Inside, the delicate beauty of the exuberant ironwork is strikingly impressive, even against the competition of the garish 'Alpine' decorations of the current use, a roller-skating rink.

This huge Grade II listed municipal glasshouse dates from 1878 and was originally erected in Torquay to the design of Watson and Harvey and moved to Yarmouth in 1903. The structural frame of cast iron with classical detailing supports the timber frames of the glazing, subdivided into small panes by moulded glazing bars.

Originally, the design was unified by the arched motif of the 'transepts' echoed in the head of each bay; this only survives now in three bays facing the sea. In 1988 the Borough Council, as owners of the building, came up with a scheme to replace the timber units in uPVC as there was concern at the continuing cost of annual maintenance. The capital cost of the project was high, approximately £250,000 (about equal to the maintenance costs over a ten-year period), but this was felt to be justified by savings in the long term. English Heritage objected on visual and architectural grounds and challenged the claimed technical advantages.

The application for listed building consent was finally decided by the Secretary of State, after consideration of detailed submissions from both sides. He concluded that the claims made for the maintenance-free properties of uPVC were brought into serious doubt by the evidence submitted by English Heritage's technical experts. Furthermore, he was convinced that the use of uPVC would be 'severely detrimental to its architectural integrity, both in terms of its appearance and its inability to reproduce the present shape and width of the wooden glazing bars'. Listed building consent was therefore refused.

JUDITH CLIGMAN

POSTAL POUCH BOXES

The last issue of the *Conservation Bulletin* highlighted the visual damage being caused to traditional post boxes by the addition of cumbersome new postal pouch boxes for the storage of mail.

Following pressure from English Heritage and numerous local authorities, the government has decided not to grant permitted development rights for their installation. This is an important decision. It means that in future postal pouch boxes will require planning permission, and that those already installed are unauthorised. It is now open to local planning authorities to enforce their removal from conservation areas and other sensitive

locations, and to insist upon a more appropriate design solution. English Heritage has called a further round of talks with the Post Office to achieve a more compatible design for historic areas.

PHILIP DAVIES

BUILDING PRESERVATION TRUSTS MEET IN NORWICH

Following a suggestion by John Fidler, Superintending Architect of English Heritage, at a conference in Bristol, the building trusts have formed an Association of Preservation Trusts (or APT) under the guidance of the Architectural Heritage Fund. On the 14–15 September 1990, APT held its first public seminar at the University of East Anglia, Norwich, under the title 'Finding a project'.

The theme of the seminar attempted to contribute advice and experience to the many trusts who have difficulty, for a variety of reasons, in getting their first restoration project off the ground. Certainly the range of projects described was wide enough, from a horseshoe shaped terrace of 50 Victorian dwellings to Blackheath Railway Station.

The first paper from Bob Kindred, a member of the Ipswich Trust and Conservation Officer for Ipswich, set a tone which was to be echoed through the day and which would form probably the most useful piece of advice to any Trust – 'cuddle up to your local authority'. Not only may they have derelict buildings to embarrass them, but they are (apart from the Secretary of State) the only statutory bodies to operate the powers in the Planning (Listed Buildings and Conservation Areas) Act 1990.

Vanessa Brand, English Heritage's Conservation Officer for Buildings at Risk, gave an up-to-date report on the survey of buildings at risk, now well underway in many local authority areas, often assisted by trusts. Much important evidence was emerging from the initial results, but it was probably the most effective way of producing candidates for a trust's first project, and, again, cooperation between the local authority and the local trust must be worthwhile.

Malcolm Crowder and Pru Smith, a conservation architect with Norwich City Council, showed clearly how a determined local authority working with a trust could solve even the most difficult problem, like providing a tenant with a caravan site to move his fast-food operation out of the building to be restored. An interesting offer, which it is to be hoped will be taken up, was made by Norwich City Council to meet any trust (or its local authority) to show how their partnership was so effective.

The darker side of the problem was illustrated by Bradford on Avon Trust, whose Chairman, Edward Dowden, explained the difficulties of working in an area where there was little cooperation to be had from the local authority.

In spite of this, persistence (another recurring theme) had paid off, and the Trust is soon to start on a new project. Edward also introduced another comment that was to be repeated several times during the day – the advantages of a small, tightly run organisation and the benefits of professional management.

The next paper was presented by one of the professional managers in the preservation trust world, Alan Bemrose of the British Historic Buildings Trust. He stressed the need for trusts to recognise where their strengths lay – charitable status, low overheads, small margins, access to cheap finance, and the possible retention of some grants on disposal. It was important for trusts to avoid disappointment if someone else took the building on, and to look on such an event as a success. Trusts must remember that conservation is a high risk business and must be managed accordingly.

Again, with a brief description of the BHBT's Hanover Square, Bradford (£2.5m) project, the benefits of a supportive local authority and the need for positive action were demonstrated.

In contrast, and to music, Neil Rhind, the Secretary of the Blackheath Preservation Trust (at 50 years old, it must be one of the very earliest), gave an entertaining account of the daunting projects tackled by this non-charitable body. Again, the need for good management and a willingness to take risks, as well as the harnessing of local support, was clearly shown.

Mervyn Miller of the Hertfordshire BPT and Robin Rackham from the Teesdale BPT gave accounts of widely differing projects. The Forge at Much Hadham could only have been saved by a trust from the breaking up of a priceless collection of historical implements, accumulated during the two centuries it had been worked by one family. It will be reopened as a working museum, so the finance needed a rather different approach from a revolving fund project.

Teesdale BPT is one of the most active ones; certainly it has borrowed more working capital from the Architectural Heritage Fund than any other, although there was no information about whether it had repaid more as well! Again, the assistance of the local authority and the advantages of a small management team were apparent.

A question and answer session again re-emphasised the main themes. More than anything else, it was clear that there was no magic formula for finding a project. Every single successful one that was described was unique, presenting different problems and requiring different solutions.

A future seminar could involve a cross-section of local authorities, both the helpful and the not so helpful. All the members of the Association of Building Preservation Trusts would find it very rewarding.

ALAN BEMROSE

RESTORATION AT FROGMORE HOUSE, WINDSOR

Frogmore House, originally built by Hugh May in the 1680s, was acquired by King George III in the mid 1770s for Queen Charlotte, who favoured the house as a retreat where she could pursue her botanical studies and have a private garden when living at Windsor. Frogmore is less than a mile to the south in the castle grounds.



The restored interior of the Green Pavilion at Frogmore (reproduced by gracious permission of Her Majesty The Queen)

In the early 1980s, the Property Services Agency put in hand a complex structural repair scheme to arrest the extensive dry rot damage and restore the house and its interiors. It was the Queen's decision that the house should be opened during the summer period when the Royal Family is at Balmoral. In 1986, the author joined a team from the Crown Buildings Advisory Group, together with the Surveyors of the Royal Collection, as interior designer for the restoration work to deal with the research and provision of design and working drawings for the curtains, carpets, lace work, and soft furnishings.

The desire was, as far as possible, to return the interiors to those of Queen Charlotte's time. However, there was found to be insufficient evidence and few of her possessions had survived, and it was therefore decided to treat the interiors as a synthesis of decorations, allowing the various historic styles to make their own individual statements. Our aim was to keep a sense of visual unity of texture and colour, so that the decorative elements would harmonise with each other throughout.

Over the years, many of the rooms have been meticulously recorded, starting in 1819 with the watercolour views by Pyne in his *Royal residences* and followed by two photographic surveys, the first after the death of the Duchess of Kent in 1861, the second in the 1920s for Queen Mary. These documents have provided an invaluable basis for the present restoration.

The curtains are sumptuous and finely detailed throughout. The difficulty of finding suitable fabric was overcome by reweaving from archive examples. Patterned chintzes, found in the archives of Messrs Stead McAlpin and G P & J Baker Ltd, were reprinted for the first time in 150 years. Existing historic curtains were examined for their stitch work, interlinings, and hanging mechanisms. Fragments of unfaded fabrics were revealed for colour matching and glazing finishes. For the Contra-draped curtains in the Green Pavilion, Regency fringes were surveyed from bed drapes at Drumlanrig Castle in Dumfriesshire and from Chatsworth House. We were also fortunate to discover small cuttings of historic trimmings in the basement of Frogmore House. In several rooms, carpets were rewoven in Brussels cloth using the hand-tinted photographs of 1861 as a basis for both pattern and colour.

We are now working on the last two rooms in the south wing of the house, which will be restored on the basis of the decorations surviving from the 1860s. Here, we have two beautiful wallpapers in the style of Owen Jones to recreate. No photographs survive of these spectacular rooms, but we do have a limited description of the furnishings from an inventory dating from the 1870s. The author will also be advising on the conservation of the painting of the interiors: by treating these rooms as very large easel paintings, the very least in the way of redecoration will occur.

PAMELA LEWIS

CHANGE OF ADDRESS

Please note that the correspondence address for the *Conservation Bulletin* has now changed, with the move of the Academic and Specialist Publications Branch, to Room 207, Keysign House, 429 Oxford Street, London W1R 2HD. We can be contacted on 071-973 3701/2 (SJ/RT).

We have produced a catalogue of English Heritage publications for 1991 – a copy is enclosed with the mailing of this issue of the *Bulletin*. The catalogue contains a large selection of new publications, including academic and specialist titles, guidebooks, and educational books and videos. A substantial number of less recent titles is also included. Orders should be sent to the warehouse: English Heritage Postal Sales, PO Box 229, Northampton NN6 9RY; telephone enquiries about orders should be directed to the warehouse (Knights of Old) on (0604) 781451 in the first instance.

ARCHAEOLOGY AND PLANNING

Mention is made elsewhere in this issue of *Planning policy guidance: archaeology and planning*, made available by the Department of the Environment in November 1990. This stresses the place of archaeology in the planning process and advocates the vigorous use of planning laws to ensure that adequate provision is made for remains threatened by development. It sets out the Secretary of State's policy on archaeological remains, and how they should be preserved or recorded, both in an urban setting and in the countryside. PPG 16 costs £3.75 and is available from HMSO bookshops and agents, or by post or telephone from: HMSO Publications Centre, PO Box 276, London SW8 5DT; telephone 071-873 9090.

HISTORIC FARM BUILDINGS

The conference on 'Old farm buildings in a new countryside: redundancy, conservation and conversion in the 1990s' was held in November 1990 and organised by the Historic Farm Buildings Group. English Heritage and the Rural Development Commission are sponsoring the publication of the proceedings, which can be ordered (price £5, including postage and packing) from: The Historic Farm Buildings Group, c/o Dr Susanna Wade Martins, the Centre of East Anglian Studies, The University of East Anglia, Norwich NR4 7TJ.

FRAMING OPINIONS

On 16 April 1991, English Heritage will be presenting the details of a campaign under the title: 'Framing opinions: a national campaign to protect our heritage of traditional windows and doors'. The conference will take place at the RIBA, 66 Portland Place, London WIN 4AD. Further details are available from Stephen Brocklehurst, English Heritage, Room 521, Keysign House, 429 Oxford Street, London W1R 2HD; telephone 071-973 3610/2.

BRITISH ARCHAEOLOGICAL AWARDS

In November 1990, the British Archaeological Awards ceremony was held at the Royal Geographic Society. Two videos for schools, produced by English Heritage Education Service, were highly commended: *Archaeological detectives* and *Clues challenge* were finalists in the Channel Four Awards for the best British-made film or video for educational use on an archaeological subject. The videos aim to show children how enjoyable detective work on the past can be.

English Heritage also sponsored the Heritage in Britain Award, with Historic Buildings and Monuments (Scotland) and CADW (Wales), for the best project which secures the long-term preservation of a site or monument. The award was presented to the Colchester Archaeological Trust for their project on the Roman church, Butt Road.

The Legal & General 'Silver Trowel' Award went to two entrants: to John Hurst (formerly at English Heritage) for his 41 seasons of work at the deserted medieval village of Wharram Percy, Yorkshire, an English Heritage Property in Care, and for his contribution to the subject of medieval archaeology, and to Dr A Spratt for his survey of the linear earthworks of the tabular hills of northeast Yorkshire.

VOCATIONAL QUALIFICATIONS

English Heritage with other environmental agencies, such as the Countryside Commission and the Nature Conservancy Council, is providing funding to the Council for Occupational Standards and Qualifications in Environmental Conservation (COSQUEC). The aim is to develop new skills criteria for people involved in conservation work and have them in place by the end of March 1992. Field archaeology forms part of this drive to develop vocational qualifications. Increasingly, people involved in conservation work will have to demonstrate that they possess the necessary professional knowledge and skills to do their job; COSQUEC will develop a series of qualifications to be ratified by the National Council for Vocational Qualifications. Further information is available from: Keith Turner, Executive Coordinator, COSQUEC, The Red House, Pillows Green, Staunton, Gloucester GL19 3NU; telephone (0452) 84825.

HERITAGE CONSERVATION

Bournemouth Polytechnic are offering a new degree course in heritage conservation, providing a grounding in archaeology, building conservation, and environmental studies, with modules in tourism, planning, and business management. The course is science based, leading to a BSc degree, but the necessary skills are taught to enable students to

understand basic concepts and then apply them. The course involves fieldwork and placements with organisations on technical projects and in managerial positions. Further details are available from the Department of Tourism and Heritage Conservation, Bournemouth Polytechnic, Talbot Campus, Fern Barrow, Dorset BH12 5BB; telephone (0202) 595178.

DETERIORATION OF BUILDING MATERIALS

An international colloquium will take place on the deterioration of building materials (observations, measures, and simulation) at La Rochelle, France, 12–14 June. It is being organised by the Association for the Study and Preservation of Building Materials, in collaboration with IUT. The main part of the colloquium will be devoted to studying the validity of the results of accelerated ageing techniques and their resemblance to the natural phenomena. Further information is available from: IUT de la Rochelle, Laboratoire de Construction Civile et Maritime, 17026 La Rochelle Cedex, France.

REVIEWS

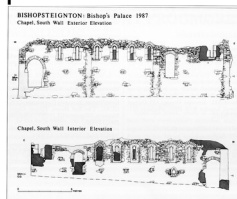
ARCHAEOLOGICAL RECORDING

Recording historic buildings: a descriptive specification, Royal Commission on the Historical Monuments of England, 1990, price £1.50

This book provides guidelines for all archaeologists or historians concerned with the archaeological or analytical recording of historic buildings. It is a commendably succinct, A4 document, tabulating the fruits of the RCHME's long tradition of careful building recording.

The guidelines are divided into three parts. The first two pages define four 'levels' of recording at increasing detail. Then two further pages set out the written, drawn, and photographic elements of a buildings record at each of these levels. Finally, four pages offer drawing conventions (recognisably descended from a long line of RCHME volumes, the seeds of the style existing already in the 1930s, for example in the Westmorland volume) for all types of historic buildings.

The most significant section is the description of four discrete 'levels' of recording. According to the guidelines, all RCHME surveys (allowing for individual variation) will broadly conform to one or other of these, and RCHME hope that the definitions will also be of use to other users. It might therefore be useful to put forward English Heritage's view of – the applicability and appropriateness of each level of recording, particularly with regard to the conservation of scheduled buildings and ancient monuments which forms a major part of our own duties.



Bishopsteignton: an example of selective detailed recording, carefully tailored to the needs of the repair programme (Exeter Archaeological Field Unit)

Levels 1 and 2 ('visual' and 'descriptive') are non-intensive and will be mostly used for rapid, comparative surveys, such as the RCHME's own county-based or thematic volumes. Both levels comprise simple photographic coverage (perhaps an exterior view in level 1, with some interior views in level 2), with either sketched (level 1) or measured (level 2) floor plans. The accompanying descriptive text is normally limited to locational information and to a summary of date, function, and type, although level 2 may include an amplified text covering areas such as the original architect and an outline of subsequent

development. Both levels of recording will be familiar not only to users of RCHME volumes and archives, but also to anyone who has consulted county sites and monuments records or historic building list descriptions (although in the latter case, an opportunity has been missed to equate these levels more closely to the well-established standardised format for descriptions and computerised record). Such information is essential even for simple listed building consent and development control cases, and its compilation and maintenance must be seen as a key responsibility for planning authorities. Most listed building descriptions already equate roughly with the text elements of level 1 and 2, and the addition of at least photographic coverage in planning departments would be a useful enhancement which a number of district councils are already securing.

The RCHME's higher levels of recording, levels 3 and 4, include fuller drawn and written coverage that attempts to record most architectural features, and some of the chronological development, of a building. Photographs with the text are also more comprehensive, although still illustrative rather than analytical. Nonetheless, these two levels provide more intensive records, suitable for preliminary study of individual buildings selected on grounds of known importance and complexity, rather than for the comparative study of building groups or types. Available resources for the conservation of the built heritage must always be directed to the most important and most needy historic buildings, and consistent information is essential for us to make such judgements. These records, level 4 records in particular, together with surveys of condition and assessment of repair needs, will allow comparison of important buildings in order to assist and inform judgements on priority and urgency.

The basic information provided at level 3 or 4 can also be a good starting point for the more detailed recording which will be necessary before planning or carrying out repair work or alterations. This is especially the case when treating archaeologically sensitive buildings with long and complex structural developments (eg medieval churches, indeed most medieval buildings, or some industrial or timber-framed structures). It is widely recognised, and is indeed part of the RCHME's own statutory remit, that significant buildings threatened with unavoidable demolition should be fully recorded before destruction, but it is also equally axiomatic that modern intervention in a building's development (whether repair, restoration, or alteration) should not proceed without detailed records of its historic fabric (see *Conserv Bull 7*). This higher level recording will often require stone-by-stone drawings (where appropriate through photogrammetric techniques), with larger scale drawings of particular details as appropriate. A good record based on level 3 or 4 can often provide a broad context for this more specific, detailed recording work.

The publication of guidelines of such wide applicability and general usefulness is thus a valuable step forward. If the proposed framework is taken up more generally, it will provide a benchmark for consistent extensive databases of our built heritage at both national and local (especially county) levels. Looking ahead, the RCHME's anticipated archaeological equivalent to this specification is now eagerly awaited.

GRAHAM FAIRCLOUGH

HANDBOOK OF GRANTS

The handbook of grants, published by the Museum Development Company, price £15.95
The handbook of grants is a comprehensive and accessible list designed for the busy museum director. It is a familiar complaint of directors that they spend too much of their time chasing funds instead of caring for the collections in their charge. Any directory which helps in this sometimes unfamiliar territory is therefore to be welcomed. This one should become essential reading, both before and after the ideas stage of development planning.

The Handbook does well against the obvious criteria for judging a source of information. The ring-bound book is easy to update and with the grants arranged in alphabetical order, one per page, it is well designed. It appears comprehensive, although its concentration on the museum business means that it misses out one or two English Heritage grants which are not directly applicable to museums. For these, you would have to resort to English Heritage's own directory of grants.

My only complaint is that it is not clear how to obtain updated pages, but, as the directory is dated, one assumes that the post will bring offers in due course. Perhaps it will also contain an explanation of the strange graphic device on the front cover which is a cross between the Sydney Opera House and a mouse.

Although sponsored by a leading interpretation company, the directory is not cheap, but if it is used to bring in a grant of thousands of pounds, then it should be on every museum director's shelf.

JONATHAN GRIFFIN

FANLIGHTS

Fanlights, a visual architectural history, by Alexander Stuart Gray and John Sambrook, with drawings by Charlotte Halliday, published by A & C Black, price £12.95

This is a funny little book which claims to be the first monograph on the subject. Obviously, the publishers have not heard of the Chatto Curiosities series (now sadly curtailed), which includes John Sambrook's excellent work on the history and evolution of fanlights issued last year and illustrated with lots of photographs. The Gray/Sambrook/Halliday production is more 'artistic', but a deal less useful to anyone involved in the conservation business.

The preamble comprises a seven page history of fanlights, a glossary of relevant architectural terms, and John Sambrook's chapter on construction and repair. The bulk of the book is in the nature of a tour. Stuart Gray contributes elegant little vignettes on London and some of the Georgian towns of Britain, Ireland, and America, while Charlotte Halliday contributes drawings and sketches of the jollier fanlights to be found there. It is pleasant browsing material, but the shortcomings are clear. There is no analysis worth the name of the fanlights themselves, no indication of their date, no sense of their immediate setting or of the building to which they belong. The drawings are pleasantly fuzzy, but while they give a good idea of the patterns employed, they are of less use for the details. Two books on fanlights in two years! Business must be booming for Mr Sambrook.

NEIL BURTON

MAINTENANCE OF STRUCTURES

The maintenance of brick and stone masonry structures, edited by A M Snowden, published by E & F N Spon, price £45

Although this book is based on engineering works, such as railway bridges, rather than on historic buildings, it contains much of value to those dealing with all sorts of old structures. Those of us who have been involved in the world of building conservation for a long time will consider much of the advice to be of the straightforward and commonsense variety. However, this is not to devalue the book at all; it is, in fact, a great strength. So much advocated by the conservation world is both straightforward and commonsense, but often this is sadly missing from the experience of many.

The book is a collection of more or less independent chapters on the different problems which can beset structures and on a number of methods of solving them. The book begins with a useful glossary followed by a section on maintenance (which it describes, with justification, as the poor relation of the building industry). There are chapters on mortars and other materials, on inspection and assessment, on defects both natural and

accidental, and of course on remedial works. Many of the remedial techniques would not find favour for use on historic buildings, but clearly some have a role in very large non-historic ones. For instance, mechanical pointing may well be the only economical way of repointing a large viaduct. Nevertheless, many of the techniques suggested can and are used, with the addition of a measure of sympathy, on historic fabric.

There is an all too brief chapter headed 'Structures of historic interest'. This discusses the scheduling and listing powers available and has a short piece on the philosophical aspects of the conservation of historic structures. It would have made the book of much more value to those involved with conservation if this chapter could have been expanded considerably, so that it commented upon the suitability of the methods suggested when applied to historic buildings. I understand from the author of this chapter that this was felt to be beyond the scope of the book. A regrettable shortcoming in an otherwise excellent book.

IAN HUME

INSPECTION OF BUILDINGS

Evaluation and inspection of buildings and structures, booklet HS(G) 58, HMSO, price £3.00

The work of the conservation specialist will frequently take him or her away from the relative safety of the office to visit structures or sites that are possibly full of hazards, some seen, others not.

A useful source of guidance on preparing for these hazards and safely conducting building surveys has been published by the Health and Safety Executive in this booklet.

It is aimed at those who have a basic understanding of building construction, sufficient to enable them to use the guidance as an aide-memoire. Extensive guidance is given on dangers of structural defects and deterioration and it is amply illustrated with diagrams and photographs. Unseen hazards, such as dust, fumes, and risks to health are explained together with the precautions necessary to combat them.

If work is to be carried out alone, a system of 'reporting in' should be adopted, so that others may know where you are should you fail to make contact.

English Heritage staff can now refer to a new Code of Safe Working Practice, No 26, *Safety during site visits and fieldwork*. This lays down the procedures to be adopted for office staff and field officers when they have to visit derelict buildings and unmanned sites. Again, one of the real problems is that of being injured and unable to summon assistance. Dangers may be present from other than structural hazards, ie there may be risks of assault at isolated locations. Such dangers may be slight, but should be anticipated, especially by women working alone.

ALAN WILLIAMS

PROPOSED NEW BRIDGE AT IRONBRIDGE

The Secretary of State for the Environment has followed the advice of his inspector, Mr A W Machin (who sat with an assessor, Mr C I Cochrane, advising on aesthetic matters) in refusing planning permission for a proposed new road bridge over the River Severn at Ladywood, Ironbridge. The decision follows a public inquiry at Ironbridge in June last year, at which the opposition to Shropshire County Council's scheme was led by English Heritage (*Conserv Bull* 11, 9).

THE ASSESSOR'S REPORT

The assessor concluded that 'the proposed steel bridge at the Ladywood site would damage irrevocably the setting of the Iron Bridge. This internationally famous and

nationally important industrial monument spans the Severn Gorge in splendid isolation, a scene formed by the unrivalled combination of natural beauty and historic technological achievement from the raw materials to hand. I do not doubt that the uniqueness of the setting would not be preserved by the introduction of a modern bridge into the middle distance view, because the natural beauty of the Gorge to the east of the Iron Bridge would be spoiled for most viewers, and the world's first iron bridge would be devalued in status.'

The assessor recognised that the effect of the new bridge would be to detract from the character and appearance of the Severn Gorge conservation area. Additional negative factors here would be the predicted increase in volume and weight of traffic, both on the new crossing and in Ironbridge itself, and the impact of the scheme on the natural vegetation, proposals for improved visitor transport, and on archaeological remains in the Gorge.

'One can see today the natural beauty of the setting of the Iron Bridge that attracted 18th and 19th century visitors to view and paint this scene of great industrial and artistic achievement. The imposition of a modern steel bridge into the focus of attention, no matter how slender the structure or discreet the colour, would detract from the middle distant part of the river to which the viewer's eye is naturally led. As it would also adversely affect some of the other important views of and through the Iron Bridge from the west and south banks, it would inevitably harm [its] setting.'



The proposed new bridge at Ironbridge: an artist's impression of the structure which would have been visible from and through the Iron Bridge, erected in 1779 (Shropshire County Council)

THE INSPECTOR'S RECOMMENDATIONS

The inspector 'wholeheartedly endorsed' his assessor's findings, whilst accepting the 'legitimate and pressing' needs of local communities for a new bridge across the gorge to replace the 1909, Grade II listed, ferro-concrete Free Bridge, now capable only of carrying pedestrian or very light vehicular traffic. However, he concluded that, since alternative sites adjacent to the Free Bridge would serve the same purpose in traffic terms, and had been shown to be technically feasible, he had 'no hesitation in saying that greater weight should be attached to the disadvantages of the proposal at Ladywood and this renders it unacceptable'. In the inspector's view, a new bridge downstream of the Free Bridge, the scheme preferred by English Heritage, would not have an unacceptable impact on its setting, and any damaging effects would not be significant in the context of the gorge as a whole.

Although the principal aim of the proposed new bridge was to provide a satisfactory river crossing for local traffic, any new crossing which could take traffic heavier than 10 tonnes – the current weight limit of the Free Bridge – would attract more HGVs into the Severn Gorge Conservation Area and into Ironbridge itself, where the greater volume and weight of traffic would bring further pressure for road improvements and would increase the conflict between vehicles and pedestrians.

English Heritage, together with the other main objectors, the Wrekin District Council and the Ironbridge Gorge Museum Trust, accepts that an adequate infrastructure for local communities must be maintained. We believe, however, that planning decisions in the

gorge must acknowledge the importance of the Iron Bridge in particular and the World Heritage Site as a whole.

PAUL DRURY and ANNA McPHERSON