

Conservation Bulletin, Issue 17, June 1992

Conservation areas	1–2
Editorial	3
Kenwood	4–6
Industrial archaeology	6–8
Needs assessment and grants	9–10
Development and archaeology	10–11
Legal column	12–13
Ecclesiastical exemption	13–14
Romano-British mosaics	15
Modern architecture	16–17
Queen Street Mill	18–19
Repair grants 1991–2	20–21
Stonea Camp, Cambs	21–3
Archaeology and planning	23–5
Strand study	25–7
Repairs notices	27–8
Obituary	28
Reviews	28–30
Notes	15, 30–31
Stokesay Castle	32

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

CONSERVATION AREAS

Twenty-five years ago, the concept of the conservation area was first introduced in the Civic Amenities Act of 1967 sponsored by Duncan Sandys. It was a pioneering measure: the first piece of legislation in this country to recognise the importance of conserving the character of entire areas and to acknowledge the civic design values of whole groups of buildings. Before 1967, the individual building or monument had been the basis of legislation protecting the built environment. By the end of 1967, the first four conservation areas had been designated. Today in England there are about 7500 designated areas which are estimated to contain 1.3 million buildings or 4% of the nation's stock: an eloquent testimony to the central importance of conservation to the quality of life in modern Britain.

Looking back, it is easy to see why the concept took such hold, coming at a time when large parts of our historic towns were being demolished to make way for shopping centres and ring roads, and comprehensive redevelopment ruled the day. Technically, the legislation lacked any teeth, but local authorities willingly embraced the concept as a means of trying to ensure that in historic towns and cities change should take place within a tighter physical and historical framework than elsewhere.

The provisions of the Civic Amenities Act were consolidated into the 1971 Town and Country Planning Act, but the sole protection afforded at that time was simply a requirement for extra publicity to be given to planning applications, together with a duty for local authorities to pay special regard to the desirability of preserving or enhancing the character or appearance of conservation areas. There was no control over demolition, but it was not long before this absence was recognised as a major shortcoming and remedial measures were introduced, initially on a selective, discretionary basis, and later, via the Town and Country Amenities Act 1974, automatically. In the mid 1980s, further changes were made with the introduction of conservation area consents and the consolidation of all

government advice on historic buildings and conservation areas in DoE Circular 8/87, now itself being recast into a Planning Policy Guidance note.



Rye: the importance of preserving the streetscape

Twenty-five years on, it seems right to take stock, not only to review how much has been achieved, but also to assess how effective the legislation has been in safeguarding the vision of its creators. Mounting public concern that the appearance of our most attractive towns and villages is in decline has focused attention on the need for a balanced reappraisal of the whole function and purpose of conservation areas.

A major contribution to the debate has been made with the recent release of *Townscape in trouble: conservation areas – the case for change* published by the English Historic Towns Forum. The report underlines the danger of the piecemeal erosion of the intrinsic character of conservation areas. In spite of unprecedented public awareness of environmental issues, the study catalogues the rapid decline in the visual appearance of historic towns all over the country, and it voices many of the concerns raised in English Heritage's own 'Framing opinions' campaign. So, just how effective are conservation areas?

A conservation area is defined as 'an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. They range from historic town centres and cities to Victorian suburbs and 1920s model housing estates. Although they contain a high percentage of the nation's listed buildings, many comprise groups of unlisted buildings of considerable character, a historic street pattern, or features of archaeological interest.

A major consideration in any conservation area is how far should development be allowed to proceed. Obviously, the precise balance will vary from area to area, but in every case it is essential that the *genius loci*, or spirit of place, is not just kept from harm, but actually reinforced by change. In recent years, the whole question of preservation and enhancement has been the subject of challenge in the courts, most recently in *South Lakeland District Council v the Secretary of State for the Environment*, and there is a widespread feeling that greater central guidance and clarification would be helpful on this issue. The new PPG to replace Circular 8/87 will, we hope, provide this, and the legal implications of the South Lakeland case are the subject of a separate article in this issue. Although control of demolition has provided local authorities with a useful mechanism for regulating the pace and impact of major change on historic areas, the absence of any clear presumption in favour of the preservation of unlisted buildings in conservation areas has too often proved an Achilles heel which has undermined the purpose of the legislation. In some areas of intense development pressure, there has been too much redevelopment, and replacement buildings have arisen which have been designed to be in keeping with the character of something long since vanished.

A common compromise often adopted in dense urban areas is to redevelop behind a retained facade. But does this ever offer a sensible balance between conservation and renewal?

Increasingly, facadism is being seen as a very simplistic solution to the complex problem of area based conservation. Surely, a conservation area is more than just skin deep? It is about the whole way in which buildings, and indeed uses and communities, evolve over time, and, in many cases, facadism can represent a physical dislocation and discontinuity as drastic as complete redevelopment. It is English Heritage's view that people prefer their historic buildings to be old. Buildings are not just stage sets. Facadism rarely makes structural or aesthetic sense, particularly when it involves cellular, brick structures and vernacular domestic buildings, but it can often be difficult to resist if, arguably, the

character of the conservation area is maintained by the retention of the external facades. That is another reason why a greater presumption in favour of preservation in conservation areas might help to secure a better balance between retention and renewal.

Much of the charm of many continental cities resides in the delightful mixture of small-scale uses and activities which survive in historic central area locations. Character is more than just land-use or physical fabric; it is the juxtaposition of the two which creates the *genius loci*. The gentlemen's shops of St James's, or the tailors of Savile Row, for instance, impart a very distinct character to the entire locality, and their loss would impoverish the historic flavour of the area. So, have we got the balance right? Are we too used to focusing on the individual building and the case for preservation that we miss the very essence of the place? Do we fail to see the wood for trees, or the conservation area for buildings?



Permitted development: loss of character

The English Historic Towns Forum report* highlights the fact that the challenge which faces many conservation areas today comes not only from major redevelopments, but from many home owners who, in the interests of 'improvement', are carrying out disfiguring alterations at such a pace that a tidal wave of change threatens to undermine the very essence of some of our most familiar and cherished historic areas.



The interest of individual detailing

The character of so many conservation areas resides in a jigsaw of local architectural details and materials which often coalesce to form a distinctive harmonious whole – windows and doors, railings and tiles, bargeboards and finials. Without these details an area loses its individuality and is devalued. The cumulative impact of minor alterations to houses and street surfaces and the destruction of such details is seen as being the most significant problem facing conservation areas today. The study recommends that permitted development rights be curtailed in conservation areas, and it calls for additional controls to cover all development which materially affects the external appearance of a building.

Townscape in trouble also rightly stresses the need for greater powers to coordinate the various agencies which carry out works on footways, but, all too often, the most damaging alterations have been carried out by local authorities themselves, ironically, in pursuit of enhancement. The original concept of conservation area enhancement was that positive measures would be taken to reinforce those particular local qualities which make an area distinctive or special. Unfortunately, far too many enhancement schemes have been misguided. They have diminished rather than enhanced local character. For instance, the widespread use of standard brick paving for pedestrianisation schemes using garish colours and patterns has become a particular problem, all the more frustrating as it is one which is expensive and avoidable. There are, however, encouraging examples in towns as distinct as Gravesend and Canterbury that some of the self-inflicted mistakes of the recent past are being reversed, and traditional natural materials, such as York stone and gunite setts, are returning to replace brick paving.

Conservation areas have made an immeasurable contribution to the quality of life over the past 25 years. They have provided a logical framework for the allocation of grant-aid at a national and local level, as well as a means of containing substantial change within an acceptable physical profile; but there is a growing recognition that the character of whole areas is a subtle commodity which requires a more holistic approach and one which may well require some strengthening of the controls available to protect such areas. In addition, if we are to secure more progress over the next 25 years, we must see a far greater emphasis on conservation area management and public education. Local authorities must

make greater efforts to analyse what it is that they are trying to protect – what elements create the *genius loci* – and to explain this to the public at large. Only then can informed judgements be made and coherent policies be prepared and implemented at a local level to get the detail right. After all, it is the detail that matters.

PHILIP DAVIES

*Available from the English Historic Towns Forum, The Huntingdon Centre, The Paragon, Bath BA1 5NA; price £5 (including postage and packing); please make cheques payable to English Historic Towns Forum.

EDITORIAL

CHANGE AND RATIONALISATION?

After the election, the reorganisation. Perhaps the emotional hangover caused by the ritualised over-indulgence in political speculation during the pre-election period and on the night itself goes some way to explain the caution with which many people have greeted the changes in what is known as the machinery of government and, in particular, the creation of the Department of National Heritage. 'We trained hard, but I discovered that as soon as we made progress we reorganised,' was a complaint in the Roman army in AD 65. Cynicism about the effectiveness of change in structures is far from new, particularly among those working in the public sector. But there is much to welcome enthusiastically in the new arrangements, not least the opportunity that they perhaps present to rationalise some existing systems and introduce some new ideas.

At the time of writing, the full details have yet to emerge. We do not, for example, at present know how the Department itself will work, where its offices will be, or what powers it will have. We must assume that, confused as the present scene may be, the changes will not be overwhelmingly disruptive, but clearly the introduction of the new Department is designed to, and will have, an impact on the future structure and exercise of conservation in this country.

Plenty of this is positive and should be welcomed. Government has clearly signalled, by creating the new post of Secretary of State for National Heritage, that this particular bundle of activities has a value which needs adequate expression at the Cabinet table. In this respect, conservation should gain from emerging from the shadow of the aegis of Environment, where there were many competing claims for the Secretary of State's attention.

There is a great opportunity for the new Secretary of State to help bind together the various cultural stirrings which are now occurring in the run up to the millennium. I hope that Mr Mellor will galvanise his Department to work with others to design a series of interrelated activities which could allow real progress towards redressing years of neglect of the historic and cultural physical fabric of the country. Any such programme must of course be reflected in adequate financing – conservation has suffered in the past from the urge to extend into new areas without recognition from Government of the price of initiatives. We will be watching carefully how the proposed National Lottery is developed and what share of its estimated proceeds can be won for conservation projects. It will be important for all supporters of the heritage to have confidence in the pledge in the White Paper, *A national lottery: raising money for good causes*, that funds donated to the heritage, sports, and arts will be genuine additions to existing resources and that there will not be a drop in Treasury financing. Nor would we wish to see a large proportion of the benefits of new money consumed by multiple accounting and auditing mechanisms operated by a large bureaucracy.

There are other benefits. Brigading the built heritage with museums and art galleries could be seen as healing a division in the natural spectrum of conservation. We are all conscious

of some of the problems of the previous divide – for example on the handling of artefacts, such as statues which form part of historic entities – and some of the opportunities of even closer working, for example on research into conservation techniques. Similarly, it must be welcome that policy on tourism, so long off on its own in the Department of Employment, should be brought closer to and influenced by the concerns of those cultural areas which are the main attraction for tourists in this country.

However, there are many important issues that will come to new prominence and be viewed in a different light in the new arrangements. English Heritage will have to work hard to avoid disadvantages which may accrue and new threats to conservation. As readers know, the actual exercise of conservation protection is closely associated with, indeed is a part of, land-use planning. Recent experience with the development of PPG16 is a case in point and shows what can be achieved through detailed working across the conservation and planning policy divide. The future of our built heritage depends critically on local commitment to conservation. It also depends on maintaining a reasonable balance between conservation and uses which can secure continued investment in historic property. Historic buildings and landscapes are not museum objects to be secured by fossilisation.

On a day-to-day basis, it is crucially important to ensure that our present close and constructive relationship with local planning authorities survives. We need to remain open to contacts, too, with the learned and professional associations working in local government and the private development sector. We also need to persuade the Secretary of State for the Environment to take the conservation case fully into account, when he is devising new planning policies or making structural changes which affect the organisation of conservation. In particular, we will need to continue to advise Government on the implications for conservation of proposed changes in local government organisation. We intend to maintain our alliances with the Countryside Commission and English Nature, which are both remaining under the sponsorship of the DoE. Increasing importance has been devoted over recent years, since the publication of *Our common inheritance*, to developing shared policies in the historic countryside.

When it comes to the exercise of English Heritage powers, the change may well provide an impetus to improve on current arrangements and legislation. The double handling by ourselves and civil servants (eg the listing of buildings, scheduling of ancient monuments, and the handling of lbc and smc cases) is costly of time and effort, reduces our effectiveness, and impedes the provision of a high-quality service to the public. I would hope that a new Secretary of State would review and rationalise much of the overlap and fight for the necessary legislation to streamline the system.

At bottom, the impact of these governmental and bureaucratic changes will depend on the policies to be shaped and adopted by the new Secretary of State. While the Conservative Party Manifesto set out some topics – the millennium and the national lottery – for the agenda, the rest is up to him. We hope that he will confirm the general political commitment to conservation, and that moreover he will provide those of us charged with the conservation of the built heritage with a clear impetus towards developing a better definition of the subject, a better defence of the policy, and a better remit to provide a service from the centre to those close to the individual buildings and cases.

JENNIFER PAGE

Chief Executive

KENWOOD – A GENTLEMAN’S PRIVATE PARK?



Visitors using the ‘Pasture Ground’ in front of the house

Most historic parks and gardens were created for private individuals to enjoy, but many have opened their gates to visitors, often to generate income for their upkeep. Others have now come into public ownership and, as at Kenwood, are used as open spaces.

Reconciling the demands of visitor access with the conservation of the historic integrity of the site is one of the challenges faced by many managers of historic landscapes.

In eighteenth- and early nineteenth-century landscape parks, designed to imitate ‘nature’, with rolling parkland, woodlands, and lakes, there is often the additional challenge of reconciling the demands of public access with the conservation of sensitive wildlife habitats. This challenge is increased where new areas of habitat have developed which are in direct conflict with the historic design and yet are in themselves of high wildlife or amenity value.

Preparing a management plan for historic landscapes in these circumstances requires a very sensitive balancing act to be performed. This was the task faced by English Heritage when it took over the care of Kenwood from the Greater London Council in 1986. The exhibition *The landscape of Kenwood – the next step*, on display at the Iveagh Bequest, Kenwood until 30 September, demonstrates that the potentially conflicting interests of historic landscape, nature conservation, and public access can be successfully accommodated.

The key to success is the management plan, but this can only be developed with a full understanding of the landscape and its use.



From the end of the Lime Avenue eastwards along the Terrace

When English Heritage embarked on preparing a management plan for the estate, the first stage involved an extensive series of surveys, combined with archival research. These ranged from surveys of the physical fabric, including surveys of soil, water, and vegetation, through to surveys of visitor use, birds, beetles, and spiders, as well as recording the condition of fences, litter bins, and paths. Almost no stone was left unturned.

The surveys revealed the enormous complexity of the landscape, which is listed Grade II* in the *Register of parks and gardens of special historic interest in England*. It was designed by Humphry Repton for the Second Earl of Mansfield and was largely laid out from 1793–6. Incorporating elements of two earlier eighteenth-century layouts, it was designed in the new ‘picturesque’ style, as an integral part of the works to extend the mansion (listed Grade I) and construct a series of new estate buildings.

More than a third of the historic landscape cared for by English Heritage at Kenwood is designated as a Site of Special Scientific Interest, including the woodlands, a sphagnum bog, and marsh, as well as the smallest of the three lakes. Kenwood receives an estimated three million visits annually and, as part of Hampstead Heath, the whole site is regarded by its visitors as one of the last remnants of ‘countryside’ in the capital.

In 1986, there was immediate local concern that 112 acres of the estate had been separated from the remainder of the Heath, and there were reservations about how English Heritage would manage the Kenwood estate. While visitors recognised that the more formal garden areas at Kenwood should be managed differently from the rest of the Heath, there was almost no recognition that the wider Kenwood estate was all part of the

same designed historic landscape. Nor was it recognised that its existing and much valued wild character derives from post-war changes in management.

The house and its immediate grounds came into public ownership only after Lord Iveagh saved it from suburban development in 1924. The rest of the estate had already been purchased piecemeal after a public campaign and vested in the local authorities from 1889 onwards and so added to Hampstead Heath. Although a little neglected, the designed landscape was virtually unchanged from when it was laid out in the late eighteenth century. It was also a haven for wildlife, a result not only of continuous management of the semi-natural landscape, but also of lack of disturbance.

Lord Iveagh and his trustees gave considerable thought as to how the designed landscape and its wildlife could be protected. He imposed conditions which have ensured that its use has remained predominantly for informal relaxation. The bequest leaving the property to the nation stated that it was his wish '...that the atmosphere of a gentleman's private park be preserved'.

From 1950, the London County Council who managed the estate also became responsible for managing the house and, through exhibitions, concerts, and other events, significantly increased the volume of visits to the estate. The landscape changed quite dramatically between 1945 and 1986 owing to this increase in visitors, among other reasons.



Towards the house from the Beech Mount; the erosion caused by visitors can be seen



View of the Lime Avenue

During the mid 1950s, grazing by sheep stopped. This led to the establishment of oak and birch scrub in the damp valleys and on the steeper hillsides of the parkland. Progressively, views were obstructed and the interrelationship of spaces within the designed landscape changed. Important areas of nature conservation interest, such as the sphagnum bog, began to be shaded out by encroaching birch trees.

After the war there was a shortage of skilled estate workers, with the result that traditionally managed features, like the woodlands, started to decay. The woodlands became over-mature, and the ground layer was smothered by invasive *Rhododendron ponticum*. Young trees were being eaten as seedlings by rabbits or subsequently damaged by squirrels, so that few young trees were established. A number of the physical problems derive from this change in management: polluted and silted lakes, blocked land drains, soil erosion, and worn-out and blocked paths. Other features, such as the flower garden, were found to be too labour-demanding to maintain and were grassed over to increase their recreational use.

From the 1950s, the natural ageing of many elements of the landscape accelerated, large gaps appeared in the old tree cover of the woodlands, and in 1962 the lime avenue became dangerous and was felled.

As managers changed so continuity was lost, and, in 1965, Kenwood ceased to be managed as a separate unit with the result that less emphasis was placed on its own distinct identity.

The popularity of Kenwood was causing damage to the fabric and character of the landscape. Increased visitor numbers led to new paths being formed, existing gravel paths being resurfaced in tarmac, and an increase in visitor facilities and 'street furniture', such

as notice boards, litter bins, seats, etc. A substantial carpark was formed. Despite this, cars filled the driveways and crowded around the house, unleashed dogs, bicycles, and footballs illegally vied for space with visitors along the terrace, and the pressure from three million visitors continued to wear out the paths and the grass.

It was clear that the historic landscape was disappearing without any compensatory benefits for visitors and nature conservation, but, without public support for a management plan, little could happen. The information gathered during the surveys was therefore used for a major exhibition in 1990, allowing visitors the opportunity to see the problems for themselves and to make an informed decision about what should be done. Over 30,000 visitors attended over a six-month period and nearly 4000 returned completed questionnaires concerning future management issues. These were professionally analysed and revealed that:

the important factors in managing Kenwood's landscape were seen as nature conservation (with 71% support), the historic landscape (62%), and public open space (60%)
the importance of restoring the historic landscape was recognised – high priority (43%), medium priority (37%), low priority (9%), and opposed (2%)
clearance of scrub to restore the former design and views was favoured – complete clearance (34%) and partial clearance (42%); only 12% wanted scrub retained for woodland development.

As a result, an outline management plan was able to be prepared for English Heritage and the various committees concerned with the management of Hampstead Heath.

The management plan aims to conserve, enhance, and simultaneously upgrade the historic landscape design, nature conservation, and public access. A series of projects have been identified to be implemented over the next ten years, funds permitting. Capital works projects concerned with essential repairs, such as dredging the lakes, improving drainage, and resurfacing paths, will take priority over non-essential, but nonetheless desirable projects, such as restoring the flower garden and creating an early nineteenth-century kitchen garden. Other more long-term management work, such as clearance and replanting, will be undertaken largely as projects within the annual management and maintenance programme by the gardeners, conservation unit, and tree pruners. At the same time, annual maintenance schedules, such as grass-cutting regimes, will be varied to meet the objectives.



Visitors in the flower garden

The management objectives set for Kenwood are ambitious, but attainable. The survey work has helped to identify the factors which will allow the potentially conflicting interests to be resolved. The framework of the designed landscape is still largely in place, and the repair and proper management of its semi-natural character will directly benefit nature conservation. The semi-natural character of the landscape is also what visitors most value. Designed as a picturesque landscape, it contains a series of circuit paths from which visitors can appreciate a range of contrasting views. Although intended for private use, it has the capacity to absorb large numbers of visitors, provided that they are carefully managed. The relationship to Hampstead Heath is also an advantage. It helps to reduce the pressures and protect Kenwood's rural character and wildlife interest.

At the start of the public consultation exercise, Gareth Huw Davies wrote in the Sunday Times:

'It might just work. And if English Heritage gets it right, the rewards could be significant. Kenwood is the quintessential stately home and gardens, attracting huge numbers of visitors. The way it goes about reviving such heavily used grounds could serve as a model for the custody of fine urban houses in the rest of the world.'

By returning essentially to the objectives set by Lord Iveagh, the historic character of Kenwood with its wildlife can be protected for future generations to enjoy as part of the open space of Hampstead Heath.

CAROL COLSON

Colson Stone Partnership

THE DILEMMA OF THE INDUSTRIAL ARCHAEOLOGIST

The exceptional case of Queen Street Mill, discussed elsewhere in this issue, highlights the particular dilemma of the industrial archaeologist: to decide what we should seek to conserve and in what form. The Industrial Revolution is England's particular contribution to world culture; that bringing together of investment capital, of organised labour, of the application of scientific principles to manufacture, and of factory scale which over the past 500 years has done more to change the economy, social organisation, and geography of the world than any other force. We are still experiencing and living with the results of those changes, both good and bad.

Increasingly, too, our understanding of earlier technology has refined our appreciation of continuity as well as change. But we cannot keep everything. As custodians, we must choose from the surviving physical remains of past industries, including those which predate the Industrial Revolution, and of those current industries in decline, but we must also be aware that the cycle of renewal for modern industries is often five to ten years or less. We must select: but on what basis?

IDENTIFICATION

Industrial structures and sites of architectural or historic importance are currently identified by inclusion in the statutory list of historic buildings, the Schedule of Ancient Monuments, or in the National Archaeological Record and County Sites and Monuments Records. Neither collectively nor individually do these provide a complete and coherent set of data about our surviving industrial heritage. Much important information remains poorly accessible in specialist and personal archives.

For those wishing to analyse and evaluate what survives, listing is probably the most important source, if only because of the broad criteria used. However, our background of knowledge is often critically deficient, and the weight given in the past to architectural significance and date has undoubtedly led to some classes of buildings not being adequately recognised. Listing is also statutorily restricted to what can be defined legally as a building; this can exclude very important areas, such as unattached machinery, horizontal surfaces, earthwork remains, buried deposits, and subterranean excavations. English Heritage is tackling these deficiencies in two ways. We are preparing much more detailed guidelines on a thematic basis for those carrying out listing surveys to assist in the choice of nineteenth- and twentieth-century buildings and structures, including a range of industrial building types. Second, we are supporting thematic studies linked with management objectives for particular owners: for example, the survey of canals and canalside structures which we are jointly funding with British Waterways. We hope that this work will result in more accurate and comprehensive listing of industrial structures.

Scheduling may be more effective than listing in respect of certain categories of industrial structure; it can cover self-contained machinery and ruined fragments or buried remains, and it is more appropriate where the protection of an area, rather than an individual building or structure, is sought. As part of the Monuments Protection Programme, which will greatly increase the total numbers of monuments protected through scheduling, English Heritage plans to improve the coverage of industrial sites. Working on the basis of a list of industries for England, reports will be prepared describing their origins and main

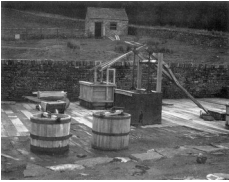
stages of development, the extent to which retrievable recording has already been carried out, and the relevant specialists involved. Information will be collected about sites in each class and they will be individually evaluated. On the basis of this information, we will select those sites which merit protection and, after further consultation, decide which should be scheduled and which are best identified by other statutory or non-statutory means. Inclusion of validated information in county Sites and Monuments Records (SMRs) is a minimum requirement, but many of them are deficient in the field of industrial archaeology. Their completeness and utility will be the more vital at a time of local government reorganisation. Responsibility for the development of county SMRs now rests with the Royal Commission on the Historical Monuments of England which is considering, with our assistance, how SMRs can be enhanced in various areas, including industrial archaeology.

PROTECTION AND MANAGEMENT

Identification of historic industrial structures and other physical remains may in itself afford them a degree of protection, either through specific statutory controls or through their recognition as planning constraints. PPG 16 on archaeology and planning provides a potentially powerful tool in this respect; we are seeking to influence the reissue of Circular 8/87 as a PPG along the same lines, with comparable prescriptions for evaluation of buildings and structures.

Such controls are reactive, however, and protect only surviving physical remains. Ultimately, our industrial heritage is both a process and a way of life. Keeping industries of historic importance in operation and retaining the use of their buildings, processes, and plant is an ideal, but it is practicable only in a few limited cases, particularly in cases affecting small-scale industrial endeavour. This may mean creating new markets for a product, such as traditional building materials, or changing the focus of marketing effort, for example by a switch from utilitarian to art ceramics or by the movement of handmade paper upmarket. Local authorities may be key players here in their role as development agencies; support may also be available from national bodies, including English Heritage, whether through assistance for the repair of buildings and structures or in very selected cases for direct support of a process. We are, for example, grant-aiding the production of gault-clay peg tiles in Cambridgeshire as a source of appropriate materials for the repair of historic buildings.

Allied to continued economic operation, and often indistinguishable from it, is the preservation of industrial processes and their associated structures as working museums, selling the process as a product to tourists. This is an area which has seen an explosion in activity in the last 20 years, both among surviving industries and at specialised sites, such as the Ironbridge Gorge. It has saved many historic structures and processes, but it is generally driven either by market forces or by local enthusiasms, with the result that it is selective and limited in terms of what is preserved; anything requiring great expenditure, high manning levels, or a large degree of management effort will usually be a nonstarter. The result may be diversification of effort among a growing number of similar monuments. Most importantly, it is dependent on the tourist market which, as recent years have shown, can be a fickle one. The recent history of the Gladstone Pottery, the best preserved nineteenth-century urban pottery, of national importance and apparently secure in the hands of a trust, is an instructive example. Visitor numbers plummeted towards the end of the 1980s to such low levels that a rescue package, to which English Heritage contributed, had to be put together after less than two decades of operation.



Park Level Mill, Kilhope: reconstructed lead-processing floor

Reliance on tourism also means changes, often major. More pernicious than those made for reasons of safety, because less obvious, are those designed to create a visitor experience at the expense of authenticity, whether through modification of existing processes or the bringing together of new processes on site. This is often accompanied by sentimentalisation of the social and working history involved.

Where continued operation of a process is impossible, preservation of physical remains alone, without any attempt at conversion to a new use, may be the appropriate way forward. Such preservation is very often the best, indeed the only, solution where significant machinery or plant survives. It requires positive management and interpretation, usually by the site owner, and satisfactory arrangements are increasingly difficult to achieve. In the past, ownership by a body such as a charitable trust has been seen as the best way forward, but increasing financial pressures on local authorities and management problems in charitable trusts can create longer-term difficulties.



Tideslow Rake, Derbyshire (above): lead mining and waste heaps; Bonsall Moor, Derbyshire (below): miners' hut and areas for lead processing and washing



For most industrial monuments – and these will generally be buildings – the answer must be through economic reuse. This includes some compromise between the preservation of historic fabric and the needs of the new user, reconciling them as far as possible. The starting point will always be survey and evaluation of the structure before the design process begins, allowing the establishment of a hierarchy of priorities for preservation and identifying those areas where a greater or lesser degree of adaptation is appropriate. Fortunately, industrial buildings and structures are generally robust, in both their construction and their design. It should, therefore, be possible to produce a scheme which maximises the flexibility available within the building or structure while respecting what must be preserved. Schemes for the repair and preservation of industrial buildings and monuments are a priority for our major grant schemes, and we are considering the publication of a statement of current policy and practice on the conservation of industrial buildings and monuments, based on our past experience through statutory casework and grants.

Much of our industrial heritage will continue to earn its living in the future through adaptation and reuse. But without popular interest and enthusiasm, it will prove increasingly difficult to secure the public investment and income from tourism and other sources needed to ensure a long-term future for the rest. English Heritage therefore welcomes the decision by the English Tourist Board to designate 1993 as Industrial

Heritage Year and to launch a major marketing campaign to promote it. We see this as an important opportunity to establish the unique importance of industrial archaeology in England, to educate the public about its significance, and to generate additional tourist and other income to benefit all our industrial monuments.

OLIVER PEARCEY

ASSESSING NEEDS FOR HISTORIC BUILDINGS AND MONUMENTS GRANT APPLICATIONS

English Heritage makes grants to help owners with the costs of necessary repairs to some of the nation's most outstanding historic sites and buildings. Since 1953, when such grants were first made, there has never been an automatic entitlement to this financial assistance, even to the owners of the country's most important buildings. Demand has always exceeded the funds available, and those who applied for grants have always needed to demonstrate that they could not reasonably undertake the necessary repairs without public assistance.

Our judgement as to which buildings are sufficiently outstanding to qualify for our Church or our Historic Buildings and Monuments grant schemes has recently been aligned, so far as practicable, with list Grades I and II*. This will increase our requirement to target funds on those buildings most genuinely in need of financial assistance. The survey of buildings at risk, the first results of which were published in January this year, is also improving our understanding of the buildings which are most acutely in danger. It is therefore timely to set out in some detail the criteria against which grant applications for major repairs are sifted and, in particular, the financial factors which have to be taken into account.

As a public body, English Heritage must be satisfied that value for money is achieved in the expenditure of public funds and that such funds are used only where necessary.

Grants are not the only way to secure the repair of the nation's most important historic buildings: indeed, most owners should have a vested interest in keeping their property in good order. Other forms of persuasion, which include statutory controls over alterations and building repair notices for those buildings which fall into a seriously degraded state, can be used to find solutions to the difficulties involved in the preservation of buildings and monuments. Repair grants – the positive side of the approach to major problems – have therefore to be targeted carefully and seen as part of the portfolio of measures which can be used to preserve the national legacy of historically important buildings for the benefit of everyone.

All applications which are made for Historic Buildings and Monuments and Church Grants are judged against three basic tests: the national importance of the site or building, the urgency and nature of the proposed repair work, and the need for public money to ensure that the work is completed within an appropriate timescale. Our assessment of the financial need for grant which individual projects can demonstrate is critical. We need to judge each case against a number of considerations.

THE PRINCIPLE OF MARKET VALUE

Many historic buildings have established uses that are economic and reflected in positive market values. Such buildings already have or can attract owners who have the means to fund any major repairs in order to keep them in use and protect their capital value. Such repairs are, after all, necessary expenditure for all buildings and not unique to historic structures. They should normally only be in need of public sector help if the cost of repairs approaches or exceeds the building's market value once it has been fully repaired.

Properties already in use can be divided broadly into residential, commercial (such as hotels, offices, or farms), and public or charitable categories (such as schools, universities,

museums, art galleries, almshouses, or town halls). If a building or monument is currently in use, there must be a strong argument that it is already economic, or that there are clearly defined liabilities for its upkeep – for example, a bridge which carries a public highway – which form part of its owners' business. An English Heritage grant in such circumstances would be a substitute for funds which ought to be available as part of the proper management of the property or as one of the responsibilities of ownership. Nor should English Heritage grants be used to subsidise owners. When a building has been recently acquired, the sale price should reflect its real market value, taking into account all foreseeable repairs and extant planning permissions or listed building consent. If the building requires substantial repairs, its value on the market may be negligible. Any grant offered by English Heritage to help with repairs to a building which had recently changed hands at anything more than a realistic market value would indirectly, therefore, be subsidising the vendor rather than the building. The actual sale price of a property will sometimes include some speculative value, reflecting the possibility of demolition or alterations for which permission may yet be sought. However, we will not take these into account in determining whether a sale price is realistic, since this would contribute towards speculation at the expense of listed buildings or of our grants budget.

In the case of country estates, commitment and continuity of ownership may be the key to securing important houses with their historically associated contents, landscapes, and ancillary structures intact for the future. A proper assessment of financial need is not obtained, therefore, through a judgement about market value which assumes that an owner can readily realise the capital value of historically significant portions of the estate. In such cases there is often a complex financial interrelationship between assets and revenue. An assessment of need for English Heritage support for repairs has to be based on information about outgoings, which are essential for the running of the estate, and the capacity within these commitments for finding the sums required for the repairs which are currently necessary. We also have to recognise that, if capital has to be realised from its assets, the historical value of the estate itself may be harmed, and its capacity for generating sufficient annual income to support continued maintenance in the future may be impaired.

BUILDINGS WITHOUT A VIABLE USE

The concept of market value is most readily applicable to buildings that have a clear, economically viable use, whether this is residential, commercial, public, or charitable. Churches in use, however, have little or no market value: judgement about whether churches require grant, therefore, needs to centre round the ability of the congregation to raise funds. In practice, the size of the congregation, the relative prosperity of the neighbourhood, and the parish accounts provide a basis for assessment.

Other buildings and monuments, too, can never be put into fully viable use, either because by their nature they are unusable or because any new use would require change which would destroy their essential interest. Ancient earthworks or ruined monuments, follies, landscape structures, industrial buildings which still contain historically associated machinery, and redundant chapels with important fittings are some of the most obvious examples of these. In such cases, consideration has to be given to the scale of resources which are available to, or might be raised by, the owner to contribute towards repairs.

ECONOMIC USE

Where a building is already in commercial use, or conversion to a commercial use is proposed, assessment of the requirement for grant must include a view on a building's optimum use, in terms of the financial return on investment compatible with its fabric, setting, and interior. English Heritage grants cannot be used to subsidise less viable uses of buildings, where it is possible to carry out an acceptable scheme which would allow the

full costs of repairs to be met without grant-aid, even if such a scheme is only practicable with a change of ownership. Sometimes, however, the conservation of a group of buildings is best served by keeping them in common ownership with a common plan, even if that may mean that individual buildings cannot be put to their optimum use; in other cases, the types of use may be constrained by legal requirements – for example, a trust deed. Any such constraints would be taken into account in determining the level of need for grant. The conversion of a building to a new use is sometimes the best, or only, way of securing its future and is increasingly an option in relation to buildings most at risk. Most frequently, such conversions are undertaken by a developer, either in the form of a commercial undertaking or a building preservation trust. Market valuation – before and after the conversion – is essential to establish the economic viability of a scheme. A business plan is also necessary to ensure that for any commercial enterprise the owner will be adequately financed to complete the conversion and secure the future of the building. Grant may need to be considered where a scheme, which would clearly be viable in the long-run, cannot be financed initially without grant-aid. In certain instances, there are other grants from central Government funds to cover such enterprise projects. The fact that a building has become uneconomic will not necessarily of itself be sufficient reason for grant. Related packages of property often have sufficient overall assets to cover all the potential repair costs, including those of elements which, if viewed separately, might be seen as uneconomic. On occasion, a building of historic interest may have been deliberately neglected, perhaps in the hope of being able to clear the site, so that its development value could be realised. If either of these circumstances applies, the onus of financing necessary repairs should remain with the owner. Some types of building – for example, traditional farm buildings – are often only marginally economic if kept in the use for which they were built. Grant may be justified to keep these in an appropriate use. Even in a building which has a viable use, there may be significant decorative or other non functional features – such as parapets or sculpture – for whose repair a grant may also be justified in order to preserve important architectural detail which makes a significant contribution to its historic character.

TARGETING GRANTS

It is only possible to outline here the general principles applied to needs assessment for grant, and, in practice, each case has to be viewed on its own merits. The responsibility which we face for reaching judgements on such financial matters often means that we have to ask questions about the resources available to owners and applicants; these are treated in the strictest confidence. Only after we have seen such information can a decision be taken about the need for grant, and, even after revealing this information, in view of the constraints on resources which we face, some applicants have to be given the disappointing news that we are unable to assist them. The fact that this is a sensitive and difficult process cannot absolve us from the need to reach as informed and consistent a view about the deployment of public funds as we can. Our aim is to be certain that English Heritage grants are offered and used where they are needed to secure the best and most permanent future for the nation's most significant buildings.

STEPHEN JOHNSON

DEVELOPMENT AND ARCHAEOLOGY IN YORK

In recent years, the historic city of York has been a battleground between the destructive needs of modern development and the desire to conserve the archaeological fabric of the 2000-year-old city. The local and national press have delighted in the city government's inability to reconcile the inherent conflict between building new office blocks and saving the tangible remains of York's past at such sites as the Queen's Hotel in Micklegate and the

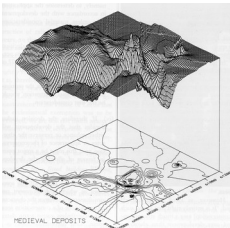
Leedham's Garage site in Wellington Row (see also *Conserv Bull* 9, 1–2). In 1990, the City Council and English Heritage jointly commissioned a study with the aim of providing a mechanism whereby sites in historic York may be developed while the most outstanding archaeological deposits are preserved. The *York development and archaeology study** was carried out by Ove Arup, with assistance from the Archaeology Department of the University of York and from Bernard Thorpe, the property agents.

The conclusions of the report have now been translated into a set of policies and accepted in draft by York City Council. A period of public consultation should see them being fully accepted in July 1992. These policies are parallel to the principles laid down in the Department of the Environment Policy Planning Guidance Note on archaeology and planning (PPG 16) (*Conserv Bull* 12, 1–2; PPG 16 in practice is reviewed elsewhere in this issue) and stress the importance of early evaluation of the archaeological implications of any proposal and the willingness of the planning authority to refuse planning permission if those implications are unclear.

The procedures now adopted in York are summarised in the accompanying figure. All potential developers in York are advised by the city's one-stop Development Advisory Service to consider the archaeological consequences of their proposals at the earliest stage. If the site has some archaeological potential, the developer will be provided with a watching-brief specification and will be expected to pay for the costs of its implementation. If the site is of greater archaeological importance, or of unknown archaeological significance, the developer will be provided with a specification for an evaluation of the site. When this evaluation has been commissioned and implemented at the expense of the developer, the onus is still on the developer to produce a mitigation strategy in order to eliminate or minimise the archaeological damage and to make proposals for archaeological recording in advance of destruction. In the context of York, it has been accepted that a mitigation strategy which preserves 95% of all archaeological deposits below and around the foundations of a new building will generally be granted consent – although the mitigation strategy should ensure that the deposits to be destroyed will be the least important, and in some cases only modern layers will be affected.



Excavations at the Stakis Hotel site, Wellington Row, York, revealing the remains of a Roman warehouse of second century AD date



Medieval deposits in York: a model of their depth (York City Council)

An important element in the success of the new regime for York is the resolve of the City Council Planning Committee to refuse planning permission where the applicant has not carried out an archaeological evaluation or has not provided an adequate mitigation strategy. Permission has now been refused on these grounds on several occasions, and the principle has been upheld following a public inquiry. In an appeal decision issued in February 1992 concerning the Council's refusal of planning permission for four dwellings at 3 to 5 Victor Street, York, the Inspector upheld the decision and concluded: 'it would be premature to grant permission for this development until a full archaeological evaluation has been carried out'.

So far, there are excellent signs that the new procedures in York are working well, in no small part due to the contribution of John Oxley, the Principal Archaeologist appointed by York City Council with financial assistance from English Heritage. Conservation archaeologists are content, since a critical eye will be cast upon any proposal to destroy deposits, and last-minute, badly planned, and under-funded rescue excavations are no longer necessary. Equally importantly, developers are content, since they now have a clear path to follow which can be accurately costed and timetabled. At a seminar in York attended by over 100 developers and their agents in January 1992, the overwhelming feeling was that uncertainty in the planning process has been reduced and that development and archaeology can happily coexist in York.

DAVID FRASER

**York development and archaeology study* is available from English Heritage Postal Sales, PO Box 229, Northampton, NN6 9RY, price £10, incl postage and packing. Please quote product code XC11797.

AFTER CARTMEL

THE MEANING OF 'PRESERVE'

The recent judgment of the House of Lords in *South Lakeland District Council v Secretary of State for the Environment* (30 January 1992) has hardly been universally welcomed. It has been claimed that we are back where we started, that the test for development within conservation areas is now no higher than elsewhere, and that the law is in need of change, or at least clarification. The Chief Planning Officer of South Lakeland District Council has indicated that his authority will be urging the Association of District Councils to petition the government to reform the law. This pessimism seems unwarranted.

The facts are well-known. An application for outline planning permission was made by the Carlisle Diocesan Parsonage Board for a new vicarage within the curtilage of the existing vicarage in the small village of Cartmel in Cumbria. The application was refused on the grounds that the proposal would be seriously detrimental to the history, architectural, and visual character of this part of the conservation area and contrary to a number of policies in the local and structure plans. The applicants appealed. The Inspector appointed by the Secretary of State to determine the appeal decided that the main issues which he was required to address were, first, what effect the proposal would have on the character and appearance of the Cartmel conservation area, and, second, whether the proposal would be likely to cause unacceptable damage to archaeological remains. It is the first of these issues which concerns us here.

Section 277(8) of the 1971 Planning Act (now re-enacted in substantially the same terms in s72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) provided that, in the exercise of planning powers, 'special attention shall be paid to the desirability of preserving or enhancing' the 'character or appearance' of a conservation area. The Inspector considered that the effect on the character and appearance of the conservation area would be small and that, providing great care was exercised in the detailed design, the proposed vicarage could be accommodated without damaging consequences to the appearance of the village. He therefore allowed the appeal and granted planning permission subject to conditions.

Mr Lionel Read QC, sitting as a Deputy Judge of the Queen's Bench Division, held that the Inspector had erred in law because, although he had correctly identified the duty under s277(8) which he was required to have in mind, he had not in fact discharged that duty. The issue was whether, in paying special attention to the desirability of preserving or enhancing the character or appearance of the conservation area, the Inspector was bound to determine whether the proposed development would make a positive contribution to

preservation and enhancement. The Deputy Judge applied his own previous decision (*Steinberg v Secretary of State for the Environment* [1989] 2 PLR 9), where he had said: 'The concept of avoiding harm is essentially negative. The underlying purpose of section 277(8) seems to me essentially positive. The word "preservation" in section 277(8) is intended to include only positive preservation.'

Both the Court of Appeal and the House of Lords unanimously disagreed with this interpretation. In the Court of Appeal, Lord Justice Mann said: 'character or appearance can be said to be preserved where they are not harmed'.

In the House of Lords, Lord Bridge had no hesitation in approving the judgment of Lord Justice Mann saying '...where a particular development will not have any adverse effect on the character or appearance of the area and is otherwise unobjectionable on planning grounds, one may ask rhetorically what possible planning reason there can be for refusing to allow it'.

It is claimed that this decision means that applications for development in conservation areas now have to meet only the basic test of absence of harm which applies to all development, whether within or outside conservation areas.

However, as Lord Bridge himself said, 'It is entirely right that in any such [conservation] area a much stricter control over development than elsewhere should be exercised with the object of preserving or, where possible, enhancing the qualities in the character or appearance of the area which underline its designation as a conservation area'. In *The Bath Society v Secretary of State for the Environment* [1992] 1 All ER 28, Lord Justice Glidewell stated six principles which should govern the approach to an application for planning permission for development in a conservation area. The Court of Appeal in the South Lakeland case examined this decision at length and came to the conclusion that there was nothing in it which was inconsistent with their own judgment. The House of Lords declined to comment on the Bath Society case, so it is possible to read the two decisions together; the six principles of Lord Justice Glidewell appear to be still valid, subject only to some explanation of the sixth principle in the light of the South Lakeland decision.

SIX PRINCIPLES

(i) In the case of applications outside conservation areas, the decision taker will normally be subject to the statutory duty imposed by (now) ss70(2) and 54A of the 1990 Planning Act, namely, to determine the application in accordance with the development plan unless material considerations indicate otherwise.

(ii) In a conservation area, the decision maker has an additional duty to perform, ie that imposed by (now) s72 of the Listed Buildings Act 1990.

(iii) In a conservation area, the requirement to pay 'special attention' should be the first consideration.

(iv) If, therefore, the decision maker decides that the development will either enhance or preserve the character or appearance of the conservation area, this must be a major point in favour of allowing the development.

(v) Nevertheless, there will be some cases in which a development can simultaneously enhance the character or appearance of a conservation area, but nevertheless cause some detriment. That detrimental effect is a material consideration.

(vi) If, however, the decision maker decides that the proposed development will neither preserve nor enhance the character or appearance of the conservation area, then it is almost inevitable that the development will have some detrimental, ie harmful, effect on that character or appearance.

This approach can still be regarded as correct, so long as one reads 'preserve' in (vi) above in the wider sense of not doing harm, attributed to it by both the Court of Appeal and the House of Lords in the South Lakeland case.

CONCLUSION

In the light of the above, it is possible to draw the following conclusions.

(1) The legal meaning of 'preserve' is now clear and, in terms of logic and semantics (if not conservation 'interest'), the South Lakeland decision must be right. Certainly, three Court of Appeal Judges and five Law Lords had little difficulty in reaching unanimous decisions, which does not suggest confusion.

(2) Lord Justice Glidewell's six principles still hold good as the correct approach to decision taking.

(3) The test of 'harm' must be higher in a conservation area than elsewhere. What may be harmful to the character or appearance of a conservation area may be perfectly acceptable in another environment.

(4) In practice, therefore, the scope for arguing that a development is in fact neutral will be very limited. The Inspector in the Cartmel case himself said that the physical characteristics of the site made this a special case and he did not consider that his decision would make it difficult for the Council to refuse applications elsewhere in the conservation area.

(5) Finally, county planning authorities now have a powerful tool in the new s31(3) of the 1990 Planning Act, substituted by the Planning and Compensation Act 1991, which came into force on 10 February. This requires authorities to include in structure plans positive policies for the conservation of the natural beauty and amenity of land, the improvement of the physical environment, and the management of traffic. This should enable local authorities to formulate policies for the 'positive' preservation and enhancement of the character and appearance of conservation areas, against which subsequent applications for development will have to be tested, in accordance with the rule in s54A that the determination of a planning application has to be made in accordance with the development plan unless material considerations indicate otherwise.

For these reasons, the future does not appear as bleak as has been suggested.

MICHAEL BRAINSBY

ECCLESIASTICAL EXEMPTION



Fournier Street, East London: the gutted interior, 1986

THE ENGLISH HERITAGE VIEW

Concern about state interference in the practice of religion has led, for many years, to the special treatment of churches and other places of worship in use under legislation designed to protect the built environment. Governments are rightly still sensitive about this issue and it is, therefore, not altogether surprising that, six years and three consultations after Lord Skelmersdale's formal announcement in the House of Lords that the ecclesiastical exemption was to be reviewed, we are still not much nearer a solution which is acceptable to all the widely differing interests involved (*Conserv Bull* 9, 11).

The Department of the Environment's consultation paper, *Ecclesiastical exemption from listed building control*, which was published on 5 February 1992, bases its approach on the established Church of England procedures, the faculty jurisdiction. The main proposal is that any religion or denomination would continue to enjoy ecclesiastical exemption, if it were able to demonstrate that it had in place a formal system whereby any proposals for

demolition, alteration, or extension of a listed church, or demolition affecting the exterior of an unlisted church in a conservation area, would be submitted for prior approval to a body independent of the local congregation or community proposing the works. In deciding whether or not to approve the works, the decision-making body should be under a specific duty to take into account conservation issues, should consult with local planning authorities, English Heritage, and the national amenity societies, and should advertise the proposals publicly.

CODE OF PRACTICE

Where arrangements complying with this 'Code of Practice' do not exist and are not to be adopted, the ecclesiastical exemption will be withdrawn with respect to works affecting the exterior. In addition, whether or not the Code of Practice is adopted, the exemption will be redefined to relate only to the principal ecclesiastical building; works to all buildings within the curtilage of that building, such as listed tombs, will be subject to listed building control in the normal way.

The proposed Code of Practice puts the onus for justifying the exemption firmly onto the ecclesiastical body concerned and opens up the possibility of effective and publicly accountable control over both internal and external works to listed religious buildings. Clearly, the Church of England, with its existing well-established faculty jurisdiction system, should be able to adopt the code for parish churches, and the new legislation covering Anglican cathedrals also conforms with the code. No definitive list of Church of England peculiars exists, so their precise number and quality is not known, although they include a number of listed buildings in Grades I and II*, such as the Oxbridge College chapels. To abide by the code, each peculiar would need either to create its own regulatory body, or to opt either for inclusion within faculty jurisdiction or to come under the secular system.



Work being carried out at Fournier Street under exemption

KEY CRITERIA

Compliance with the Code of Practice is likely to be much more difficult for other denominations and religions. No parallel statutory procedures exist and the quality of self-regulating procedures is bound to vary enormously. There are three key criteria which any system will need to satisfy.

The first is that of scope and extent. The code proposes a system to cover works affecting the character of a listed building; this concept needs careful definition. It will have to be established at a very early date how the new regulatory bodies will decide what constitutes a work falling within their control.

Second, there will obviously be a major requirement for monitoring the operation of the regulatory bodies, a time-consuming and complex task. The question of monitoring is one which is left very vague in the draft code, which proposes leaving it to the religious bodies concerned. English Heritage will want to see that independent professionals are available to monitor performance, perhaps at national or county level.

Third, no mention is made of the need for a final arbiter. Analogy with the secular system and the operation of the Pastoral Measure for redundant Anglican churches suggests that the Secretary of State for the Environment should have such a role, and, in our view, the code should provide an appeals mechanism for all interested parties to an independent higher authority.

LISTED BUILDING CONTROLS

English Heritage remains very concerned about, and opposed to, one key element of the new proposals. Where a religion or denomination chose not to establish a Code of Practice procedure, it would lose the ecclesiastical exemption in respect of external works to its principal ecclesiastical buildings. Works to the interiors of those buildings would remain completely uncontrolled, however. This is unacceptable, both in terms of equity and in terms of the potential that it creates for unacceptable damage to important historic buildings. Very many non-Anglican places of worship are listed as much for their interiors as for their exteriors; their essential character, and, indeed, the reason for listing them, can often be destroyed, either by substantial alteration of the internal architectural volumes or by demolition of major internal structural elements. The gutting of the Fournier Street mosque in East London is one example of the damage that can be carried out perfectly legally under such an exemption. The potential for damage, if this part of the proposal is implemented unaltered, is very great.

English Heritage therefore considers that, where a principal ecclesiastical building is not subject to regulation under Code of Practice procedures, it should come within the full scope of secular listed building controls. Given the current difficulties of defining fixtures and fittings covered by listed building consent, many of the elements essential for religious worship, with which the government is anxious not to interfere, would not be covered by listed building consent procedures anyway.

Overall, English Heritage welcomes the broad intention of the Department of the Environment's proposals to rationalise the current, complicated situation in respect of the ecclesiastical exemption and, in particular, to restrict it to principal ecclesiastical buildings. The proposals contain one major flaw, however, in respect of the interiors of buildings not covered by Code of Practice procedures, and further thought needs to be given to a number of the detailed aspects of the implementation of proposals under the code.

OLIVER PEARCEY

ROMANO-BRITISH MOSAICS

The Trustees of the British Museum have welcomed the presentation to the Museum of the collection of detailed paintings of Romano-British mosaics undertaken over the past 30 years by David Neal of English Heritage's Central Archaeology Service.

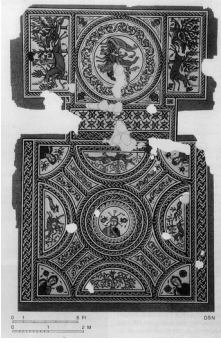
David Neal joined the Inspectorate of Ancient Monuments as an illustrator in 1961, but in more recent years has become better known as an excavator, particularly of Roman villa sites. He has recently completed seven years of fieldwork at Stanwick Roman villa in Northamptonshire, as part of the Raunds Area Project.

The collection comprises 130 paintings, many of which represent mosaics now destroyed or reburied. Whilst some of the paintings are the product of onsite recording, others are based on photographic evidence, often the only surviving record of older discoveries.

Frequently working from only a couple of oblique shots, David Neal was able to use his experience to 'recreate' in colour the original appearance of the mosaics. The result is a unique collection whose transfer to the British Museum secures its place as a source of reference to future researchers and the general public.

As well as forming an invaluable archaeological record, the paintings are regarded as works of art in their own right and have been exhibited in art galleries, including the Usher Gallery, Lincoln, and the Worthing Art Gallery. The whole collection was displayed in the Victoria Art Gallery, Bath, in 1987 to coincide with the Fifth International Conference on Roman Mosaics. The collection has also been exhibited in France, Germany, and the USA.

JOHN HINCHLIFFE



Hinton St Mary, Dorset: painting by David Neal of the mosaic discovered in 1963; the original pavement is on display in the British Museum

DRAKE TRUST

The Drake Trust for the promotion and funding of architectural conservation education was launched on 31 March. Founded and endowed by John Drake, an architect with experience in conservation architecture with the former Greater London Council and English Heritage's London Region, the primary aim of the Trust is to support the longstanding postgraduate SPAB scholarships with a secondary aim of supporting initiatives in educating the public in the conservation of historic buildings. Grant applications are considered each March by the trustees: for further information, contact the Secretary, Dorian Crone, on 071-973 3775.

GEORGIAN GROUP DIRECTOR

The Georgian Group have appointed their first Director, Michael Cudlipp, from 1 June. He has a business background with a wide experience of fundraising. This reflects a desire by the Group to increase funding through the marketing of its skills, to bring their educational programme to a wider audience, and to recruit new members and patrons. As a national amenity society, the Group also has an important role in commenting on alterations to listed Georgian buildings.

CARE OF CHURCHES

The Council for the Care of Churches has published further advice on the upkeep and maintenance of churches. *Church floors and floor coverings*, by Daryl Fowler, deals with both historic and modern floor finishes and draws attention to the archaeological and art-historical aspect of many church floors. Different floor coverings and materials are described and the methods of maintaining them and preventing their deterioration. The booklet costs 3.75 from bookshops or is available direct from The Council for the Care of Churches, 83 London Wall, London EC2M 5NA (plus 35p postage and packing).

MODERN ARCHITECTURE REAPPRAISED



The South Bank Centre, recommended for listing, but turned down

A CHANGE OF HEART

The gust of enthusiasm for conserving modern buildings that coincided with the new '30-year rule' for listing in 1987 shows no sign of abating. It is not so much that Modern Movement architecture, long reviled, is fashionable once again. Rather, the average life-

cycle of a building grows shorter and shorter. English Heritage finds itself drawn into the fray by the bare fact that many recent buildings must be assessed for protection now or never, before they are demolished or materially altered. The case of the controversial South Bank Centre, recommended for listing at II*, but turned down by the Department of the Environment, is the latest of several such examples. Now is the moment to harness enthusiasm and take command of the field.

As the South Bank cause reminds us, a flawlessly dispassionate approach to so sensitive a topic would be too much to ask for. But, with the Government's blessing, English Heritage is making a concerted effort at the twin objectives of raising public consciousness about the variety and riches of the post-war architectural heritage and of setting more objective standards for its revaluation.

As the Chief Executive explained in the last issue of the *Conservation Bulletin*, we have now embarked on a research programme intended to look systematically over the next few years at the major building types of the post-war era, gathering knowledge, sifting, and comparing. The work on educational buildings, now well advanced, is already throwing up surprises. By the time that the programme is completed, we shall have a greatly altered and more coherent picture of what British 'modern' architecture was all about.



Cripps Hall, University of Nottingham, 1954–60

A change of heart, the exhibition timed to coincide with completion of the first stage of research, is planned to share this sense of adventure and practical challenge with a wider public. Initiated with the generous help of Pearson plc and Obayashi Europe BV, it is to open for four weeks at the Royal College of Art during the Prom season, from 29 July, before travelling round the country. It will consist of a panel exhibition of photographs, laid out by the well-known design firm of Minale Tattersfield, and an audio-visual display. There will also be an accompanying booklet, produced jointly by the Royal Commission on the Historical Monuments of England and English Heritage, illustrated with the best new photographs of post-war architecture taken by the two organisations in the last few years. A seminar, timed to coincide with the show, will tackle the major questions that have arisen during the first six months of investigation and compare the experience of other European countries in protecting buildings of recent date.

ANDREW SAINT

MODERN ARCHITECTURE RESTORED

English Heritage is, of course, far from the only body involved in reassessing and urging the protection of recent architecture. But it is in the unique and vital position of being obliged to form a balanced judgement about which modern buildings matter most, based on established principles of sound historical scholarship and impartial discrimination. The criteria are bound to be tight and different in technical scope from those for earlier periods. The aim remains the same: to identify and protect the best of the built environment for the benefit of future generations.

How delicate and complex this task is, yet how important it is to set about it and get it right now, was a message that came clearly out of an intriguing and substantive exhibition, *Modern architecture restored*, shown at the Building Centre in London during the late winter. This was the work of DOCOMOMO, the recently founded architectural pressure-group. DOCOMOMO's catchy acronym is an abbreviation of its aims. It is an international organisation, centred on Eindhoven in the Netherlands, and concerns itself with the

'Documentation and Conservation of the Modern Movement'. The exhibition and a seminar held in conjunction were the first events organised by the UK Chapter.

Opening the seminar, DOCOMOMO's international chairman and founder, Hubert-Jan Henket, stressed the group's primary concern with the recording and conservation of Modern Movement buildings. In a country like Britain, rich in architects like Charles Holden, H S Goodhart-Rendel, and Donald McMorran who successfully found a middle ground between modern and traditional styles and materials, this immediately raises questions. What is, and is not, a Modern Movement building? And is it helpful for any group or society to dedicate itself to a single style or approach to architecture?

The strength of DOCOMOMO is as a body of architects and others who share, or at least admire, the heroic values and ideas of Modern Movement architects in their heyday. They are specially enthusiastic and knowledgeable about the problems of conserving and restoring the innovatory concrete and steel 'white buildings' of the 1920s and 1930s. This technical approach gives DOCOMOMO a niche apart from the campaigning British amenity societies. The international nature of the group is particularly relevant, since the 'International Style' has bequeathed an international problem. Whether you regard buildings like the Bexhill Pavilion, to quote the leaflet accompanying the show, as 'an admired elderly relative' or 'a crazy cousin who stepped out of line and took a kick at conventional design attitudes', you cannot ignore the fact that they are showing their age. The technical problems of early modern buildings are legion. As in the era of Nash, risks were taken with unfamiliar materials and techniques, and the structural chickens are now coming home to roost. To take one example, until the 1960s cover for reinforcement bars in concrete construction was rarely deep enough. Forty to seventy years after their erection, 4in concrete walls bristling with reinforcement beneath a cement skim have badly deteriorated. Flat roofs are another notorious issue.



Alton Estate, Wandsworth: recently installed uPVC windows

Nor are the materials used at the time readily available for faithful restoration. The once-universal Crittall windows are no longer cheap or off-the-peg; the same goes for the cream tiles that fall off frost-damaged walls and the glass bricks that sometimes get smashed.

Added to these problems, modern society demands such niceties as insulation and double-glazing. Conservationists have been able to resist double-glazing in Georgian terraces, but are not often yet strong enough to do so in modern buildings, where metal windows with flatter profiles and thicker sections can be just as intrusive.

A particular problem with many Modern Movement buildings in Britain is that they were built on the cheap, as modest, even temporary, buildings for public bodies. English post-war primary schools, celebrated internationally for their unobtrusive, child-centred approach to architecture, were built on a shoestring. Over the past few years, lack of money has often spared such buildings from mutilation. But the increasingly desperate need for repairs is now prompting cheap and inappropriate solutions, like uPVC windows and over-cladding. Other important buildings continue to decay. How, many more winters can they survive in their present condition?

The DOCOMOMO exhibition and seminar served to show how few solutions we yet have for these problems. The display showed many 'problem' British buildings insensitively altered or crumbling, and many responses stuck on the drawing board, stymied for lack of will, cash, or both – notably, the restoration of Tecton's Finsbury Health Centre. Among the international success stories were just two British examples: Tecton's Penguin Pool at London Zoo, restored by Avanti Architects with grants from English Heritage and Lord Palumbo, and a house by F R S Yorke and Marcel Breuer at Angmering, Sussex. Other

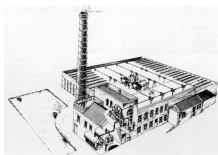
Europeans seemed, on the whole, to be further forward in restoration techniques for modern buildings. Most depressing of all were the post-war buildings, notably housing estates, where the complete absence of listing has led to the disfigurement of many fine designs, notably through inappropriate fenestration.

Few architects in Britain have yet considered these issues, and, to judge from DOCOMOMO's seminar, all have different ideas about what can be done. Some architects lamented the introduction of new surface treatments. But others were in favour of the thicker, non-historical profiles of the new uPVC windows installed, for instance, on the point blocks at Alton West, the influential London County Council estate in Roehampton, London – a case which DOCOMOMO rather tendentiously put forward in their exhibition as a success story. John McAslan, architect for the restoration of the De La Warr Pavilion at Bexhill, declared himself more concerned with revitalising the building than with points of detail.

All will agree that the creative, continuous use of buildings, old or new, is fundamental to any technical solution. But there is an urgent need now for a great deal more information, argument, and progress. The DOCOMOMO initiative is to be welcomed, but touches in rather a sectarian way on only part of a vast and complex subject.

ELAIN HARWOOD

QUEEN STREET MILL, BURNLEY



Cutaway view of the weaving shed and engine house at Queen Street Mill

After ten years with an uncertain future, Queen Street Mill has been saved. The last three years have been spent in discussing and negotiating various possibilities and proposals, but, on 12 March, Lord Montagu formally announced that English Heritage was offering £600,000 to help towards the cost of repairs. This completed the package needed by Lancashire County Council to take on this unique working mill and maintain its original machinery, running it as part of the county's museum service.



The looms with their overhead drive belts

Queen Street Mill is situated on the edge of Burnley in the industrial village of Harle Syke, a community which grew up to serve the needs of the textile mills towards the end of the nineteenth century. Lancashire was, of course, the centre of Britain's cotton industry, a major contributor to the country's wealth, and, as a counterbalance to Blake's 'dark satanic mills', Harle Syke is an attractive industrial village of homogeneous character designated as a conservation area. Although there have been some inappropriate new developments, it still gives a strong sense of being an industrial settlement of a type which was once common in the north of England. Harle Syke demonstrates the mixing of small-scale domestic architecture with the large mill buildings so characteristic of the close integration of factory and community, arising with the introduction of coal-fired steam power.

Queen Street Mill itself lies on the very edge of the village with one aspect facing across open countryside. The mill was established in 1894 as a cooperative, and little of the machinery has been changed since then. Apart from its importance as a relic of the

Lancashire cotton weaving industry of the nineteenth century, it is unique among textile mills in England, and possibly in Europe, in retaining its original machinery *in situ* and in working order. The mill consists of a large single-storey weaving shed with a north light roof (and 19 valley gutters) and a two-storey block housing the machines for preparing the cotton for weaving. This was originally three-storey, but was partly destroyed in a fire in 1918. At one corner of the building is the boiler and engine house, and the engine – renamed ‘Peace’ to celebrate the 1918 Armistice – drives all the machinery in the mill through a series of drive shafts and belts.

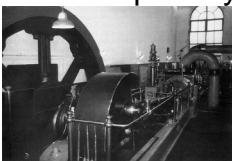
Queen Street’s Lancashire looms produced a standard 36in-width plain weave cloth with a vertical stripe if required. On this basis, the mill prospered until after the Second World War, when new technology and machinery, changes in fashion, and overseas competition began to threaten the traditional ways of cotton weaving. Nevertheless, Queen Street survived as a commercial concern until 1982, when it finally closed.

Burnley Borough Council bought the mill in recognition of its historic importance and its tourist potential. The mill was initially run by a trust and then by the council until 1989. Continuing financial losses, combined with the prospect of a large bill for major building repairs, then forced the council to decide to sell the mill, on the open market if necessary, but it delayed implementing the decision until attempts had been made to save it as an historic entity.

English Heritage had already held discussions with the council over the mill’s future and had also provided some small grants towards minor repairs. It was now clear, however, that its survival was seriously threatened, and no other body at that time appeared to be ready to take the lead in finding a solution.

A study commissioned by English Heritage concluded that the mill could be profitably run as a museum producing ‘heritage’ cloth, provided that the cost of repairs to the buildings was discounted and that an entrepreneurial manager was prepared to work for a pittance. Even so, the business would have had to be underwritten by English Heritage and the two local authorities.

The study identified a number of organisations and individuals with their own proposals and ideas for the mill. These ranged from scrapping the machinery and using the building as a warehouse, through selling shares in it as an historic asset (at the time, this was also the suggested solution for Mappa Mundi), to turning it into a ‘heritage hotel’. All of these would have needed some alteration to the buildings, or machinery, or both. As part of an attempt to increase income in the 1980s, about half the original width of the weaving shed had been lost by its conversion to light industrial units, and any further radical alterations could irreparably damage the mill’s historic importance.



The steam engine, ‘Peace’, which powers the mill



At work on the loom

In any case, Queen Street’s special importance lies in its machinery working and actually producing cloth, and as a static exhibit – or even working only on high days and holidays – it would be much diminished in interest. We were, therefore, delighted, when the County Council expressed a tentative interest in taking on the mill and running it as a working museum without any managing partners. This would obviate the need for substantial alterations to the mill and there was another benefit: the council already runs the cotton

spinning mills at Helmshore about ten miles from Burnley and, with Queen Street, would have the whole story of the Lancashire cotton industry from raw material to finished cloth. The county's capital budget, like that of so many local authorities, was very limited, however, and the council could make no significant contribution to the cost of the repair programme.

The building is approaching its centenary and, not surprisingly, extensive repairs are required at a cost of nearly £1m, not least to the roof the weaving shed with its 19 long valley gutters. A package of major grant-aid was finally agreed: £600,000 from English Heritage, £200,000 from the National Heritage Memorial Fund, and nearly £100,000 from the European Community. It is hoped that the PRISM fund, administered by the Science Museum, will help with the repair of machinery. Other assistance has come from the Borough Council, which has not only sold the freehold of the mill to Lancashire for a nominal sum, but has also agreed to maintain its revenue contribution to its continued running.

The terms of our contribution and the broad outlines of how the mill is to be run are set out in a management agreement with the County Council. Its minimum commitment to running Queen Street is 15 years, but, in practice, it is expected to be much longer.

It could take up to five or six years for the repairs to be completed, and during this period the mill is likely to be closed to the public for at least some of the time. If the Council can attract sponsorship or other funding, it may then be possible to develop the mill further as a working museum, for example by improving visitor access to the engine house. The mill was, naturally, not built with visitors in mind, so there is a limited number of areas where they may safely be allowed. A tour is, nevertheless, a rewarding experience, from the warmth of the engine house to the indescribable noise in the weaving shed: even with only a few looms working, it is impossible to talk to someone immediately next to you, and the original weavers had to learn to lip-read. Their working conditions were hard and uncomfortable – a 12-hour day starting at six in the morning and with only short breaks for breakfast and lunch. These conditions, unacceptable today, are, nevertheless, an important part of this country's social and economic history. As an intact relic of an industrial process which was once so common, Queen Street Mill is a monument to those times, and, in the care of Lancashire County Council, it should now have a secure future as a working museum.

PETER de LANGE

REPAIR GRANTS 1991–2

During the course of the year, we have been able to offer repair grants totalling £9.114m to secular buildings and monuments, £8.537m to churches, and £4.356m to buildings in conservation areas. A further allocation of £4.725m was made to town schemes. By allotting 10% of our churches budget and 25% of our secular buildings budget to large grants (over £100,000 and £200,000 respectively), we attempted to ration and control the number of larger grants which were offered.

HISTORIC BUILDINGS AND MONUMENTS GRANTS

We took the opportunity of reorganisation of our work into regional teams to pool our resources for grants for repairs to ancient monuments with those for historic buildings. The resulting grant scheme attracted 329 applications this year. Among the major grants offered were those to Queen Street Mill, Burnley (featured elsewhere in this issue), and a major grant of £800,000 towards the future programme of necessary repairs to Chastleton House, which was this year purchased and placed in the care of the National Trust. The Greater Manchester Museum of Science and Industry has also launched its proposals for

the refurbishment of the 1830 railway warehouse which stands alongside the Liverpool Road Station; we have offered £400,000 towards these costs.

Another of the major projects which we have supported in recent years is the repair of Chatham's historic dockyard. A grant of £632,000 this year went towards the restoration of the mast houses and mould loft, as part of the programme being steered by the Historic Dockyard Trust.



St Brevita's Church, Lanlivery, Cornwall: the asbestos slates installed in the 1970s are to be replaced with Cornish slate



The interior of St Brevita's church, where damage to the roof is being put right with our grant-aid

CONSERVATION AREA GRANTS

Conservation area grants are available in only a limited and carefully selected number of the country's 7500 conservation areas. A total of 428 applications for grant were received this year. In a number of major towns and cities, we invite the submission of an annual programme for these funds in order to concentrate efforts at repair or enhancement of conservation areas where this is most urgently needed. This year, selected authorities – Bristol, Bradford, and Leamington Spa – have operated such programmes as agencies on our behalf, on an experimental basis, and we will be reviewing this process to see whether it can be effectively used elsewhere.

Much of our effort in conservation areas is carried out through joint action with local authorities through town schemes. During 1991–2, a total of 352 schemes of this nature were in operation, 24 of them newly established this year. As a result of our annual review of these schemes, we decided to terminate long-running schemes which have now largely achieved their objectives in 14 conservation areas, allowing some redeployment of our resources for 1992–3.

CHURCH GRANTS

At the beginning of the year, we were faced with a large backlog of applications for church grants which had been caught by the moratorium on handling church grants in 1990–91. Overall demand for church grants was as insistent as in previous years, with the result that, by September, we were already reaching the limits of resources that we could offer (see *Conserv Bull* 15, 8). After alerting church authorities to these problems, we continued to deal with applications, promising to successful applicants a commitment towards a grant out of next year's allocation of funds. These arrangements enabled churches to raise funds in advance for their repairs and have been broadly welcomed as a constructive way of dealing with this difficulty. The 80 cases registered in this way by the end of the year amounted to a commitment of around £3.5m, which we have rolled forward into 1992–3. In 1991–2, we received 517 applications for church grants. Our largest grant, of almost £256,000, was offered to the fifteenth-century St Brevita's Church at Lanlivery, Cornwall, for major repairs, much of which were needed because of inappropriate treatment which

had been carried out earlier this century. Another of the major church grants was made to St Mary and St Thomas, Wymondham, Norfolk, where £129,000 was offered for repairs to the Lantern Tower and other ruined portions of the former abbey.



The roofs and main structure of the 1830 Railway Warehouse, the earliest such structure in the world and part of the Liverpool Road Station, are being repaired with the aid of a grant

BUILDINGS AT RISK

In several inner city areas, our grants for historic elements of properties are combined with funding from other sources to make a repair project viable. Such schemes are often also targeted towards buildings at risk. One example is the grant made under our London scheme at 168–170 Stockwell Road, Brixton, where a joint initiative between English Heritage and DoE City Grant has secured the future of this group of Georgian buildings and may act as a catalyst for further improvements in the area.

STEPHEN JOHNSON

STONEA CAMP, CAMBRIDGESHIRE

‘A remarkable earthwork of unusual form and uncertain date on “an island” of gravel in the middle of the Fenlands. It is almost wholly ancient pasture, and no difficulty should arise in respect to preservation. There are so few large earthworks in the Fenlands, and so little is known of the condition of life in early times, that the preservation of this camp for future careful exploration is much to be desired.’ This description of Stonea Camp in Cyril Fox’s copperplate handwriting appeared in one of the earliest scheduling documents for Cambridgeshire.

The Roman historian, Tacitus, describes a rebellion by the Iceni in AD 47, in response to a demand for disarmament. One of the final battles was in the Fens ‘at a place protected by a rustic earthwork, with an approach too narrow to give access to cavalry’. It is thought extremely likely that Stonea is the fort in question. As an Iron Age fort, it is one of only two definite examples surviving in Cambridgeshire and the earliest with an apparently historical context.

The site is significant in its contribution to the story of the developing Fenlands from prehistoric to Saxon times. Finds range from a Palaeolithic handaxe and Neolithic and Bronze Age artefacts to a hoard of Icenian gold and silver coins. Roman settlement included a planned town and massive masonry structures, excavated at Stonea Grange to the north by the British Museum from 1979 to 1986.



Reinstatement of the ditch under supervision at Stonea in May 1991

Stonea was in excellent condition, as seen on air photographs, until ploughing began in 1964. As a result of large grants being made available by the government for infilling of ditches, putting more land into arable production, many of the earthworks were levelled and pushed into the ditches. This work was carried out many years before the scheduled monument consent procedure was introduced. When visited by a field monument warden in 1983, the site bore little relation to Cyril Fox’s original description. To the south-east and north-west, badly degraded banks remained, covered in ragged scrub, which showed severe rabbit disturbance in some areas. In the freshly cultivated land, soilmarks indicated the ploughed-out banks, and treasure hunters with metal detectors were known to have

operated in the area. The pond to the north-west had become a repository for an old kitchen sink, corrugated iron sheets, building debris, and chemical containers. Dumps were also noted in the ditches to the southeast. This is termed 'agricultural waste' and, as such, is exempt from laws against tipping.

Concrete marker posts erected in the early 1980s were continually knocked over and sometimes re-erected up the bank sides, allowing the plough to cut further into the banks. By 1988, only three posts remained upright, and by August 1990 this had been reduced to one. It was clear that, unless immediate action was taken, the prospects for the preservation of this important site were limited under an arable regime.

In 1988, the Cambridgeshire Farm Survey Project, jointly funded by English Heritage and the County Council, was set up. The aim was to increase our understanding of the character and condition of the archaeology on the county farms and to put forward recommendations for the management and long-term preservation of archaeological sites. Other counties have similar countryside strategies, but Cambridgeshire's, centred squarely on the County Council's own extensive land holdings, was a pioneering early example. Stonea Camp was one of the first sites to benefit from the project. Recommendations were drawn up to include:

Immediate removal of the whole site from arable

A return to grass as grazing pasture

Clearance of scrub from the earthworks

Removal of rubbish from the pond and ditches

Limited reinstatement of banks ploughed out since 1964, in order to enhance the visual aspect and facilitate a greater understanding of the earthworks by visitors

The flooding of an area around the southern edge to reinforce the concept of water forming one of the defensive barriers of a fort on the Fen edge

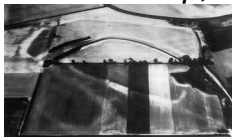
An enhancement of the wildlife aspect

The provision of waymarkers for existing footpaths and the erection of information panels at strategic points.

Work commenced in October 1990, with archeological evaluation trenches being cut to establish the line of earthworks destroyed over the past 30 years. In many cases, excavation confirmed the direction and construction of the banks and ditches, while in others new questions were posed regarding the complicated sequence of the building of the defences. Following this trenching, a mechanical excavator was used, under strict supervision, to reconstruct the banks to their form immediately prior to the 1964 levelling. Spoil from the ditches was laid on matting to distinguish the reconstructed earth banks from the original soil surface. The banks have now been sown with wild flower and grass seed, and the whole area of the fort is under pasture. Fencing has been erected and the first flock of sheep introduced, with water piped onto the site. Rubbish has been removed from the pond and ditches, and a programme of scrub clearance is well under way. A small carpark has been constructed near the farm track outside the scheduled area.



Stonea Camp, seen from the air before 1961



Stonea Camp after ploughing, showing the considerable destruction

A meeting was held on site in November 1991, attended by representatives from the County Archaeological Section, the Rural Strategy Department, County Farms, Fenland

District Council, Countryside Commission, Bedfordshire and Cambridgeshire Wildlife Trust, and English Heritage. Discussions covered an update of the work already completed and future management options. The county farms officer has been able to secure additional land to the northwest for inclusion in the project, and it is hoped to add land to the east to include a Bronze Age barrow. The tenant farmer has been allocated land elsewhere on the estate. The income from sheep grazing is apparently greater than that previously obtained from arable farming, where cereal crops have never given a good yield.

The Countryside Commission has accepted Stonea for inclusion in the Stewardship Scheme with payments made available for pasture sown in 1990 and for subsequent seeding, where a conservation grass mix has been used. No fertilisers or pesticides will be allowed, and grazing will be managed to benefit the wildlife. The shepherd has agreed to divide the site with an electric fence to keep the sheep off areas sown with wild flowers until the summer. Trees once native to the area will be planted, pond-life introduced, and boxes erected for barn owls. Payments for long-term management have been agreed. Further limited evaluation excavations are proposed in 1992 prior to completion of the reinstatement programme. Wide publicity in the form of information to the Tourist Board, leaflets linked to circular walks, and an open day are all under consideration at the time of writing. Onsite information panels have been produced, describing the different periods in the history of the site from prehistoric to modern times. The wildlife importance has also been highlighted, with special emphasis on the creation of valuable habitats which have become all too rare in the Fenland landscape.



Grazing regime at Stonea, following restoration

The total expenditure has been some £29,610, with English Heritage contributing £6076 and the remainder divided between Cambridgeshire County Council, Fenland District Council, and the Countryside Commission. This has covered fieldwalking and excavation, reinstatement of banks, fencing and water supply, provision of car parking and waymarkers, removal of rubbish, erection of information panels, and long-term management.

In just 12 months, the transformation of Stonea has been quite remarkable. For seven years, field monument warden visits to the Camp became ever more dispiriting, while a vision of what might be done to rescue the site from insidious destruction seemed impossible to achieve. With the cooperation and enthusiasm of many interested bodies, both within the county and further afield, that vision has become a reality. The future of this rare hillfort in the Fens has now been ensured; it is hoped that it will become a focus for education and relaxation in the Cambridgeshire Fenland for generations to come, echoing Cyril Fox's words that 'the preservation of this camp for future careful exploration is much to be desired'.

HELEN PATERSON

ARCHAEOLOGY AND PLANNING

For over a century there have been arrangements in England for the 'scheduling' (ie identification for protection) of ancient monuments. Central government consent is required for any works to scheduled monuments. Essentially, sites and monuments have to be of national archaeological significance to merit scheduling; non-statutory criteria have been defined for that purpose and over 13,000 have so far been scheduled. These represent only a small proportion of known archaeological sites – the total of which in England is currently put at over 600,000. Our comprehensive survey programme, the

Monuments Protection Programme, is expected to result in a significant increase in the numbers of monuments qualifying for scheduling.

PLANNING POLICY GUIDANCE

In addition to statutory designation, archaeological sites – whether scheduled or not – are a material consideration in the planning process. The UK Government has recently reviewed arrangements for the protection of archaeological sites and monuments in England. The outcome was a new and comprehensive statement of policy – *Archaeology and planning*, published in November 1990 as Planning Policy Guidance Note 16 (PPG 16). The statement is prepared for the guidance of local authorities, developers, and archaeologists and is particularly concerned with the need to ensure that local planning authorities give due recognition to the importance of archaeological remains when considering proposals for new development. It therefore provides a policy framework within which local authorities may exercise their powers and also within which the Secretary of State for the Environment will consider cases of national importance which come to him for decision and other cases which come to him on appeal.

The central message of PPG 16 is the crucial importance of early assessment of a site's archaeological significance and of early discussions between the local authority, archaeologists, and developers. When such assessment indicates the likely presence of important archaeological remains, the planning authority may require the developer to commission a field evaluation of the site before the authority reaches a decision on new development proposals. This evaluation will generally be carried out at the developer's expense.

PPG 16 therefore makes the case and outlines the procedures for the preservation of archaeological remains, while recognising that the individual merits in each instance must be assessed by taking into account the archaeological policies in detailed development plans, together with all other relevant policies and material considerations, including the intrinsic importance of the remains, and weighing these against the need for the proposed development. The importance of the PPG is that it places archaeology firmly on the centre stage of the planning system.

English Heritage was invited by the Department of the Environment to review the effectiveness of PPG 16 one year after it had been published, and we commissioned a firm of consultants, Pagoda Projects, to undertake the work. In order to assess the impact of the PPG, consultations were carried out with developers, archaeologists working for or advising planning authorities or developers, and other interested bodies. The main conclusions of the report are extremely encouraging. They indicate that the advice given in PPG 16 has been adopted by every local planning authority in England, with the effect that the archaeological significance of virtually all planning applications is now properly considered. The PPG is also starting to produce a more consistent approach to archaeology in the planning process. This, and the greater certainty for developers which results from addressing archaeological issues at an early stage, is beneficial both for developers and for the heritage. The findings of the review, which must be considered as preliminary coming only 12 months after publication of the PPG, also indicated some matters which need to be kept under review, such as ways of bringing the PPG to the attention of smaller developers, and English Heritage and the Department will be following these up with the relevant bodies concerned.

REVISED EUROPEAN CONVENTION

A European framework for the principles embodied in PPG 16 has been provided by a revision of the European Convention on the Protection of the Archaeological Heritage. This document replaces the original Convention of 1969 and incorporates provisions designed to accommodate changes that have taken place over the past 22 years. A committee of

experts appointed by the Council of Europe began the work of revision in June 1990 and in a succession of five meetings completed its work in April 1991.

The text was approved by ministers and opened for signature at the third European Conference of Ministers responsible for the Cultural Heritage held in Malta in January 1992. The UK government has agreed to adopt the proposals in the revised Convention and has accordingly signed the document.

The archaeological heritage as defined in the Convention includes monuments, structures, buildings, and objects whether situated on land or under water; the main points are as follows:

the maintenance of an inventory of each party's archaeological heritage and the designation of protected monuments and areas

the mandatory reporting to competent authorities by a finder of chance discoveries of elements of the archaeological heritage and making them available for examination to subject to specific prior authorisation, whenever foreseen by the domestic law of the State, the use of metal detectors and any other detection equipment or process for archaeological investigation.

On the integrated conservation of the archaeological heritage (Article 5), each party undertakes:

(1) To seek to reconcile and combine the respective requirements of archaeology and development plans by ensuring that archaeologists participate:

(i) in planning policies designed to ensure well-balanced strategies for the protection, conservation, and enhancement of sites of archaeological interest

(ii) in the various stages of development schemes

(2) To ensure that archaeologists and town and regional planners systematically consult one another in order to permit:

(i) the modification of development plans likely to have adverse effects on the archaeological heritage

(ii) the allocation of sufficient time and resources for an appropriate scientific study to be made of the site and for its findings to be published

(3) To ensure that environmental impact assessments and the resulting decisions involve full consideration of archaeological sites and their settings

(4) To make provision, when elements of the archaeological heritage have been found during development work, for their conservation *in situ* when feasible

(5) To ensure that the opening of archaeological sites to the public, especially any structural arrangements necessary for the reception of large numbers of visitors, does not adversely affect the archaeological and scientific character of such sites and their surroundings.

On the financing of archaeological research and conservation (Article 6), each party undertakes:

(1) To arrange for public financial support for archaeological research from national, regional, and local authorities in accordance with their respective competence

(2) To increase the material resources for rescue archaeology:

(i) by taking suitable measures to ensure that provision is made in major public or private development schemes for covering, from public sector or private sector resources, as appropriate, the total costs of any necessary related archaeological operations

(ii) by making provision in the budget relating to these schemes in the same way as for the impact studies necessitated by environmental and regional planning precautions, for preliminary archaeological study and prospection, for a scientific summary record as well as for the full publication and recording of the findings.

Paragraph 2 of this Article is important, as it conforms with PPG 16 in casting on those responsible for development projects the burden of funding archaeological activities necessitated by those projects. Included in these costs are the excavation itself and an

assessment phase, where the potential of the data collected is ascertained and the nature of further studies identified. This will be followed by analysis of the data through the production of a research archive containing catalogues and reports drawn from detailed work on stratigraphy, artefacts, and environmental material. Finally, there comes the report drawn from material in the research archive. These terms are further explained in our 1991 publication *The management of archaeological projects*.

On the prevention of the illicit circulation of elements of the archaeological heritage (Article 10), each party undertakes:

(1) To arrange for the relevant public authorities and for scientific institutions to pool information on any illicit excavations identified

(2) To inform the competent authorities in the State of Origin which is a Party to the Convention of any offer suspected of coming either from illicit excavations or unlawfully from official excavations, and to provide the necessary details thereof

(3) To take such steps as are necessary to ensure that museums and similar institutions, whose acquisition policy is under State control, do not acquire elements of the archaeological heritage suspected of coming from uncontrolled finds or illicit excavations or of coming unlawfully from official excavations.

During the drafting stage of the revised Convention, certain delegations noted that in practice it could arise that museums acquired unlawfully excavated objects in order to prevent them from destruction. It was also accepted that the provisions contained in Article 10 would not be applied retroactively.

Furthermore, the Convention in Article 11 states that nothing within it is to be taken as affecting existing or future treaties dealing with these complex problems. In other words, the Convention cannot be used to reinterpret any such treaties.

The revised European Convention on the Protection of the Archaeological Heritage together with the Planning Policy Guidance Note in England and Wales on *Archaeology and planning* reflect the development and maturing of archaeological practice in Europe over the past two decades. A committee to be set up by the Council of Europe will report periodically to the Committee of Ministers on the application of the revised Convention in those states in which it has been ratified.

GEOFF WAINWRIGHT

THE STRAND STUDY

An unfortunate, but inevitable, byproduct of the processes of historical development is that many of the most venerable and ancient streets of our towns and cities have become major traffic arteries with all that that implies in terms of clutter and visual blight.

It is frequently possible, however, to effect quite dramatic improvements to the appearance of such streets by modest means, well short of drastic solutions like rerouting traffic and pedestrianisation which, however desirable in some cases, may simply not be feasible.

The Strand in London is just such a street. Historically, it could hardly be more important.

First laid out in Roman times, it is one of London's oldest streets, forming a link between the cities of London and Westminster along the high ground above the foreshore of the Thames. In the medieval period, its south side was occupied by the great houses of ecclesiastical and lay magnates, all of which have now gone, though some of their names survive in present streets and buildings. Its continuing importance is reflected in its status as part of the major processional route between Buckingham Palace and Westminster Abbey, to the west, and St Paul's Cathedral and the Guildhall, to the east.

Sadly, however, the once grand haunt of Burlington Bertie, who could 'Walk up The Strand with his gloves on his hand,/ Then walk down again with them off,' has suffered increasing visual decline in recent years. A number of organisations and institutions, including the

Department of the Environment and the Civic Trust, have joined together to promote a series of initiatives aimed at bringing about a lasting improvement.



'Prospects for the Strand': the good...

English Heritage has cooperated by producing a study entitled *Prospects for The Strand*, which examines the potential for the preservation and enhancement of the environment of the street.



...the bad...

The study begins with an account of the archaeological, historic, and architectural interest of The Strand, laying stress not only on the listed buildings but also on the many unlisted buildings which make important contributions to the character of the street. It then analyses the features of its townscape, from the richly varied, but under-appreciated, character of the side streets, courts, and alleys which lead off it, to the sharply contrasting elements of its street furniture; some of this very good, much ranging from the functional, but obtrusive, to the unnecessary and downright ugly.



...and the ugly

Much of the study concentrates on this kind of detail, for it is here that it is possible to envisage improvements being most readily made.

It is important also to be positive by emphasising the best examples. Fortunately, The Strand possesses many of these, from wonderfully ornate Art Nouveau lamp standards (superbly redecorated by Westminster City Council) and wall-mounted lanterns still lit by gas in some of the courts or alleys, to fine examples of cast-iron bollards, ornate railings, and Victorian and Edwardian oval pillar boxes. By contrast, British Telecom has replaced virtually all of the elegant K2 and K6 telephone boxes by inappropriate modern kiosks. There are plenty of other bad examples to contrast with the good. All too often, the plethora of traffic signals, street signs, and road directions leaves an abiding image of visual clutter. The ubiquitous 'hay rack' traffic barriers not only hem in the pedestrian, but also create a distinctly unfriendly image, while an ugly, raised concrete traffic island opposite the splendidly restored railings and lanterns of the forecourt to Charing Cross Station appears to serve no useful purpose.

The shopfronts, too, present a marked contrast. Those that are good (and there are some remarkable survivals) are far outnumbered by garish modern examples with grossly overlarge lettering on tall fascia boards that bear little relationship to the elevation of the building above.

The study concludes with a number of recommendations:

to redraw the conservation area boundaries to make The Strand the focus of one integrated conservation area
to identify and preserve those buildings and features which contribute positively to the appearance of the area
to encourage better and more sensitive design for new buildings and alterations
to foster improvement schemes which will enhance the setting of major buildings and facilitate pedestrian movement across The Strand
to safeguard important views and vistas
to identify and preserve the best examples of old street furniture
to draw up design guidelines for new street furniture
to coordinate the floodlighting of major buildings
to promote the adoption of more appropriate shopfronts
to enhance the amenity of the existing network of courts, lanes, and alleys.

The first recommendation is worth emphasising. For obvious reasons, the boundaries of conservation areas are often drawn along streets that modern traffic conditions have turned into barriers. In so doing, however, the intrinsic qualities of those streets as single entities are often sacrificed, and the will to overcome the obstacle that traffic all too often generates is lost.

The problems of The Strand are by no means unique. They are repeated up and down the country. There is no reason why this kind of study should not be duplicated for many another historic street suffering from visual blight. Such studies can be assembled relatively quickly and are not taxing in terms of resources: a well-directed handheld camera, for instance, can provide any number of telling images as illustrations. Of course, the will to seek a change for the better must be there, but such studies can galvanise that will and awaken dormant aspirations for improvement.

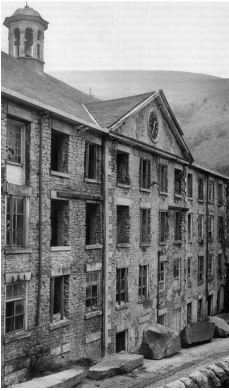
VICTOR BELCHER

*For further information, contact Paul Velluet, 071-973 3767.

LISTED BUILDING REPAIRS NOTICES

A listed building repairs notice is usually employed by a local authority as an action of last resort when trying to save a decaying historic building, because it is a preliminary to compulsory purchase proceedings (Planning (Listed Buildings and Conservation Areas) Act 1990, ss47 and 48). It has been widely held that these powers are rarely used, but with the recent publication of the *Buildings at risk* report (*Conserv Bull* **16**, 1), which estimates that at least 37,000 of England's historic buildings are at risk from neglect, it is vital to know if the law is being applied and how often. We also need to know the types of buildings involved, rates of success, improvement of procedures, methods of approach, and how buildings preservation trusts (BPTs), developers, amenity groups, and others can help.

Last year, the Association of Conservation Officers surveyed the use of repairs notices by all English local planning authorities over a six-year period, starting in April 1984. About 87% of councils responded, so the statistical basis of the conclusions is fairly robust. The results, alternative methods of preparing repair schedules, and guidance notes and checklists have now been published in a 64page report*. With the support of English Heritage, a free copy has been sent to the chief planning officer of every English local planning authority. It is hoped that the information and advice that it contains will encourage more local authorities to use the powers and to use them to greater effect.



Crossbrook Mill, Derbyshire, is the subject of a repairs notice, alternative schemes are being considered, including one by the owner

The results show that, over six years, 287 repairs notices were threatened by councils and 162 were eventually served on recalcitrant owners. Many councils contemplate action, but are concerned that they would end up with an unwanted building. The results show, however, that works of repair were started in 40% of cases without the threatened notice having to be served. In 75% of cases some action was taken by the owner before an inquiry into compulsory purchase was due to be held. Under 5% of the cases studied reached public inquiry and in only eight cases was a compulsory purchase order not confirmed.

Of the cases surveyed, 61% concerned domestic buildings, 16% commercial, 10% industrial, and 12% miscellaneous buildings, including follies, stable blocks, and redundant chapels. An index of building types, cross-referenced by local planning authority, enables councils which are contemplating their first repairs notice to contact those with previous experience.

Somewhat surprisingly, the study shows that full repairs notices (1990 Act, s48) and urgent works notices (s54) are rarely used in a complementary fashion.

Part two of the study gives guidance on the ways in which repair schedules have been prepared and emphasises the importance of recording deterioration if it cannot be immediately halted. Examples of clauses used in repair schedules are included in an appendix.

Part three sets out the suggestions made by participants as to how the legislation and the timetabling of procedures might be improved. It also examines the way in which the highly significant House of Lords judgment in the Willesborough Windmill case of 1986 (extensively examined in an appendix) relates to the structure of the legislation as a whole, and the reasons why two-thirds of local authorities have not used the existing powers.

For many councils, the first indication that they had a problem building came from a source outside the council itself, indicating that it is important to tap the interest and cooperation of the general public and specialist interest groups, such as amenity societies. Emphasis is placed on the supporting role to be played by BPTs and developers, acting as backers in support of councils: they can stiffen the resolve of wavering or inexperienced councils who are concerned that they will end up with an unwanted listed building.

Part four provides a checklist of the sequence of actions leading from a resolution by a local authority to use the law through the various stages where the owner could act, either to save the building, sell, or, in some (fortunately rare) cases, be deprived of ownership through compulsory purchase, enabling the building to be passed eventually to a new owner to repair.

The survey shows that, although very few local authorities have made use of the legislation, many of those who are determined have been remarkably successful. There are, however, too many who have been deterred by the complex and demanding procedures involved.

BOB KINDRED

**Listed building repairs notices*, by Bob Kindred, published by the Association of Conservation Officers; price £4 (inc p&p) from 4 All Saints Road, Ipswich IP1 4DG (cheques payable to the Association of Conservation Officers).

JEREMY CHRISTOPHER BRERETON

It is with great regret that English Heritage has to report the death on 16 April, after a long illness, of Jeremy Christopher Brereton, Conservation Group Senior Architect.

After completing his architectural training at Sheffield University, Chris worked for a number of Midlands local authorities before joining the Property Services Agency in 1978. In 1981, he moved to the Works Division of the Directorate of Ancient Monuments and Historic Buildings in the Department of the Environment, which became part of English Heritage in 1984. After working as a team architect in the South-West and West Midlands, he was promoted to Senior Architect in 1987.

Chris was well known for his high standards of professional excellence, his robust commonsense approach to problems, the courtesy with which he always offered advice, and, above all, his real affection for historic buildings. Many of those buildings owe their continued survival to Chris's excellent advice, gently and discreetly given; there are many conservation professionals who will acknowledge their debt to him.

But Chris's most important contribution to building conservation was undoubtedly through his written work. His greatest love was always theatre buildings, and the massive gazetteer of historic theatres which he prepared for *Curtains* forms a most important part of that book. Of even greater importance, because of more general application, is his book on *The repair of historic buildings*, published by English Heritage in 1991. This formidable distillation of his knowledge and experience has been adopted as the basis for English Heritage's own conservation work and as the standard to be applied to grant-aided projects, and it has been widely acknowledged as the best of its kind to have been published in England.

Chris will be greatly missed by his friends and colleagues: as a professional of very high standing, as a man of wide and varied enthusiasms, particularly for opera, but above all for his kindness and courtesy.

OLIVER PEARCEY

REVIEWS

HISTORIC BUILDING CONTRACTS

Building conservation contracts and grant aid: a practical guide, by Ken Davey, published by E & F N Spon, price £24.95

The preface notes for whom this grammar of the science, or perhaps art, of placing contracts for building conservation has been written. All should read it once, if only as an *aide-mémoire* to what they once might have known, but have now forgotten. For the student, owning it could be deemed a 'must', but at £25 a copy E & F N Spon are pushing their luck. Surely, the photocopiers will be working (illegally) overtime?

As with all grammars, the contents can only set the frame within which we all have to work, and it could be postulated that, in the majority of cases, the practitioner adopts a particular method of letting a contract as the result of bitter experience and with half an eye on the fee now almost invariably obtained by competitive tendering. This reads cynically, but all should realise what pressures now reign.

Despite the publication of several acknowledged 'standard' forms by the Joint Contracts Tribunal (JCT), by the Institute of Civil Engineers, and by the government, what seems to

emerge from this book is that there is no ideal form of contract for conservation jobs, where frequently provision must be made for an almost stupefying number of unknowns. Most employers now expect contracts to be let on a competitive fixed-price basis and to be given, at the beginning, a cost figure which is as near as damn it to the figure of the final account. For the practitioner to be, say, 90% successful within these parameters, he needs to receive tenders based on detailed measured information which has been prepared from well-researched material translated onto drawings and amplified by a specification. To the reviewer, brought up on the buildings as opposed to the civils side of the industry, this implies the use of the JCT Intermediate Form plus drawings and a specification with either an employer's produced measured schedule of works to be priced by each tenderer, or with the tenderers being asked to return with their tenders a priced copy of their detailed build-up.

For the large complicated job, where custom dictates the use of the JCT 1980 Form in preference to the Intermediate form, there is at least one snag— the need to adopt the mandatory method of measurement, ie SMM7, if the employer elects to provide a document containing measured quantities for pricing by the tenderers. The chart on page 49 rates such a tender arrangement as giving the greatest financial control, but can SMM7 be sensibly classified as a document for use in the world of conservation and repairs? Surely, it is meant for use with new works and not in the finicky description of 'cutting out and repair' in any trade? Also the provision of an architect's specification is not mandatory where JCT 80 is in use and, for detailed and complex work, the architect needs to put down his requirements and review them or have them reviewed by others and discussed ahead of the final rush to go out to tender.

As important as the information prepared for tendering is the time for completing the contract. On pages 80–1, there is a warning of the too short a contract period. Does this warning imply that it is the contractor who is stating, presumably at the time that the tenders are returned, this too short a contract period?

Surely, it is the architect who should state the time which he considers necessary for the works to be done, using the materials specified and to the standards that he is willing to accept, and which gives him the opportunity to research, enquire, experiment, and then instruct, while the job is being opened up?

Contractors are always willing to claim that their expertise will enable them to complete in seemingly impossibly short times. Is the architect ever asked if he can cope within the time decided by the contractor?

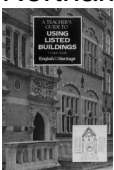
A final commendation – all should read and digest the last paragraph on page 96, where the author exhorts all readers to try and see the whole from the site hut, as well as the comforts of the office.

T G WILLIAMS

Bare, Leaning & Bare

USING LISTED BUILDINGS

A teacher's guide to using listed buildings, by Crispin Keith, published by English Heritage, 1991, price £4.75. Available from: English Heritage Postal Sales, PO Box 229, Northampton NN6 9RY; please quote product code XP11492



This book divides into three main parts: in the first, the facts about listed buildings and their legislation are set out; in the second, the issues are explored in detail; and in the third, the

author moves to suggestions of how to involve pupils in the study of both issues and buildings in that order. At the end is a short, rather perfunctory, section on listed buildings across the curriculum and a useful list of resources, together with a bibliography. There is much to praise in this book, especially the first section which is clearly presented and deals thoroughly with the history and present status of listed building legislation. However, in the following section on the issues concerning listed buildings, the author takes it for granted that the reader understands the most fundamental issue of building conservation and can answer or address the question of why the built environment matters at all. I found here that he provided no real answers to counter Robert Hewitson's views that the British obsession with their heritage is a dangerous, backward-looking activity, the preserve of a middle class well-versed in their own history. Non-history graduates do not, in my experience, have easy answers for why the past matters, and to use this book properly they need them, not only to counter latter-day Henry Fords but also to bring the debate about the manmade environment into balance with the debate about the threat to the natural world. In that context too, after an admirable exposition of most of the arguments that centre on listed building legislation and its practice, using local case studies, he falls back on defence spending as a comparison to the modesty of the conservation budget; present-day pupils are more likely to understand the needs of ecology, pollution, health, and education as providing the conflict between governmental spending on past or present.

In the third section, I think that the author puts the cart before the horse, the issues before the buildings. I would venture to suggest that most pupils, be they 8 or 18 (the suggested age-range for this book), need to start from the known element, the buildings themselves, before moving to the issues for debate. The exercises for looking at buildings, drawing them (though I deplore the illustration of a lopsided structure encouraging 'bold' drawing), and assessing whether they impinge upon the consciousness are excellent. From that understanding of the nature of the listed buildings follows the argument about conservation, not the other way round.

At the end, the section on the study of listed buildings across the curriculum reads like an afterthought, although it is perhaps the justificatory ammunition for choosing listed buildings as a subject matter at all. The short paragraph on geography is particularly perfunctory. Nevertheless, this is a stimulating and helpful introduction to the problems of understanding and presenting the listed building question to pupils and teachers alike, and I recommend it to any teacher who wishes to employ a study of listed buildings in her or his classroom.

KATE PRETTY

Homerton College, Cambridge

PLANNING LAW

An outline of planning law, by Sir Desmond Heap, published by Sweet & Maxwell, price £35

Sir Desmond Heap, barrister and former president of the Royal Town Planning Institute, has been publishing guidance on planning law since 1938. He has worked closely with this publisher, Sweet & Maxwell, for many years.

An outline of planning law, now in its tenth edition, has been an essential primer for successive generations of students, as well as a ready reference for those in practice. This edition has been published to take account of the consolidated Planning Acts of 1990 and the amendments of the Planning and Compensation Act 1991.

The work is divided into six parts: town and country planning control of land development – history and current administration; development plans; development control; amenities,

including conservation and listed buildings; hazardous substances; and specialities, including particularly urban development corporations.

The book runs to nearly 500 pages and includes a useful index. It is primarily concerned with the law, with good reference to relevant cases throughout. There is also good coverage of public inquiry procedure and the whole system of development plans and development control. There is less mention, however, of the development of planning policy, as exemplified by the series of planning policy guidance notes now replacing the circulars.

So far as our interests are concerned, the book includes a good introduction and general description of conservation areas, national parks, and areas of outstanding natural beauty in Chapter 17 and deals with the conservation and protection of listed buildings in Chapter 18. Unfortunately, perhaps, there does not appear to be any mention of the legislation relating to ancient monuments or archaeological interests. It may be that the relevant principal acts are not seen as forming part of the main body of the planning legislation. The author and publishers were clearly keen to publish as soon as possible after the 1991 Act received the Royal Assent. Had they waited a few months, until the general election was announced, they would have had the opportunity to mention the Policy Guidance on Development Plans published in PPG 12, for example, and to have included a note on important cases such as *South Lakeland v The Secretary of State* (as mentioned elsewhere in this issue), when it was finally determined in the House of Lords. There would have been an opportunity to have commented on a number of aspects of some of the legislation which was enacted by the time that Parliament was dissolved. It is to be hoped that the reader will realise that the law is never static and have the sense to consult current editions of the *Journal of Planning and Environmental Law*. The author offers us his continuing guidance, as a member of its editorial board.

It is a delight to see that this edition is illustrated throughout by some of the late Francis Tibbald's inimitable sketches: a timely tribute and a reminder that the law is only a means to an end. We should never cease to be aware of the quality of our surroundings. That is the test of good planning and, indeed, good architecture, and that is why Francis Tibbald's perception will be so sadly missed.

MICHAEL PEARCE

ENGLISH HERITAGE CHAIRMAN

Jocelyn Stevens became the new Chairman of English Heritage on 1 April, following the retirement of Lord Montagu at the end of March. Jocelyn Stevens is dividing his time between English Heritage and the Royal College of Art until the end of his term of office as rector of the college at the end of June.

BUILDINGS AT RISK

Our consultation document *Buildings at risk: a sample survey* has prompted well over 200 responses from local authorities and national organisations with an interest in conservation at the time of going to press. All comments and suggestions will be incorporated into a report later this summer and will be considered in formulating English Heritage's future policy.

Copies of the consultation document are still available from the buildings at risk survey team, Room 305, Keysign House, 429 Oxford Street, London W1R 2HD.

We also have some limited funds left for grant aiding local authorities to carry out surveys of buildings at risk. Any authority interested in carrying out a survey for completion by 28 February 1993 should contact Gaynor Roberts on 071-973 3817.

The *Register of buildings at risk in Greater London* has been recently revised and issued in a 1992 edition. Although around 200 buildings on the original register have been

removed because they have been repaired and brought back into use, a similar number have been added to the list because they are empty and at risk. Seventy per cent of the buildings are residential with the majority being Georgian terraced houses in inner-city areas. Various buildings on the 1991 register have been helped by grant-aid from English Heritage. Copies of the register are available from: London Buildings at Risk, English Heritage, Chesham House, 30 Warwick Street, London W1R 5RD; price £3.50 plus £1.50 postage and packing.

LISTED BUILDINGS AND VAT

One of the most complex areas of VAT legislation is in the regulations applying to property and construction and, in particular, listed buildings. The costs of getting it wrong can be high with a range of penalties, surcharges, and default interest in addition to the standard rate of VAT at 17.5%. Those involved in the conservation of listed buildings, including architects and building preservation trusts, need to understand how VAT affects every project and how to avoid mistakes. The Buildings at Risk Trust is organising a series of seminars on this topic, with the first being held at Boscobel House, an English Heritage property, on Saturday 10 October. For further details and a registration form, contact: Buildings at Risk Trust, No 1 Greenhill, Wirksworth, Matlock DE4 4EN; telephone (0629) 826292.

CONSERVATION LEAFLETS

Epping Forest District Council has issued some new leaflets to raise awareness of conservation issues. Two colour leaflets illustrate the conservation areas in Epping and Chipping Ongar through the use of aerial photographs, drawings, and plans and give a detailed appraisal of the townscape features, buildings, and spaces which contribute to the character of the conservation areas. The Council has also produced a guidance leaflet on the design of new shopfronts and advertisements; illustrated with explanatory diagrams, the guidelines set out the principles of good design and give advice on the relevant planning policies in order to encourage the preservation and enhancement of the appearance of shopping areas. These leaflets are available from the Planning and Technical Services Department, Epping Forest District Council, High Street, Epping CM16 4BZ; telephone (0992) 560000.

East Hertfordshire District Council is also producing guidance leaflets on conservation and listed buildings. There are leaflets on doors and windows – explaining the importance of these features in the appearance of a building and the dangers of replacement with modern materials – farm buildings, thatching, listed buildings, and historic building grants. Up to 20 leaflets are planned, including shopfronts and advertising, fire prevention and protection, walls and boundaries, and historic landscapes. They will form a comprehensive guide to conservation and preservation with advice on repairs and maintenance in an area with over 4000 listed buildings. Copies of the relevant leaflets are being sent automatically to all owners of listed buildings in the Council's area, but they are also available from: The Planning Department, PO Box 102, Wallfields, Pegs Lane, Hertford SG13 8DE; telephone (0279) 655261.

MILLS OPEN



The Society for the Protection of Ancient Buildings has revised the guide to windmills and watermills open to the public, entitled *Mills open*. The booklet lists about 300 mills in Britain

by county with brief descriptions, location, and opening times; the mills were once used for such processes as the production of flour, wool and cotton textiles, paper, and gunpowder. Many have been restored to working order and a number are producing traditional stoneground flour. The booklet is available from SPAB at 37 Spital Square, London E1 6DY, price £2.95, plus 50p postage and packing.

MORE DOORS AND WINDOWS

Wooden windows can be repaired in many cases, avoiding needless replacement and encouraging the retention of original, historic windows: as part of the Framing Opinions campaign, English Heritage has supported the publication of a technical pamphlet by SPAB on this subject. *The repair of wood windows*, by Andrew Townsend and Martyn Clarke, explains how wood windows can be repaired using well-established carpentry techniques and illustrates in detail the repair of rotten and damaged sections of window frames and glazing bars. The pamphlet is available from SPAB at 37 Spital Square, London E1 6DY, for £4, including postage and packing.

The Victorian Society has published the first in a new series of advisory leaflets for homeowners, *Care for Victorian houses: doors*, as a brief guide to the restoration and maintenance of doors in houses of the Victorian and Edwardian periods. Replacement doors are seldom appropriate to the age and architectural style of the house, spoiling the appearance of the property, eroding the historic character of the streetscape, and potentially reducing the resale value. The leaflet gives advice on repair and maintenance, the choice of suitable paint colours and ironmongery, what to do if the original doors have been damaged or removed altogether, and the upgrading of a panelled door to satisfy current fire regulations. The leaflet is available from: The Victorian Society, 1 Priory Gardens, London W4 1TT; price £3 including postage and packing.

RESTORATION 92



An international trade fair for conservation and restoration techniques is being held from 20 to 22 October at the RAI International Exhibition and Congress Centre in Amsterdam. Aimed at those professionally involved with the conservation and restoration of works of art, furniture, textiles, books, archives, and buildings, the exhibition programme includes specialised services in these fields with demonstrations of products, materials, and techniques. Alongside the exhibition there will be a conference on conservation training, materials, and techniques in recognition of the need for good training courses for restorers and an international standard for training requirements; museums, archives, buildings, and gardens and parks will be the subject of parallel sessions. For registration, contact the Conference Secretariat, Restoration 92, c/o RAI Organisatie Bureau Amsterdam, Europaplein, NL-1078 GZ Amsterdam; phone +31.(0)20.5491212, extension 1744.

INDEPENDENT MUSEUMS

The Association of Independent Museums has been organising a series of seminars on topics relevant to the running of independent museums. These are to assist museum staff find new sources of help, take advantage of existing opportunities, and stimulate them to think beyond their problems; the seminars form basic guidelines for the smallest society and private museums, updating for medium-sized institutions, and a window on the independent sector for national and local authority museums. Seminars to come will look at museum displays, collections management, and managing visitors; further details are

available from: Diana Zeuner, AIM Seminars, Park Cottage, West Dean, Chichester, West Sussex.

BUILDING PATHOLOGY

The interrelationship of building structures and materials with their environments, occupants, and contents will be examined at the fourth international scientific conference on building pathology to be held at Magdalene College, Cambridge on 23–5 September. The aim is to promote the multidisciplinary, scientific study of building performance in order to improve design and management by involving professionals from architecture, building construction, conservation, environmental health, medicine, public housing, structural engineering, and other related disciplines. The conservation and use of historic buildings will be one of the main topics of discussion. Further details are available from the conference secretary: Dr Jagjit Singh, Hutton + Rostron Environmental Investigations Ltd, Netley House, Gomshall GU5 9QA.

BRITISH ARCHAEOLOGICAL AWARDS

English Heritage, Historic Scotland, and CADW are sponsoring a joint award, the Heritage in Britain award, as part of the British Archaeological Awards for 1992. The award is for the best project which secures the long-term preservation of a site or monument of any type or date range, while making it accessible to the public and presenting it in an informative and appropriate manner. The closing date for applications for this and other awards is 30 June and the winners will be announced at a presentation ceremony in November; further details from: John Gorton, Honorary Secretary, The British Archaeological Awards, 56 Penn Road, Beaconsfield HP9 2LS.

STOKESAY CASTLE



Stokesay Castle from the churchyard

RECORDING REPAIRS

Stokesay Castle was given into the care of English Heritage in 1986. It is one of the finest examples of a late thirteenth-century fortified manor house in England. A three-year programme of conservation work on the stone and timber-framed buildings was finished in 1989. However, in another sense, the project has only just been completed – with the publication of an account of the monument's repair. Publication of this kind of record is relatively unusual, although it is common practice to communicate the results of our work in other fields of architectural and archaeological study in published form. For building conservation studies it is a practice still to be fostered.

For any conservation project, an accurate survey and an analytical record of the building's constructional history are basic tools (see *Conserv Bull 7* for a range of articles on the recording of historic buildings and ancient monuments). The recording process continues as the works proceed and new information is revealed in the course of dismantling and cleaning for repairs. The record does not end there. For future management, maintenance, and the building's general welfare, precise information is needed about the conservation measures that have been implemented.

The conservation works record takes two forms. There are, first, the working drawings, specification, and schedule of repairs. These will have been amended in the course of the

project with new solutions to deal with individual problems as they occurred. In some ancient monument projects, the 'as built' record of the works carried out is compiled as part of the archaeologists' contract in the form of an overlay to the basic record survey. Second, there is a narrative account of the works which describes what was actually done and documents the underlying principles that guided the choice of methods and materials. It is this last element that is so seldom recorded for our successors. Committing the project to a published record is an excellent method of ensuring that not just the physical works, but also the thinking behind them, will be understood in the future.

Whether the results of a conservation project are successful or less so, it is equally important for our successors to be able to refer back. They will want to know not just what was done, but why in that particular circumstance was this specific course of action taken or choice of material made. Our colleagues in museum and fine art conservation follow the discipline of documenting their work in this way as a matter of course.

Of course, publication cannot be justified for every building conservation project. In the case of Stokesay Castle, the comprehensive treatment of the building group and the particular techniques and approach which were adopted have made it worthwhile. But, short of this, writing up a summary account of a building conservation project to accompany the other records of works is something which can easily be accomplished and should be done as each phase of works is completed.

It is hoped that the publication of individual case studies like Stokesay will become a regular feature of major English Heritage conservation projects. They can provide a vehicle for exchange of new ideas and experience, conservation principles, and good practice. Has anyone else come across the Stockholm tar recipe for filling timber shakes? If nothing else, we need to share the common difficulties, compromises, and challenges that all historic building repair schemes present to us.

GILL CHITTY

Stokesay Castle, Shropshire: the repair of a major monument, by Robert J Tolley, Caroline Babington, and Gill Chitty is published in association with the Association for the Study and Conservation of Historic Buildings and is available, price £2.75, from: English Heritage Postal Sales, PO Box 229, Northampton, NN6 9RY; please quote product code XC11798.