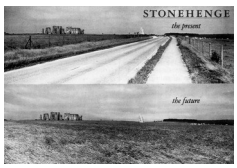
Conservation Bulletin, Issue 20, July 1993

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

STONEHENGE

Today Stonehenge often appears to be in relative isolation surrounded as it is by roads and the trappings of modern life. In fact, Stonehenge is sited at the heart of a landscape which has developed over thousands of years and which contains abundant traces of development and change over that period. During the life of Stonehenge, from about 3000–1200 BC, the landscape was not an empty scene dominated by the stones, rather it was filled with scattered settlements, burial grounds, and industrial areas where flint was mined and worked. Stonehenge did not stand in isolation, but was part of a busy landscape where vigorous and prosperous inhabitants lived, worked, and buried their dead. The building of Stonehenge was an expression of tribal identity, and its massive physical presence and dominating situation in the landscape must have given it a key role as a symbol of authority and a centre for ritual and ceremony for over 1700 years. Its structural development reflects the fluctuating fortunes of that society in the same way that our cathedrals illustrate the last 1000 years of British history. These are the things that make Stonehenge of such interest to the visitor.

Stonehenge attracts some 750,000 visitors each year and yet, as the Public Accounts Committee recently said, the site is 'a national disgrace'. Facilities for visitors are minimal and there is little space in which to help them understand the significance of the monument. English Heritage fully endorses this verdict. Since taking responsibility for Stonehenge in 1984, we have worked with the National Trust to improve the situation: studies of the area have been undertaken and published; complex negotiations with landowners have been held; and, last year, proposals were announced which led to a planning application for a new visitor centre to be located at Larkhill. That application was rejected by the local planning authority and now, following a review, we are undertaking a full public consultation on the options for improving the management of the site and the landscape which surrounds it. The twentieth-century clutter surrounding the stones must be swept away, and it is our intention that the A344, which passes so close to the Heel Stone, should be closed.



Cover of consultation leaflet showing Stonehenge with the A344 at present and turfed over (Visual Impact Studies)

The importance of the Stonehenge landscape has been recognised by its inclusion in a World Heritage Site designated by UNESCO. It contains over 450 archaeological monuments, which are of national importance, and lies within an Area of Special Archaeological Importance designated by Wiltshire County Council. The solution that we are seeking must respect and enhance this rich archaeological landscape and will need to resolve many potentially conflicting interests involving the wishes of local residents, as well as those of visitors. Once decisions have been made and proposals can be developed, English Heritage and the National Trust, which owns a large part of the surrounding land, will establish the Stonehenge Trust; this will include local representatives and will look after the site and provide a new building as a visitor centre on an appropriate site away from the stones, but reasonably accessible to them.

The key decisions have now to be taken. Together with the National Trust, we have initiated a public consultation exercise to review eight potential sites for the new visitor centre, including the Larkhill site with a modified access road. All of these sites are acceptable to the Ministry of Defence, and none would conflict with the separate, newly announced proposals by the Department of Transport for the A303.

Meetings are being held to discuss the options with local residents and their representatives, and visitors also have the opportunity to express their views after inspecting the exhibition at Stonehenge. A leaflet – *Stonehenge, the present, the future* – which summarises the situation and contains a questionnaire is available to any interested party who wishes to participate in the consultation exercise. Any reader of *Conservation Bulletin* who has not yet obtained a copy of this leaflet is welcome to send for one. Please contact Mrs C Newberry, English Heritage, PO Box 1BB, London WIR 2HD immediately, since the consultation period runs from 17 May to 12 July 1993.

Ideally, the new visitor centre should be about 1km from the stone circle, so that visitors can walk to the site. The walk should provide an interesting approach with opportunities to explore other archaeological features. Clearly, the new building must not damage the World Heritage site either physically or visually, but should provide an appropriate entry to the landscape and have facilities to increase the visitor's enjoyment and understanding of the area. The table analyses the principal factors which have to be considered. Of the eight sites, five are preferred:

Countess Road East – outside the World Heritage Site, park-and-ride would be essential here

Fargo South – provides unprepossessing view of the stones, but an acceptable approach

Larkhill – excellent approach to the stones and a long but attractive road; costs include reorganisation of farm

New King Barrows – fine gateway to landscape with wonderful views but highly sensitive archaeology

Old King Barrows – excellent, if long, approach to the stones; long access road, but cars and buildings easily hidden.

The three less favoured sites are:

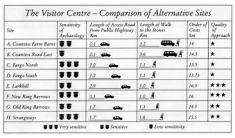
Countess Farm Barns – the very long walk to the stones make park-and-ride essential

Fargo North – highly sensitive archaeology and uninspiring approach to the stones

Strangways – good view of Stonehenge, but long walk and access road.

The architect Edward Cullinan won the competition for the Larkhill site with a design which was powerful, but did not intrude upon the wider view. When a site has been selected,

there will be further archaeological evaluation of it, so that the architects can develop their proposals for the siting of access roads, carparking, and the building itself to ensure the minimum impact on the archaeology.
When the results of this extensive consultation are available, we will be able to reach a decision, submit a planning application, and begin the task of raising the funds. Despite its evident significance and symbolic value, Stonehenge today is far from being the inspiring site that it should be and must become. We are determined to ensure that a proper conservation and management programme is established which will do justice to the monument and its landscape.



The Visitor Centre – Comparison of Alternative Sites

Site	Inventory of Archaeology	Length of Access Road from Public Highway Km	Length of Walk to the Stones Km	Order of Costs Im	Quality of Approach
A. Countess Farm Barns	▼▼	1.1	1.2	14	★
B. Countess Road East	▼	1.1	1.6	14.5	★
C. Fargo North	▼▼▼	1.0	1.1	13.5	★
D. Fargo South	▼▼▼	1.2	1.1	13.75	★
E. Larkhill	▼▼	2.2	1.1	16.5	★★★
F. New King Barrows	▼▼▼	2.1	1.1	16	★★★
G. Old King Barrows	▼▼	1.7	1.1	14.5	★★
H. Stonetoppa	▼▼▼	1.7	1.1	13.5	★★

▼▼▼ Very sensitive ▼▼ Sensitive ▼ Low sensitivity

The visitor centre, comparison of alternative sites; the quality of approach to the monument is described in the highlighted points above

GEOFFREY WAINWRIGHT

The archaeological context will be discussed at an international seminar at the Society of Antiquaries on 6 July and the background paper prepared for that meeting is available from G J Wainwright (English Heritage, Fortress House, 23 Savile Row, London WIX 1AB).

EDITORIAL

CONSERVATION AREAS: THE NEXT 25 YEARS

Conservation areas were featured on the front page of Issue 17 of *Conservation Bulletin,* when Philip Davies briefly reviewed their history 25 years on from the creation of the first four and took stock of current issues. I make no apology for returning to this theme again because the last year has seen vigorous discussion of the purpose of conservation area designation, the adequacy of current controls in these areas, and the related planning framework. A Government consultation paper is imminent (indeed may well have been issued before this *Bulletin is* distributed), and English Heritage has also advanced the debate with its own consultation paper on the Conservation Area Partnership Scheme, and a guidance leaflet on Conservation Area Practice.
It is worth restating the facts briefly. ‘The familiar and cherished local scene’ given explicit recognition in the development of the conservation area concept introduced originally by Duncan Sandys in 1967 now encompasses some 1.3 million buildings – approximately 4% of the national stock in over 7500 designated conservation areas. The spread of the concept, and the fact that local authorities continue to designate further conservation areas, indicates the public support which exists for protecting not just individual buildings, but the character of whole areas which contribute to the quality of the local environment.

WEAKNESSES

There is no doubt that conservation area designation is one of the key instruments for passing on to future generations the character and appearance of historic areas, but designation by itself will not be effective without positive planning and management policies. And experience has shown that there are weaknesses in the present controls in these areas, most effectively illustrated in the English Historic Towns Forum report, *Townscape in trouble*, published last year. Development pressures, traffic schemes, and environmental ‘enhancements’ all pose visible threats. Less immediately obvious, but often even more damaging in the long term, is ‘the insidious decline in appearance of historic towns and villages, brought about by the well-intentioned, though unwittingly misguided,

home improvements' of residents. Reroofing in the wrong materials and replacement windows and doors out of character with the buildings are the obvious examples.

PLANNING AND MANAGEMENT

Designation of conservation areas is essentially a local matter. The criteria for selection are local, controls are exercised locally, and matters to do with the alteration or redevelopment of unlisted buildings in conservation areas, including major issues such as enhancement and facadism, are essentially planning matters best left to be settled at local level, within the framework of sound conservation policies set out in an adopted and up-to-date statutory development plan. Not all authorities are, however, equally equipped to handle the planning and management aspects of conservation area designation, and there has for some time been a need for clearer guidance from the centre. We hope that the new PPG to replace DoE Circular 8/87 will in part provide this, but have also accepted our own responsibility to provide more help.

As a statutory consultee, English Heritage already scrutinises draft plans to ensure that policies properly address the various aspects of the historic environment, including conservation area designation and management. In addition, we are publishing a guidance leaflet to help authorities to be clearer about the purposes and implications of conservation area designation. As the number of conservation areas grows, the criteria for designation are being questioned, as well as the results. If designation is to have general credibility, and to continue to command public support, it is important that local authorities should be very clear about their reasons for designation, and have in place an effective management strategy, well integrated with their development planning and control system. In particular, they need to define and publicise the special interest of the area which they seek to preserve and enhance and to detail their conservation policies. Our guidance leaflet is intended to help authorities identify the main aspects of conservation area designation and management. It is being distributed widely to planning and conservation officers and is available free on request.

Our education and persuasive work with owners, local authorities, professionals, and industry continues to be an important part of our policy. The 'Framing Opinions' campaign is for instance still in demand around the country. We also need to examine with Government the options for reducing the damage which is still occurring in too many designated areas. While positive management and publicity can help to protect areas, authorities continue to be handicapped by the loopholes in the controls which can be exercised over undesirable alterations or changes.

OPTIONS

There are two possible approaches to tightening the present regime. One would be to standardise controls over all categories of unlisted buildings in conservation areas, ideally at the level now operating in the case of flats and commercial premises. This would have the great advantage of being simple for local authorities to operate and for local residents to understand. It would also approximate to the position most residents thought they were in, before the charade of firm controls was exposed by the double-glazing companies and DIY manufacturers in the late 1970s. More selective amendments of the GDO would be another option, but would perpetuate differential controls operating within a single conservation area.

A second option frequently canvassed is to rely on a more aggressive use of Article 4 Directions. Such an option may well be suggested in the forthcoming conservation area consultation paper promised by the Government in response to the widespread concern at the erosion of character in conservation areas. But, here again, there are obvious disadvantages in the perpetuation of different standards of controls within conservation areas. Equally unwelcome is the considerable administrative burden involved in

processing Article 4 Directions through to approval by the DoE. The publication of the Government's consultation paper will provide a valuable opportunity to discuss the relative merits of different solutions.

CONSERVATION AREA GRANTS

A more rigorous approach to the management of conservation areas is also at the heart of our new conservation area partnership proposals.

Last year, English Heritage paid £7.3m in grants to buildings in conservation areas, either in partnership with local authorities under the town scheme programme or under Section 77. These grants are a key component in our partnership with local authorities and an important tool for encouraging greater local commitment to conservation, and the level of our grants will remain the same.

English Heritage has the capacity and resources, however, to become directly involved in only a small fraction of the total number of conservation areas and has always had to focus on areas where there are special reasons for national involvement and where tangible benefits can be obtained. Since Ian Jardin's article in the last issue *(Conserv Bull* **19**, 26), we have published a consultative document – to which responses have been sought by the end of July – suggesting in more detail how grants might be better targeted to authorities most in need of help or where most can be achieved by closer cooperation between English Heritage and the local authority concerned. Among key criteria will be the quality of the architectural or historic interest of the area, the state of the buildings, an assessment of the financial needs of the area, and the commitment of the local authority, as evidenced by the way in which conservation is addressed in local plans and supplementary guidance, and in the practice of development control. We will also look at the qualifications, experience, and effectiveness of the authority's conservation staff.

THE NEXT 25 YEARS

We hope that our contributions, both financial and advisory, will help strengthen the concept of conservation areas. There is every sign that the public at large supports measures which preserve the special character of our towns and villages and this year of debate seems likely to be fruitful. The next 25 years should see less destructive change and more constructive management.

JENNIFER PAGE

Chief Executive

ANCIENT MONUMENTS COUNTRYSIDE

In recent years, the need to reduce agricultural production has resulted in the development of a range of policies, both to encourage farmers to diversify into nonagricultural activities, and to persuade them to conserve and enhance land taken out of production, or farmed less intensively, for nature, leisure, and other purposes. With other conservation agencies, English Heritage recognises the importance of a viable rural economy in the interests not only of those who make a living in the country, but also for the sympathetic management of ecological, scenic, and historic interests. We are well aware that the historic interest of landscapes cannot be separated from the other ecological and scenic attributes valued by the public, and that management objectives must encompass all these as well as the fundamental economic issues.

We are also aware, however, that many owners need specific help in identifying the historic importance of their property and the opportunities it may present for particular management and presentational purposes: while natural beauty and rare fauna and flora

may be quite visible, archaeological remains often are not, and need particular explanation to the layman.
It was to address this issue that a grant scheme for the survey and presentation of historic features on farmland was launched in 1988, to coincide with the publication of *Ancient monuments in the countryside: an archaeological management review* by Timothy Darvill*. The book provides a valuable general guide to the importance of ancient monuments and how they may be recognised and conserved, with particular emphasis on their wider landscape setting.

FARM SURVEY PRESENTATION GRANTS

English Heritage grants, which are discretionary and are given under section 45 of the Ancient Monuments and Archaeological Areas Act 1979, are considered only in relation to schemes involving the presentation of land containing sites scheduled as ancient monuments or land containing features of equivalent archaeological or historic interest. These monuments and historic features as a whole should be of national importance.

Visitors looking towards the medieval water mill site, Park Farm, Snettisham

However, that does not mean they have to be rare or exceptional; they can also be good examples of typical monuments or well-preserved historic landscape features. While we can grant-aid schemes up to 100%, we encourage farmers to look to other sources of funding as well. Extensive schemes of survey, for example of large estates, may be offered lower percentages of grant-aid. Local authorities also have the same powers, under the 1979 Act, to contribute towards the cost of farm surveys.

Park Farm, Snettisham, presentation

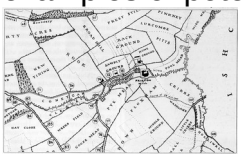
An information pack available from English Heritage gives details of how the survey is to be undertaken, the level of detail expected, and the sorts of features which should be included.* Full-scale detailed archaeological survey can be expensive and is not generally necessary for the purposes of a farm presentation survey. It is possible to do a rapid survey producing good results at relatively little cost. This is accomplished by a trawl of the known archaeology from the County Sites and Monuments Record and looking for new material from easily accessible sources like air photographs and historic maps. That is then followed by a limited amount of ground survey and recording, either by sketch plotting or photographs. An experienced archaeologist should be consulted on whether the land has enough potential to justify a survey. In this respect, the county archaeologist should be involved at an early stage in finding out what is already known and who could undertake the work.
The types of feature included in a farm survey are not only buried archaeological remains and earthworks, but also other features which are part of the broader historic landscape. Elements such as hedgerows and field boundaries, woodland, and old trackways can all be just as old and interesting as monuments. Buildings and ruins are included because they are also important in the understanding and presentation of an area’s past. In practice, it is not feasible to undertake much in the way of fieldwalking, that is walking over ploughed fields to collect artefacts, as it is expensive and the material collected (potsherds and flints) is not easy to present to the general public; in intensively arable areas like East Anglia, however, where there are few standing features, it is likely that there will be greater emphasis on fieldwalking.

In the first five years of operating this grant scheme, almost £130,000 has been devoted to some 24 survey schemes. The counties covered include Norfolk, Kent, Avon, Devon, Dorset, Wiltshire, Berkshire, Hereford and Worcester, Leicestershire, Derbyshire, North Yorkshire, and Humberside. Requests for help reach English Heritage by various routes. In the case of Lower Caythorpe, the farmer contacted the Humberside Archaeological Unit after reading an information pack sent by English Heritage to a local NFU office. Other farmers have approached the regional Inspector of Ancient Monuments or Field Monument Warden. In other cases, the initial proposal was a joint initiative between an individual farmer and the county archaeologist.

Some approaches have arisen through the Countryside Commission's Stewardship Scheme which aims to combine farming with good conservation practice and public access. Following discussions with English Heritage, the Countryside Commission has added a historic landscape option to Countryside Stewardship. It has also been agreed that where a whole farm is being considered for this option and it has good potential, English Heritage can fund a presentation survey as a first stage to making a Stewardship agreement.

EXAMPLES IN PRACTICE

To date, relatively few farm surveys have actually been used for on-site presentation schemes. This is partly because there is a time lag before implementation whether a survey has been completed, but also because there is still limited experience of the scheme. On one Norfolk farm a panel and leaflets are in preparation. An archaeological trail has been produced for a farm in Hereford. In the case of a North Yorkshire farm, the farmer is keen to use the survey to promote a holiday cottage next to the farm and draw attention to a medieval moat by means of a leaflet in the adjoining church. These are good examples of potential low-key interpretation.



Part of Priston Parish map, showing Priston mill and surrounding fields (Avon CC)

The cases of Park Farm, Snettisham, Norfolk, Priston in Avon, and Thorne Farm in north Devon can be mentioned in a little more detail as examples of survey and interpretation in practice. Park Farm includes a scheduled ancient monument, the site of a major Romano-British villa. The farm is in an area of Norfolk particularly rich in archaeological sites, including celebrated hoards of gold tores and Romano-British villas. Two seasons of fieldwalking and other survey were funded, costing £5486. Interpretation was linked to an existing visitor centre which attracts 40,000 visitors a year. Two display panels, nine oak posts with waymarker signs, and 20,000 leaflets were funded at a cost of £3898 to provide an archaeological trail to accompany the existing natural history and farm trails (both of which have their own leaflets). Visitors to the farm are encouraged to observe and feed domesticated farm animals, and particular emphasis is laid on informing children and interested adults about the processes of the rural economy and environment.

Virtually the whole parish of Priston, just to the south of Bath, was the subject of a presentation survey. There was an important Romano-British settlement in the centre of the parish, and in the Anglo-Saxon period the entire parish was an estate belonging to Bath Abbey. A charter survives describing the boundary points of the estate and the survey was able to locate many of these points in the present landscape, as well as many other historic features. The results of the survey are being presented in two ways: the first is a large poster in the form of an illustrated map of the parish, and the second is a leaflet. It is hoped that these can be sold at Priston Mill Farm shop which attracts some 20,000 visitors a year.

However, the scheme is not aimed solely at farms attracting very large numbers of visitors. An example of low-key interpretation is Thorne Farm which does bed and breakfast and has an existing nature trail, currently with 3–400 visitors a year. The trail on the farm is now being extended to include many historic features found in the farm survey. One of the most interesting discoveries of the survey was a group of medieval fishponds lying in an area of scrub and trees; the farmer was so impressed by the discovery that he cleared the small woodland himself. Devon County Council, which helped to set up the survey, is now giving grants to assist the farmer in providing an exhibition inside a small historic granary.

CONCLUSION

The farm survey and presentation grants scheme is only one strand of English Heritage policy in promoting the understanding and conservation of the historic environment as a whole. In this sense, the scheme runs parallel to and will wherever possible be linked with our initiative on historic landscapes. We are exploring ways of identifying and assessing the importance of the historic dimension of the countryside, an activity which is informed by our belief that landscapes of historic interest are part of a living and evolving countryside, and that effective policies for historic conservation must form part of wider strategies designed to achieve both conservation and agricultural support.

The protection and interpretation of important historic landscapes imply the need for local management conservation decisions to be informed and assisted. In helping to make the history of the countryside more accessible to the general public, the farm survey scheme is one way of achieving our objectives.

ROB ILES and PHILIP WALKER

**Ancient monuments in the countryside* is available for £12.50 (please quote product code XA9122) from English Heritage Postal Sales, PO Box 229, Northampton NN6 9RY; telephone (0604) 781163. The information pack, *Survey grants for presentation purposes: notes for applicants*, is available from Room 207 Fortress House, 23 Savile Row, London W1X 1AB; telephone 071-973 3106.

HISTORIC PRISONS

There are about 40 prisons currently in use which include listed buildings. Some, for example Lancaster, include the medieval castle keep (listed Grade I) and thus reflect the origin of prisons as a subsidiary use of royal castles, which often became their primary purpose once the military need for them had passed. Indeed, such use often ensured their survival, for example at Norwich and Colchester which are both now museums. Most listed prisons, however, are nineteenth-century purpose-built structures, which not surprisingly often fail to meet current security or humanitarian standards. The Home Office is currently engaged in a major programme of upgrading older prison buildings to address these problems.

GUIDELINES

From our experience in responding to proposals for alteration, for example at Strangeways (Greater Manchester) and Lewes (West Sussex), it became clear that the main issues were essentially common to most purpose-built listed prisons, and that it would be desirable to agree general guidelines with the Home Office Prison Service for these works. Guidelines have now been agreed with the Prison Service and the Conservation Unit, Department of the Environment, and will inform schemes submitted in the future for clearance under the procedure outlined in DoE Circular 18/84.

We accept that a degree of change to the original form of historic prisons may be necessary and justifiable within the national policy criteria for listed buildings and conservation areas, provided the changes are essential to retain the buildings' use,

particularly where the alternative could only realistically be demolition. However, we are concerned that changes should be limited to the minimum necessary to achieve the continued use of the buildings and should be undertaken, so as to minimise the impact on their historic form and character.

RETAINING CHARACTER

For Grade II buildings housing relatively high-risk prisoners, we accept that for security (and in some cases public safety) reasons, it is generally acceptable that slates be replaced by sheet-metal roof coverings, usually terne-coated stainless steel (which has the appearance of lead), on buildings within the perimeter walls. Such a change is, of course, essentially reversible. However, we are strongly opposed to the replacement of historic roof structures (unless they are clearly incapable of repair), or the loss of any historic roof details, such as chimney stacks, parapets, fascias, verges, copings, and rainwater goods.

The former Governor's house of c 1820 in the centre of Brixton prison (London Borough of Lambeth), listed Grade II: from its windows, the Governor could observe prisoners on the treadmills, which were first used in Brixton prison; the single-storey pentice is a later nineteenth-century addition

We also accept the humanitarian case for the enlargement of windows in cell blocks, where these are so small as to be unhealthy. Normally, the most appropriate method of doing so, consistent with minimising the impact on the historic character of the building and retaining the original detailing, will be to lower and reset the cill, whilst maintaining the head and extending the jambs downwards. Wherever possible, the bars should remain outside the weather shield, since this is the feature which most clearly defines the character of nineteenth-century cell blocks and distinguishes them from other superficially similar buildings such as warehouses. It is also important that a traditional dark colour appropriate to ironwork – black, dark blue, or dark (Brunswick) green – is used externally, rather than white.

FORM AND DESIGN

English Heritage recognises the need, especially within cell blocks, to provide sanitation to cells, and in some cases improve security standards. However, every effort should be made to respect the existing plan forms and design of buildings, for example by converting alternate cells to pairs of sanitary facilities and by retaining historic fittings, such as balcony ironwork.

It is particularly important that care should be taken to respect the simple massive character of historic perimeter walls. Extensions should match the original design in both materials and details, avoiding artificial substitutes. Careful management of security apparatus is particularly important.

The full text of the guidelines is being circulated to all local planning authorities. While authorities are not of course bound to follow the guidelines, we hope that they will find them helpful in framing their own responses to DoE Circular 18/84 notifications. Copies of the guidelines are available on request from Jill Cronan, English Heritage, Chesham House, 30 Warwick Street, London W1R 5RD (071-973 3711).

PAUL DRURY

FABRIC CONSOLIDATION OF ANCIENT MONUMENTS

Conservation of ancient monuments demands a very sensitive approach, if fragile fabric is not to be lost. This article attempts to provide a few pointers to the questions which should be asked and the main issues which may need to be addressed.

Perhaps the first criterion of any technique proposed for the consolidation of the historic fabric of ancient monuments should be that it is tried and tested. A further test for suitability is whether or not the technique is reversible at a later date without significant damage. We should also ask ourselves whether the repairs are really required and would the monument survive without them, would the overall structural stability of the monument be improved, what damage would be caused by carrying out the repairs, would the repairs be seen, should they blend in or be in distinct contrast but in harmony, would future historians be able to date them, what effects might the mixing of materials have, would the building lose its inherent flexibility for coping with climatic changes without distress, and would the proposed method meet the axioms ‘minimum intervention’ and ‘conserve as found’? Although this article relates specifically to work on the masonry of ancient monuments, much of what is said also applies to historic buildings with similarly massive structure, such as some churches.

POINTING AND GROUTING

Whether the work is really necessary is a question particularly pertinent to pointing, as all conservationists know. However, the pointing of a wall is its first line of defence: if this defence is weak, then the integrity of the wall is threatened. The mortar between the stones or bricks will be softened and eroded, and the stone or brick will be vulnerable to attack by water and frost damage will occur. The mix to be used for the repointing is all important, a very hard pointing often doing more harm than good. The style of the pointing is vital, as the wrong style can change the character of the building beyond recognition. The repointing must begin with the removal of the existing pointing to an adequate depth. Pointing should only be removed where it is decayed, and left intact where it is sound. The resulting recess must be clean and the new pointing inserted correctly. It is a skilled and time-consuming task, like so much of the work related to ancient monuments.

How to provide the necessary support?

An extension of pointing is the resetting of loose masonry. Loose masonry can be dangerous and it encourages the ingress of water and plant growth.

It may be better to monitor the situation, rather than to underpin

It is often found that the body of a masonry wall, or of a column, contains a considerable percentage of voids. Sometimes this is acceptable, but frequently it is decided that these voids are risking the structural integrity of the monument by weakening the masonry or by allowing water to seep in. The strength of the wall can be greatly increased by grouting, ie feeding into the wall quantities of liquid mortar.

The mix for the grout must be appropriate to the conditions, and the amount fed in at any one time must be carefully controlled to avoid the risk of the pressure of the liquid grout bursting the wall. The grout used is almost always cementitious, using, if any, only a very

small amount of cement. On very rare occasions a resin grout may be used in small quantities.
Grouting fails one of the questions asked at the beginning of this article: it is not reversible; once in, it is there forever. This makes choosing the right grout mix critical. Like any material used in the consolidation of a monument, its strength should not vary greatly from that of the original material. A masonry wall is essentially of a flexible construction: grouting with a strong material is not necessary and can be detrimental.

ADDITIONAL SUPPORT

By their very nature as buildings which have been deliberately destroyed, for example at the Dissolution of the Monasteries, during the Civil War, or simply by being quarried for their useful building materials, ancient monuments often have dangerous overhangs or precariously leaning walls. In such cases, additional support is sometimes needed to ensure the long life of the remains. This is always problematical and a variety of techniques are available. Sometimes it is possible to build up a support in corework (rough racking). Sometimes a sympathetic, but out of character support, in say stainless steel, is acceptable. If reconstruction is a possibility, is there sufficient evidence of what previously existed? Extra support, if it begins at ground level, will need a new foundation. This means an excavation either by, or under the supervision of, an archaeologist.

FRACTURES AND STRAIGHT JOINTS

Ancient monuments can also suffer cracking; sometimes a piecemeal building programme has resulted in straight joints between adjacent sections. It must be said that, if these planes of weakness have been in existence for a long period, then the need for repairs should be closely questioned. If there is doubt, it will be helpful to install simple but accurate structural monitoring. However, sometimes a need is established and it is decided to improve the connection across the discontinuity. This can result in the use of steel (always stainless) or reinforced concrete, again preferably with stainless steel reinforcement. Such ties should be buried in the wall and refaced using the original material. It is important to record all repairs, particularly hidden ones. Opening up an unsafe area of a building to carry out a repair, only to discover that the repair has already been done, is not a unique experience!

LONG ANCHORS AND TIES

Modern drilling techniques have made possible the installation of long tie bars through the length of a wall. It is possible to drill in excess of 10m through relatively thin walls (500rnm or less) in order to install stainless-steel tie bars. The bars are typically 25mm square or in diameter. A technique which has been recently developed involves a hollow tie bar covered in a fabric sock being inserted into the hole. Grout is pumped into the tube, emerging eventually into the sock which prevents the bonding grout from being lost into voids in the wall. The ends of the tie bar can be anchored to a pattress plate or to some hidden fixing thus tying the structure together most effectively whilst still maintaining its flexibility.

UNDERPINNING

A leaning wall or a wall with a major fracture often suggests the need for underpinning, but considerable thought needs to be given to the reasons for the proposals and the effects of carrying them out before embarking on a programme of work. Questions of whether the building has moved recently or whether the defect is one of long standing; whether monitoring would help to solve this conundrum, or, if one part is underpinned, what would happen to the rest of the building; whether improved drainage or some tree surgery would

help; whether the fact that a medieval building has foundations which do not satisfy modern regulations matters, or that it does not have foundations at all matter?

A severe case of settlement, but underpinning is not necessary

Underpinning is a major undertaking demanding considerable resources, both financial and professional, and is best avoided if at all possible.

TIMBER STRUCTURE

The repair of timber structures (such as floors, roofs, and timber-framed buildings) is outside the scope of this article, but the philosophical questions asked are the same. Generally, repairs should be like-for-like, but important detail or methods of work may make steel repairs and resin systems worthy of consideration.

MAINTENANCE

The most important means of preserving any building, new or old, is preventative maintenance. Regular inspections must be carried out and maintenance should be planned. Skimping on inspections and adequate maintenance leads to unplanned major works, which are costly both in financial terms and in terms of damage to historic fabric. Inspections need experience and time, they should not be rushed. Maintenance of ancient monuments is keeping the water out, treating against beetle attack, pointing, and carrying out minor repairs before they become major repairs. Maintenance should be entrusted to skilled operatives, as should all work to ancient monuments, and proper supervision is vital.

We cannot pretend to do any more here than provide general pointers which will undoubtedly give rise to further questions, that need ultimately to be solved with the experts. If there are problems with historic fabric, the best advice possible should he sought from people with experience of such buildings and techniques. Questions should be asked and studies made into the effects of different techniques and solutions. There are a number of sources of further information, such as the many professionals, historians, architects, and engineers at English Heritage and many publications. Study the problem, ask many questions both of yourself and of others, and find out as much as possible about alternative solutions.

IAN HUME

REPAIR GRANTS 1992–3

During the course of last year, we were able to offer repair grants totalling nearly £10.2m to secular buildings and monuments, £11.25m to churches, £3.98m to 36 cathedrals, and £4.61m to buildings in conservation areas. A further allocation of £5m was made to town schemes. This represents an increase in offers of nearly 12% on last year’s figures for secular buildings, and of over 30% in the amounts available for church repairs, while allocations for work in conservation areas increased by around 6%. The practice of allotting a percentage of our budgets for larger grants was continued in order to help ration and control the number of such grants which are offered and so that the available funds can be spread among all those who satisfy our criteria of outstanding buildings, urgency of repairs, and financial need for assistance. The table shows a breakdown of the number of new offers of grant made during the year by region: this does not take account of any increases in grant agreed in cases where offers had been made in previous years.

HISTORIC BUILDINGS AND MONUMENTS

408 applications were received for assistance with repairs or acquisition of outstanding historic buildings or ancient monuments, which were determined during the course of the year, and on 308 of these (75%) we reached a decision within the six-month target date which we have set as a performance standard. Among a very varied list, a significant feature is the number of industrial buildings and monuments towards which grant offers have been made: these have included major grants to the Brunel Passenger Shed, in Bristol and to the East Mine at Rosedale Old Kilns, in North Yorkshire, and smaller, though still substantial grants to Southorns Pipeworks, Broseley, Staffordshire, Clay Mills Pumping Station, Burton-on-Trent, Cromford Mill, Derbyshire, and Lemington Glass Cone, near Newcastle-upon-Tyne. Two further significant grants were made for the repair of Charlton Court Tithe Bam, Steyning, in West Sussex, and for Englishcombe Tithe Barn, in Avon. Also of interest were grants for the repair of the Egyptian Avenue and Julius Beer Mausoleum, Highgate Cemetery, London.

CHURCHES

We carried forward into 1992–3 a commitment to offer grants to churches totalling around £3.5m, with the result that by July 1992 we had already offered £8m and needed to consider carefully how to control the levels of offers which we could continue to make within the financial year. This included identifying cases where, by committing ourselves to the offer of a grant in this year (1993–4), rather than offering one immediately, we would give advance warning to the church authorities to set up the necessary mechanisms and fund raising on their own part to make an early start to work in 1993. In the event, we were able steadily to control offers of church grants and have again rolled forward a number of commitments into the current financial year.

501 applications for church grants were received within the period during which decisions on grant were determined in the course of the year. We reached a decision on 367 of these (73%) within the six-month performance standard. Offers of over £100,000 were made to St Peter's Church in Bolton, St John's RC Church in Wigan, St Elphin's Church, Warrington, St Leonard's, Flamstead, Hertfordshire, St Thomas of Canterbury, Salisbury, Mortimer West End Congregational Chapel, Hampshire, St Peter's, Ugborough, Devon, St John's, Kensington in London, and All Saints, Hereford, where our prompt offer of grant was instrumental in helping to prevent the collapse of the spire.

The medieval tithe barn at Englishcombe, Avon, where a grant offer of nearly £125,000 was made by English Heritage in 1992

CONSERVATION AREAS

409 applications for conservation area grant were decided during the financial year just ended. Of these, 259 (63%) were determined within the three-month performance deadline, despite the increasing need for us to subject many of the applications for larger grants (over £10,000) to our processes of appraisal of financial need.

The late eighteenth-century glass cone at Lemington, near Newcastle-upon-Tyne, which is to be opened as a museum after the completion of repairs, towards which English Heritage offered a grant of nearly £48,000 in 1992

Although other agencies are finding that the recession has made inner city projects slow to get off the ground, we were able to offer grants up to our full budget allocation this year, and there is every prospect of expenditure in this area continuing to increase.

Of the larger grants offered under Section 77 this year were substantial sums for the repair and refurbishment of the Granary Warehouse, in Leeds, and for the repair of almost a complete street of nineteenth-century houses at Framlington Terrace, Newcastle-upon-Tyne.

This year's review of 98 of the 276 existing town schemes recommended renewal for a further period of 75 of these, and the termination of 23, including the highly successful and pioneering scheme in Wirksworth, Derbyshire, and in Commercial Road, London. A consultation document is in circulation to all local authorities suggesting that new arrangements be set in place for provision of English Heritage funding in conservation areas, to begin to take place from 1994–5, but in the meantime some new town schemes are still being set up: in addition to the 253 schemes which continue into 1993–4, applications for 14 new schemes to begin this year had been received by April and will go ahead with the funding which has been released from the review of schemes in 1992–3.

STEPHEN JOHNSON

Repair grants 1992–3

	London	*Mid*	*North*	*South*	*Total*
Church grants	25	190	61	73	350
Secular grants	11	80	41	62	194
Ancient monuments	1	46	33	48	128
Conservation areas	50	102	135	74	361

MANAGING ENGLAND'S HERITAGE

A FRAMEWORK FOR THE REVIEW OF ENGLISH HERITAGE'S HISTORIC PROPERTIES

For nearly a century from 1882–1979 the only effective way to ensure that a monument was preserved was to take it into state care, or guardianship as it was formally known. The acquisition policies adopted by English Heritage's predecessors changed and developed over many years in the light of varying political and economic circumstances and in response to fresh academic perceptions of what was important and what merited preservation. As a result, English Heritage inherited from its predecessors a collection of historic properties that, despite its obvious strengths, is uneven in quality and only partly representative in character.

This collection does not match the new responsibilities imposed on English Heritage under the National Heritage Act, 1983. These include duties to promote the public's enjoyment of ancient monuments and historic buildings and to advance public knowledge of their history and preservation. More than ever, the management of the Government's historic properties has been linked to the exercise of wider educational as well as conservation responsibilities.

There have been a number of other important changes affecting guardianship within the last few years. The Ancient Monument and Archaeological Areas Act, 1979 introduced the possibility of flexible management agreements that can, if appropriate, apply to the land and equally bind any new owners. At the same time, a requirement to obtain consent for works has been introduced, and the circumstances under which an owner can obtain compensation have been reduced. The effect has been to increase the range of

management options available to secure the future of a site: no longer is guardianship the only practical option.
It therefore made sense to review our holding and in March 1993 the Commissioners agreed criteria that could be used to guide such a review and, in future, the assessment of possible acquisitions. These criteria fall under three heads covering the quality of the individual property and the scope of the collection as a whole as well as relevant practical considerations, such as the technical practicability of preservation and the comparative effectiveness of the different management options available.

Stokesay Castle, general view from the east

QUALITY

Criteria for assessing quality can be divided into those that identify the atypical and extraordinary and those that identify the representative. Among the atypical and extraordinary are:
seminal sites and buildings of widespread influence, such as the Iron Bridge

The Iron Bridge, Shropshire
sites that represent the unique culmination or flowering of an artistic tradition or building type, or which are simply the largest or most complex monument in their class, such as Stonehenge
sites of specific historical importance, linked to a particular event or historical figure, such as Battle Abbey
buildings of exceptional architectural quality or which exhibit outstanding craftsmanship, such as Chiswick House.
Representative properties should also be exceptional, in the sense that they need to be one of the best surviving examples of their type. They will include:
those that constitute an exceptionally complete survival of a nationally or internationally significant building type, such as Stokesay Castle
those that illustrate to an exceptional extent an important historical period or process, such as many of our medieval monastic ruins, which are unparalleled in Europe in the extent of their survival
those that illustrate, to an exceptional extent, the life, customs, and institutions of the inhabitants of England through the full range of their prehistory and history
those that provide good examples of the diverse regional building and monument types that give the country as a whole its character, giving particular weight to those that form part of a characteristic landscape or settlement pattern
those that represent an important national initiative, or illustrate an important event in the history of the country, such as Deal Castle or Dymchurch Martello Tower
those that represent the work of a major architect, such as Studley Royal Church.

THE SCOPE OF THE COLLECTION

Some specialisation on our part – for example a continuing concentration on ruins and field monuments – may be entirely appropriate, if it complements the holdings of other institutions such as the National Trust.
On the other hand, we need to keep in mind English Heritage's wider conservation and educational responsibilities. We need exemplars of the best conservation practice, demonstrating our management expertise across the whole range from archaeological

landscape to country-house interiors. We also need to display the best presentational and educational practice, and to set national standards for visitor management. We need sites where our advisory staff can gain the training and practical experience necessary, if they are to provide a useful service to the outside world. In addition, to fulfil our educational role we need to be able to draw on examples in our own management of a wide range of building and monument types of all periods. There are many benefits in being able to offer the public a coherent group of properties that is representative in content and well distributed geographically. There are benefits too in spreading overheads over a range of properties, while the widespread geographical distribution of our properties provides us with a series of local centres for our work; this helps to increase awareness of English Heritage as a whole and can act as a focal point for building local commitment to the heritage and its conservation.

Battle Abbey, Sussex: the Reredorter from the east

As we have a leading role in the field, we also have a responsibility to ensure that no one institution exercises a monopoly over a particular type of historic property, since professional competition encourages innovation in conservation and display and stimulates a creative diversity of approach.

Chiswick House, London, front elevation

PRACTICAL CONSIDERATIONS

In practice, different categories of property face different risks and typically call for different responses. A building capable of sustaining a beneficial use without damage can usually be protected using listed building consent powers and perhaps grant-aid, since owners have an incentive to maintain such buildings; field monuments and archaeological sites ought to be sufficiently protected by scheduling backed up by a monitored management agreement in principle, since almost all the positive intervention needed is of a straightforward non-specialist kind; in the case of ruins and other standing buildings incapable of beneficial use, permanent preservation implies a commitment to regular specialist maintenance that owners will often be unwilling to take on; and in the case of historic entities without statutory protection, such as country houses with their collections or industrial sites with their tools and portable machinery, acquisition may be the only answer if they are not to be dispersed.

Here we should aim to make the best use of our own specialist skills and strengths. We can reasonably claim to lead Europe in the specialised field of the care of ruins and in their presentation and interpretation, successfully balancing the needs of conservation and visitor management. Over the years, we have helped to establish standards in the care of field monuments that are rarely equalled elsewhere in Europe, although in Britain they are now widely emulated. Our experience (not all of it successful) has taught us how best to display excavated archaeological sites. We, like the National Trust, can call on the full range of expertise necessary to take on, conserve, and manage a threatened historic entity such as a country, house estate. Direct management by English Heritage is likely to be at its most cost-effective when it can exploit economies of scale in these specialist areas.

Deal Castle, Kent

As we begin to apply these considerations, we recognise that the way in which they will interact will vary from case to case. At one extreme, it may make sense for English Heritage to manage a high-quality property that fills an important thematic or geographical gap in our collection, even if a suitable alternative manager is available, while it will equally continue to make sense for us to retain or assume direct management of properties of lower quality or less relevance, if that is the most effective and efficient way of securing the future of a monument or building at risk.

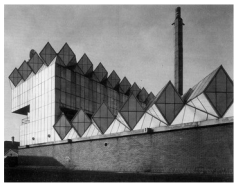
JEFF WEST

POSTWAR LISTING: UPDATE

Last year, English Heritage launched a new initiative, the thematic survey of post-1939 buildings, type by type *(Conserv Bull* **16**, 2–3). We are now able to report the resounding success of the first of these surveys, on schools and universities.

The work involved considerable research and numerous visits, as well as wide consultation, which focused on a public seminar, held last summer to coincide with our *Change of heart* exhibition (which continues to tour the country). An historical summary was prepared of the main developments in schools and universities over the period 1945–80, as were guidance notes which describe the criteria to be used in selecting them for listing (these are to be published as a separate English Heritage leaflet). Several hundred buildings were considered and finally the selection was narrowed down to 47 (actually 95 separate structures).

We did not know how the Department of National Heritage (DNH) would view the list, given the chequered history of postwar listing (particularly the previous rejection by the DoE of all but 18 out of 70 postwar recommendations put forward for listing in 1987). However, we had a very strong set of recommendations, had done our homework thoroughly, and had consulted widely. Our care in preparing the material was rewarded on 30 March this year, when DNH announced its acceptance of all our 47 recommendations. This brings the total number of postwar listed buildings (and groups) of all types in England to 79.



*Engineering building at Leicester University: view of workshop roof; listed Grade 11**

The bulk of our selection was made on the 30-year rule – ie buildings begun before or during 1963; however, several younger buildings at Sussex University were also listed, since they were perceived to be under threat of alteration. The selection had strong support amongst our specialist advisors for the period as well as our regular advisory committee, but the list was neither traditionally weighted nor bland. On the contrary, some buildings on the list are strong and uncompromising essays in modernism. Amongst these are the Leicester University Engineering Building (1961–3), by Stirling and Gowan– architectural 'angry young men' of their day; it is characterised by a fiery red tile cladding, thrusting, crystalline, cantilevered lecture theatres, and an astounding glazed workshop roof. This highly original building, which made an international reputation for its creators, was listed at Grade II*. In contrast, but also highly original, are the Ashley and Strathcona Buildings at Birmingham University (Howell, Killick, Partridge, and Amis, 1961–4), curvilinear in plan and almost organic in character; the taller block has a dramatic circular atrium. Smithdon Secondary School, Hunstanton (by the Smithsons, 1950–54; Grade II*), was as controversial as Leicester in its period. Its uncompromising rectilinear character

and exposed steel frame, an aesthetic and technological revolution, were all the more forceful in its time by comparison with its contemporaries, the relaxed and often picturesque Hertfordshire primary schools. Other architects followed the Smithsons' lead, producing secondary schools of markedly strong architectural character, notably Barstable Grammar School, Basildon (Yorke, Rosenberg, and Mardall, 1962), and a pair of schools at Bridgnorth by Lyons, Israel, and Ellis (1958 and 1960), which exploit the sculptural use of site-cast reinforced concrete.

*Brasenose College, Oxford: staircases 16 and 17; listed Grade II**

System-built schools also have a significant place in the list. Five Hertfordshire schools are included, four of them system built. Of these, the best is surely Templewood, Welwyn Garden City (1950, Grade II*), its picturesquely staggered plan creating child-sized spaces within and without. It has three fine murals by Pat Tew. The list also includes the first school to be built using the CLASP system in Nottinghamshire, at Mansfield (1957); also two Ministry of Education prototype system-built secondary schools and their little Limbrick Wood primary school in Coventry (1951–2) which is built entirely of aluminium, an adaptation of the Bristol Aeroplane Company's school-building system which made it more user friendly and picturesque. Amongst private architects, Erno Goldfinger also produced his own school building system, comprising a concrete frame with brick infill. It was used only twice, at Brandelhow School, Putney, and Greenside School, Hammersmith (1950), both now listed. Greenside has an exceptional mural by Gordon Cullen and is listed at Grade II*.

Two tower blocks also feature in the list – Gollins, Melvin, and Ward's magnificent Arts Tower at Sheffield University, a sleek and elegant glass slab, to which the adjoining library block provides a visual 'podium' when viewed from the adjacent park. The other is the William Stone Building at Peterhouse College, Cambridge (1963–4, by Sir Leslie Martin and Colin St John Wilson), this is modest and sensitive with its mellow brick and Aaltolike saw-tooth plan.

The thoughtful and mellow modernism of Martin and his circle is well represented – justifiably, given the influence of this great teacher and the high quality of these buildings. In addition to Peterhouse, there is Martin and Wilson's great library complex, the St Cross Building at Oxford (1961–4), with its horizontal strata, monumental staircase, and ingenious interlocking plan (Grade II*); also Grade II* is their Harvey Court, Cambridge (196(1–62). Its 'sister' building, College Hall at Leicester University (Martin and Dannatt, 1958–60) is also included; both are variations on the courtyard theme, with study-bedrooms orientated, so that the sun could shine into each for some part of the day. Also in this group is Trevor Dannatt's fine Vaughan College at Leicester (1960–62), which contains the Jewry Wall Museum. Its vaulted ground floor harmonises evocatively with the ancient ruins which lie in its garden, while retaining aesthetic independence.

Sussex University: view of Falmer House; listed Grade I

Concern for setting is also a feature of Powell and Moya's little extension to Brasenose College, Oxford (completed 1961, Grade II*). This is entirely modern in idiom and yet so sensitive in scale, treatment, and siting that the visitor has to hunt for it. The Beehives for St John's College, Oxford (Architects Co-Partnership, 1958–60), are more prominent, but also very carefully scaled: this was the first substantial modern building for an Oxford college.

Ashley and Strathcona buildings, Birmingham University: view of atrium; listed Grade II

Traditional buildings also have their place in the list. Three are in Oxford, where their time-hallowed styles offered an alternative way of 'keeping in keeping'. Lord Nuffield had insisted that Nuffield College (1949–60) should be built in a Cotswold vernacular style (instead of the cubic semi-oriental manner originally proposed by its architect, Austen Harrison). Although viewed by some when finished as a missed opportunity, it is now seen to have quality in its own terms, with its simply detailed, honey-coloured stone and distinctive copperspired library tower; so do Raymond Erith's neo-classical buildings for Queen's College and Lady Margaret Hall (1958–60 and 1959–61). Also by traditional architects is Phoenix School, Bow, by Farquaharson and McMorran (1951–2, Grade II*), a fresh and distinctive sequence of pavilions with pitched roofs and windows reaching into their gables.

The crowning glories of this list are St Catherine's College, Oxford, and Sussex University, both now with buildings listed at Grade I. St Catherine's College (1961–6), by the Danish architect Arne Jacobsen, lies on a site in the water meadows. It has a mellow, textural quality, with its patinated bronzeclad library and mature gardens, designed by the architect, which, with Jacobsen's furniture, complement and soften the rectangular lines of the architecture. There is something almost Japanese in Jacobsen's rectilinear forms and fastidious detailing: the buildings have great refinement and exemplary quality.

Also listed at Grade I is Falmer House, the first permanent building erected at the University of Sussex (1960–62). Sussex was the first of the post-war generation of universities to be founded, planned, and built afresh, as a totality. It is also, arguably, Sir Basil Spence's greatest secular work. It has weathered well, with lichen colonising its board-marked concrete surfaces. There is much sonorous red brick, recalling the local vernacular, and the repeating arches echo the rounded forms of the mature trees which adorn this rolling Sussex parkland. The heavy arches give Falmer House an impressive monumentality and its partly open structure prompted Spence, in highly romantic vein, to compare the building with the Colosseum in its mined state. Other buildings at Sussex which surround the grassy Fulton Court are listed at Grade II*.

The recent listings are intended to act as a body of exemplars, a yardstick against which further proposals can be measured. It is also expected that buildings of post–1963 date will be added, as they come of age.

The Lawns Residences, University of Hull; listed Grade II

English Heritage is now working on commercial and industrial buildings* and has plans to look at a wide range of building types in the next two years, from public and private housing, health care and churches, entertainment and culture to transport and communications, public buildings, military and naval, and planned towns. The successful listing of the educational buildings confirms that we are on the right track and gives added impetus to our work.

DIANE KAY

*English Heritage will be organising a seminar to discuss the listing of these building types and some of the issues surrounding postwar listing generally in late September 1993.

RESCUE ARCHAEOLOGY 1938–72

Government sponsorship of rescue archaeology became a recognised policy before the 1939–45 war. The threats initially came from the construction of airfields with the new mechanical earthmovers, and later from the building of new housing and factory estates, the increasing mechanisation of agriculture, and, in the 1960s, from the building of motorways and the redevelopment of the centres of historic towns.

The policy was, wherever possible, to arrange for excavation in advance of all these developments on known sites (not only on scheduled ancient monuments). In the early days, an excavation was carried out by a freelance, fee-paid archaeologist and a few labourers. The subsequent preparation of the report was regarded as the archaeologist's responsibility, to be carried out in his or her own time; it was only later that the need to pay for post-excavation work was recognised.

As the scale and pace of development grew throughout the 1960s, excavations became more numerous and larger, and archaeologists tended to move on to new projects before all stages of their previous projects had been completed. As a result, a considerable 'backlog' of post-excavation work and publication built up, which, combined with the shortage of ancillary services (illustrators, conservators, and specialists), resulted in increasing quantities of unpublished finds and information.

BACKLOG

In the early 1970s, the Department of the Environment sought to deal with the still-growing demand for rescue archaeology by setting up permanent regional archaeological organisations which would draw funds from local authorities and developers as well as from central government. At the same time, the problem of the 'backlog' was tackled. A programme was set up to bring to completion all government-funded excavations which were carried out before the end of 1972. Excavators were asked to apply for the resources necessary to complete their reports, and arrangements were made to commission substitute authors where the original excavators were no longer able to complete their work. Resources took the form of funds for the employment of specialists and assistants, allocations of time in the work programmes of the Ancient Monuments Laboratory and the Illustrators' Office, and grants for the final publication of the work. Much of the work on the 'backlog' programme was organised by Sarnia Butcher and this paper is based on her summary survey prepared in 1988 on her retirement.

Time limits had to be set on the availability of funds. In 1984, therefore, the Backlog Working Party was established under the chairmanship of Professor Barry Cunliffe to examine and advise on how to proceed with remaining problem areas. Continuation of funding by English Heritage was arranged for certain projects which were regarded as being of exceptional importance, and it was agreed that, for the remainder, the aim should be to ensure the availability of finds and records by arranging for deposit in the appropriate museums and in the National Archaeological Record (NAR). Funding for these elements of the programme finally came to an end in March 1990, but publication funds were still available until March this year.

Rescue archaeology in the early 1950s, Mawgan Porth, Cornwall

Any quantification of rescue excavation 1938–72 and its publication can only be approximate and gives very little indication of archaeological value. The records are in terms of 'sites': one site can be no more than a trial trench which yielded negative results, or several seasons of large-scale excavation with results of international importance. With this proviso, some indication of the scale of the work is given by the following figures: over 1100 sites were excavated; of these some 950 have been published or have been

submitted for publication; reports are still expected from some 60 excavations; some 270 sites have had their records copied into the NAR (including many of the sites which have also been published); fewer than 20 can be said at today's date to have no clear resolution.

STRUCTURE AND STRATEGY

The 'backlog' programme was one of the results of an increasing awareness within the archaeological profession that there was little value in excavating large numbers of sites if the results of the excavations were to remain unavailable. It has become widely accepted, not only that funding needed to be concentrated on post-excavation efforts, but also that more thought needed to be given to the effect of the investigations which were taking place on the direction of research. In addition, it has been recognised that archaeological investigation needed a structure within which it could operate more effectively, in order to ensure that the investigation itself, its results, and the research initiatives generated from it could be approached in a coordinated way. As a result, English Heritage has published two documents which offer a structure and strategy for both the direction and the organisation of archaeological investigation: *Exploring our past: strategies for the archaeology of England* (1991) is a statement of the achievements of the previous decade of funding, together with a strategy, born of the 1980s, for dealing with the problems and opportunities which will be encountered over the next decade; *Management of archaeological projects* (2nd edn 1991) sets out a formal project management procedure which will be applied in all archaeological projects funded by English Heritage and which we hope other organisations will use, interpret, and develop. The new approach embodied in these documents, coupled with the experience gained through the 'backlog' programme, provides a sound basis for the better management of archaeological work in the future. Now that the 'backlog' programme has finished, English Heritage intends to publish a fuller account of the programme's achievements in autumn 1993. The core of this will be the list of sites excavated with government funding between 1938 and 1972, with full details of resulting publication and archive deposit. It will be a valuable resource, not only as a record of a large amount of archaeological work and public funding, but also as a mine of information about the investigations that have taken place in all areas of archaeology in England over the last half century.

VAL HORSLER

ANCIENT MONUMENTS ON TRIAL

The Ancient Monuments and Archaeological Areas Act 1979 ('the 1979 Act') provides for the scheduling of ancient monuments and for the control of works which involve demolishing, destroying, damaging, removing, repairing, altering, flooding, or tipping on a scheduled ancient monument. To enforce these controls the 1979 Act creates a number of criminal offences relating to ancient monuments.

It is a testament to the success of the system for the protection of scheduled ancient monuments that the need to institute a criminal prosecution is rare. As a result, however, there is very little legal guidance on the proper interpretation of the statutory regime under the 1979 Act and very little opportunity for the courts to set down clear guidance on the proper approach to sentencing in such cases.

It is interesting therefore to look closely at a number of recent cases in the Crown Court and the Court of Appeal (Criminal Division) which have provided guidance on some of the important issues.

SENTENCING

Two recent cases in the Crown Court demonstrate that, where breaches of the 1979 Act occur, the Courts are willing to impose fines to suitably mark the importance of controls for the protection of ancient monuments.

In *R v Jenner Contractors Ltd*, Maidstone Crown Court (October 1992), Jenner Contractors Ltd pleaded guilty to three offences in relation to unauthorised works to a scheduled ancient monument and breach of conditions. An archaeological evaluation of the site prior to building work confirmed the presence of substantial remains of buildings occupied by the Roman navy, including painted wall plaster still *in situ* and also a Saxon cemetery. Detailed discussions with the developer produced a foundation design that permitted archaeological layers to be preserved *in situ.* When work started, the terms of the scheduled monument consent were breached and significant archaeological damage was caused. The contractor was fined £4500 and ordered to pay £640 costs.

In *R v Jackson*, Bury St Edmunds Crown Court (February 1993), Mr Jackson was convicted, after a contested trial, of one offence of causing or permitting unauthorised works to a scheduled ancient monument. The works involved the removal of the top 21in of a 13ft stretch of a wall built in the 1940s which forms the boundary of a scheduled medieval castle ruin. Mr Jackson was requested to stop work by the police to allow them to determine the importance of the wall, but refused. The Court imposed a fine of £3000 and £896 costs.

Of greater interest, however, are the two recent appeals to the Court of Appeal (Criminal Division) against fines imposed by the Crown Court in cases under the 1979 Act. In *R v J O Sims Ltd* (July 1992), the 'Winchester Palace' case, J O Sims Ltd had previously pleaded guilty to one charge of causing or permitting unauthorised works to a scheduled ancient monument. Major stone and chalk walls from the scheduled site of the former Winchester Palace and other archaeological remains, including a Roman tessellated floor, had been extensively damaged, and the Crown Court judge imposed a fine of £75,000 and £1000 costs *(Conserv Bull* **15**, 4).

The Court of Appeal held that, although the offence under s2(1) of the 1979 Act was one of absolute liability with no requirement to show negligence or any intent on the part of the offender, the state of mind of the defendant was highly relevant to the level of fine to be imposed. In this case, the offender was a company of high reputation, work had ceased as soon as the significance of the damage had been realised, and the company had suffered substantial delays in letting the building under development. The Court of Appeal reduced the fine to £15,000.

In *R v Simpson* (January 1993), the Court of Appeal heard another appeal against a fine in a scheduled monument prosecution. In October 1991, Mr Simpson was fined a total of £30,000 with £10,000 costs for three offences of causing unauthorised works at the site of a Roman fort and civilian settlement at Binchester, Bishop Auckland.

The Court of Appeal acknowledged that part of the works had caused 'substantial destruction of part of this country's archaeological heritage' and that 'these offences clearly demanded a heavy fine', but considered that, because Mr Simpson had accepted responsibility soon after the offences had been committed, had pleaded guilty on the basis of negligence rather than deliberate damage, had suffered financial losses estimated at £120,000 as a result of the delay in the completion of the hotel development, and was at the time of the appeal in serious financial difficulties, the original fines had been too high. The total fine was reduced to £15,000 and the award of costs was unaltered.

Whilst the reduction of the substantial fines initially imposed by the Crown Court in these cases might appear disappointing to those concerned with the protection and preservation of ancient monuments, the reduced fines were still substantial. Both cases were brought under s2(1) of the 1979 Act, rather than the more serious charge under s28 which requires proof an intent to damage a protected site, and both involved degrees of negligence which

were not of the highest order. Strong mitigating factors were present and the Court of Appeal went to great lengths to indicate that higher fines would be appropriate in more serious cases.

GUIDANCE ON THE LAW

Until the judgement handed down recently in the Crown Court in *R v Bovis Construction Ltd*, Knightsbridge Crown Court (February 1992), no court had handed down any guidance on the interpretation of the 1979 Act. This case is, therefore, perhaps the most significant development in archaeological law, since the passing of the 1979 Act itself.

Pronouncements on points of law by Crown Courts are of limited precedent value, but, as the only written legal judgement in this field of law, this case is important.

There were essentially four issues of interpretation raised:

whether the excavation was 'authorised'

whether the construction company had caused the excavation 'for the purpose of altering a scheduled ancient monument'

whether the excavation was 'work to a scheduled ancient monument'

whether the excavation 'damaged' a scheduled ancient monument.

The judge accepted that whether the works were 'authorised' was a question of law for him to decide, rather than a matter to be left to the jury. The consent had been granted only for the specific ground work described in the application and shown in the numbered plans attached, and these did not include the work which was the subject of the criminal charge.

The judge ruled that the informally granted extensions to the consent, which were necessary because of further work which was found to be required during the course of development, did not authorise additional works generally.

The judge ruled that on the question of 'purpose', the company had undertaken the works for the purposes of construction and not for the purpose of altering the monument. As a result of this, one of the alternative charges brought was dropped by the prosecution.

In construing the phrase 'work to a scheduled monument', the principal issue was whether or not the area where the works had occurred was a part of the scheduled monument. The judge considered that the scheduled monument comprised 'the whole of the area of land shown outlined in red on the map… save for the areas of land expressly excluded from the schedule as shown on the map'.

This is perhaps one of the most significant aspects of the case and confirms that the scheduling description and accompanying map are definitive in determining whether or not an area is protected.

The Condicote Henge *(Conserv Bull* **8**, 16; **9**, 10) case caused some concern over the use of scheduling documentation for criminal proceedings. It should be remembered, however, that the difficulty which arose in that case was simply a failure by the prosecution to bring any evidence to court in relation to the scheduled status of the site. The Bovis case confirms that the scheduling documentation is good evidence of the scheduled status and extent of a site and should finally lay to rest any doubts that may linger following the Condicote Henge acquittal.

The final issue related to the question of whether or not it could be said that the scheduled monument had been damaged. The judge considered that this was a matter which should properly be decided by a jury, but considered that the evidence brought by the prosecution, which included archaeological expert evidence to the effect that there was a possibility that Roman timbers had been present in the excavated part of the site and that the opportunity to excavate the area had been lost whether or not Roman fabric had been present, was sufficient to establish that matters of archaeological interest had been damaged.

CONCLUSION

Well-publicised successful prosecution of those who carry out unauthorised work to scheduled monuments can provide a valuable deterrent and the courts do appear willing to treat breaches of the legal regime for the protection of ancient monuments seriously.
In addition, there is now legal guidance on the proper interpretation of some important aspects of the 1979 Act which, while only confirming English Heritage's interpretation of the law, nevertheless provides helpful guidance.

HOWARD CARTER

TIME FOR ACTION

Royal Naval College, Greenwich

A CONSERVATION STRATEGY FOR GREENWICH TOWN CENTRE

In March, Sir Hugh Cubitt, Chairman of the London Advisory Committee of English Heritage, launched *Time for action* at St Alfege's church in Greenwich. *Time for action* is a detailed report highlighting the problems and opportunities for the conservation of Greenwich's outstanding architectural heritage. The launch was attended by over 100 guests, including the local MP, Nick Raynsford, members of Greenwich Council, and representatives of local businesses and the community who all pledged support for the report's recommendations.
Why did English Heritage decide to produce a conservation report on Greenwich? Certainly, Greenwich has a unique collection of buildings and monuments of not only national but international importance. The town boasts set pieces by some of England's most gifted architects: Inigo Jones' Queen's House, one of the first Palladian buildings in England; the spectacular Royal Naval Hospital by John Webb, Sir John Vanbrugh, and Sir Christopher Wren, which is a remarkable Baroque composition of immense architectural significance; and the church of St Alfege by Nicholas Hawksmoor, completed by John James. Beyond, Greenwich Park comprises a leading expression of English Baroque landscape planning in London, crowned by the Old Royal Observatory, a symbol of Britain's scientific and maritime preeminence.
It is not just its great public buildings that make Greenwich special, however. Alongside this unparalleled complex of buildings and spaces, the town centre as a whole represents an evocative survival of Georgian and Victorian London with Joseph Kay's elegant market block of 1833 at its heart. The maritime character of the town is still in evidence, most potently embodied in the *Cutty Sark* which dominates the Greenwich riverside.
Greenwich should be a national showpiece. But today, it fails to meet that potential and presents a rather sad face to residents and visitors alike. Heavy traffic, economic change, and the unremitting pressures of tourism have all combined to take their toll. Too often, new development has failed to rise to the opportunity presented.
English Heritage was prompted to produce *Time for action,* because there is apparently enormous potential for improvement. Within the next decade, Greenwich is due to undergo major changes with the arrival of the Docklands Light Railway (1996) and the planned extension of the Jubilee Line to the Greenwich peninsula. The National Maritime Museum too has proposals to improve and expand its activities in Greenwich.

RECOMMENDATIONS

The aim of the report is to promote action, and its recommendations are intended to be practical, realistic, and achievable. It has eight key recommendations.

Traffic must be diverted from the town centre: partial pedestrianisation and an integrated transport policy embracing road, rail, and pedestrian traffic are priorities.

Coordinated environmental improvements are required immediately throughout the area, including paving, street furniture, and the removal of clutter and eyesores.

Opportunity sites within the town centre need action, including design briefs to assist potential developers.

The Old Royal Observatory, Greenwich Park

Traffic congestion severely blights the entire area

Cutty Sark, Greenwich

Shop front and facade improvements guidelines are needed urgently to promote high-quality repairs and good new designs; this must be coupled with action to remove unauthorised and unsympathetic alterations

Cutty Sark Gardens demands urgent action: a full-scale study is required to detail improvements and to ensure implementation within three years.

Buildings at risk and underused upper floors are a high priority for action: discussions with owners, grant aid, a ‘Living over the shop’ initiative, and possibly statutory action to enforce repair will be required.

Statutory controls should be refocused to promote positive change, including extensions to the conservation areas, a review of the statutory list, Article 4 controls in parts of east and west Greenwich, and protection for riverside and other local views.

Important to the implementation of those recommendations will be the cooperation and support of other organisations in Greenwich. A year ago, Greenwich Borough Council, local businesses, and the local community came together to form the Greenwich Waterfront Development Partnership. The Waterfront Partnership is playing a key role in promoting the regeneration of Greenwich, and English Heritage was pleased, therefore, to launch *Time for action* in association with it.

To ensure that *Time for action is* not merely a paper exercise and that the ideas in the report are turned into action, English Heritage has offered the Waterfront Partnership £50,000 towards the first phase of the town-centre facelift. This grant will make possible the repairing in York stone of King William Walk, which is the main pedestrian link between the *Cutty Sark,* the National Maritime Museum, and Greenwich Park. It is hoped that this will be the first in a series of improvements designed to reinforce Greenwich’s special architectural and historic character.

The clear enthusiasm for Greenwich and its conservation evident at the launch of the report was very encouraging, and English Heritage looks forward to continuing cooperation with Greenwich Borough Council, the Waterfront Partnership, and others to ensure that the renaissance of Greenwich becomes a reality.

LESLEY FRASER

THE ENGLISH HERITAGE COLLECTIONS

While English Heritage is well known as the curator of buildings and monuments, the extent of our responsibility as a museum authority for objects associated with our sites is less well known. For curatorial purposes, the collection is classified into three main subject areas: archaeology and social history, works of art, and post-medieval architecture (mainly fragments from London buildings). The considerations which apply to each category of object differ slightly, reflecting differences in the history of acquisition, in the needs of the objects, in the potential for display at the sites of origin, and in the quantities of objects. The archaeology and social history collections are the subject of this article.

ARCHAEOLOGY AND SOCIAL HISTORY

The bulk of these collections is from sites in English Heritage care. The methods of acquisition have been somewhat varied: much is from excavations, and many of these are pre-war and of antiquarian interest in their own right. Some architectural material has passed into care automatically with the monuments, and the exact derivation is not always known. Structural repair and consolidation can entail the removal of some architectural features which then pass into curatorial care. Purchases are also made to augment a displayed collection, particularly when this clarifies the way in which a monument functioned in the past.

It is impossible here to give more than the briefest outline of the scope of the collections – they cover a very wide span in date and object type, commensurate with the long and complex histories of the sites. The prehistoric and Romano-British collections include archaeological and architectural material from sites such as Avebury, Richborough, Wroxeter, and Hadrian's Wall. The medieval collection is from both secular and ecclesiastical sites and includes fine architectural pieces, floor tiles, statuary, and archaeological objects. The fixtures and fittings and structural elements of stone, wood, and plaster from post-medieval buildings, such as Leicester's Barn at Kenilworth Castle and Witley Court, are an important part of the collection. Seventeenth-century canon and twentieth-century coastal defence armaments form part of the social history collection, which also includes agricultural machinery and milling tools.

The diversity of the collections is remarkable and many individual objects are of the highest quality; but the principal value lies in the known provenance from sites of architectural and historic importance. It is policy to show as many objects as possible at their site of origin, either in preserved or recreated historic spaces, or in site museums and displays, where themes which are important in understanding the construction, decoration, use, and conservation of the site can be addressed.

Thirteenth-century tomb effigy of the Burnell family from Buildwas Abbey, Shropshire; drawing from the archives

Most of the works of art collections can be seen by the public in the historic houses, but the bulk of the archaeological, architectural, and social history collection is in store, because it is difficult to provide the correct environmental conditions and an acceptable level of security at most sites. These large reserve collections are kept in regional stores which provide economies of scale. The stores provide high-grade facilities under secure conditions, with suitable and stable environments for each category of material.

DOCUMENTATION

Without documentation, the collections lose their site-specific value and become, at best, *objets d'art,* at worst, meaningless lumps of stone occupying expensive space. It is the aim to complete an inventory entry for every object within the next three years. An inventory can be a straightforward list of objects, each with a unique number and a simple name, with brief notes on material, site, location, and perhaps any outstanding characteristics. Most objects are photographed and all are labelled as the entry is made. This information is recorded on paper and entered, by site, on a database. The most comprehensive inventories can more properly be called catalogues. They include authoritative description and comment, cross-references and bibliographies, and notes on associated documentation, conservation history, results of analysis, and so on.

This variety in the quality and quantity of information reflects partly the way in which a collection was acquired and when: for older collections there may be no original documentation, or it may be very unreliable, although casting an interesting light on the contemporary recording methods; it reflects whether a collection is, or has been, on display, or if it is used by schools or special interest groups, all of which will require some detailed associated information; it reflects also research interests: several collections have been studied in depth for higher degrees, or as part of archaeological or structural assessments. The results of such work are incorporated or cross-referenced in the inventories, the aim being to curate complete archaeological archives (objects and excavation records) in line with current professional practice.

PROMOTING USE

The displayed collections are scattered, with their sites, across the country, while the reserve collections are not easily accessible to the general public. To promote their use, a rolling programme of catalogue publication is being planned and the inventory database will become available as well, which would allow researchers to access information in the way in which they need it.

In the meantime, general information about the collections or matters relating to loans should be directed, in the first instance, to the Collections Registrar, Trevor Reynolds, 071-973 3638.

SARA LUNT

VISUAL AMENITY AND WORLD HERITAGE

HADRIAN'S WALL

In February, the Department of the Environment issued two significant decisions following Public Inquiries into proposals which would have affected the setting of Hadrian's Wall. Both cases involved either the extraction or the exploration for coal or other hydrocarbon deposits, and both were turned down by the Secretary of State on the grounds that the impact of the proposals, primarily on the visual setting of Hadrian's Wall, would not be acceptable.

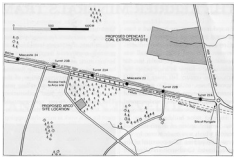
DRILLING FOR OIL

The earlier of the two planning applications had been made by ARCO British Ltd for consent to construct a well site and to carry out exploratory drilling, followed by reinstatement, within Stanley Plantation, some 400m to the south of the line of Hadrian's Wall, about 1700m west of the point, north of Corbridge, where the A68 crosses Hadrian's Wall at Portgate. Included within the application were some minor works involving the resurfacing and improvement of the access track leading to the plantation, where it joins

the line of Hadrian's Wall, which at this point lies beneath the B6318, the 'military road': insofar as these works affected Hadrian's Wall and the accompanying Vallum, they required scheduled monument consent. Following referral of the scheme by Northumberland County Council to the Secretary of State, the inquiry had been held into the need to consider the possible impact of the development on the setting of a World Heritage Site – that of the Hadrian's Wall Military Zone, which was designated in 1987. ARCO's proposals were to carry out exploration of a relatively restricted geological target area which could be reached within the Plantation, screened, so far as practicable, by trees, and worked with the minimum possible disturbance from noise or other intrusion into the landscape. Exploratory drilling was expected to take place for a maximum of 40 days, with further testing if the presence of hydrocarbons was revealed; this could have led to a further application for extraction, if the site were sufficiently promising. The effects of these proposals on the scheduled remains of Hadrian's Wall and Vallum could be permitted without serious physical harm to the monument. Visually, however, the drilling rig within the Plantation would, at 50m high, tower substantially over the surrounding trees and be an obvious additional element in the landscape.

In his report, the Inspector indicated that, while ARCO had quite properly and professionally followed all the established procedures in respect of obtaining planning permission and scheduled monument consent and had done what they could to minimise the impact of their proposals on their surroundings, the whole case was altered in view of the World Heritage Site status of the Hadrian's Wall Military Zone, within which the site of this application appeared to lie. He referred to concerns that, within a World Heritage Site, a higher standard of care should be exercised both on the identified remains of Hadrian's Wall and its associated earthworks and on any other archaeological remains which might, in such close proximity to the Wall, be disturbed by the proposed operations. He also pointed out that the proposed works would be intrinsically conspicuous and visually unsympathetic to the World Heritage Site, a national and international cultural asset of the first rank, and that exploration on this spot could lead to pressure for longer lasting exploitation of the same or a nearby site. He therefore recommended refusal.

In agreeing broadly with the thrust of the Inspector's report, the Secretary of State took the view that the development would have a considerable discordant visual effect, when seen from a distance, and dominate the wider archaeological landscape. Despite the short duration of the proposed works, and the intention to implement them outside the main visitor season, the impact of these proposals on the setting of the World Heritage Site made them unacceptable.



Map showing Hadrian's Wall north of Corbridge

MINING FOR COAL

The second case was an appeal against refusal of permission for opencast coal extraction by Coal Contractors Ltd on a 28ha site, about 0.5km north of the line of Hadrian's Wall, close to the west side of the A68, in the same general area as the ARCO proposals. The proposal had been turned down by Northumberland County Council on the grounds of its effect on the landscape value of the area and the serious visual intrusion which it would cause to the prime visitor attraction of Hadrian's Wall.

The Inspector found that, in his view, the visual intrusion caused by these proposals into both the Area of Great Landscape Value and the setting of Hadrian's Wall was slight. He considered that, in default of any specific guidance on planning policies aimed directly at World Heritage Sites, the impact of the proposals on tourism or on the proposed Hadrian's

Wall national trail *(Conserv Bull* **19**, 10–11) would not be significant and should carry little weight. He concluded therefore that on balance the proposal to work the site for the proposed limited period of 18 months was acceptable and that the normal presumption in favour of development should be upheld, since the environmental factors did not appear to outweigh it.

This view, however, was not accepted by the Secretary of State, who considered that, despite the relatively short duration of the development, the proposals would nevertheless be an alien and visually intrusive, feature which was damaging to the setting of Hadrian's Wall and the World Heritage Site, and that acceptance of them would run contrary to policies contained within the approved County Structure Plan. Permission for the development was accordingly refused. The contractors have subsequently decided to take the Secretary of State to the High Court to attempt to have the decision overtumed.

BACKING CONSERVATION

A number of interesting points follow from these decisions. Although the Secretary of State reiterates the view that designation as a World Heritage Site is not of itself an instrument of planning control and does not carry any specific additional restrictions or controls, the decisions signal the particular importance of that status as a material factor to be taken into account in a planning application. This indicates that the planning system is able to protect World Heritage Sites without new legislation and within the existing controls.

It is notable, too, that these decisions overturn the general overriding presumption in favour of mineral extraction or exploration in favour of strong conservation – and particularly visual amenity – reasons. It is often argued that minerals can only be worked precisely where they are found, and this can on occasion cause other planning interests to carry less weight. The Secretary of State's decision shows clearly, however, that although other conservation interests – for example an Area of Great Landscape Value, as designated in the County Structure Plan – were affected, it was the setting of the World Heritage Site alone that was affected so seriously as to justify refusal.

Finally, the question of scheduled monument consent (SMC) for the minor works arising from the ARCO case was completed by the Secretary of State for National Heritage. In his decision on this he concluded that, if planning permission for the main exploration had been granted, there would have been no reason to refuse SMC. Since the main scheme was not to go ahead, however, and since the requirement for SMC was only as a consequence of the main scheme, consent for these operations was refused on the grounds that there was now no need to carry them out and that grant of consent would not now be appropriate.

STEPHEN JOHNSON

THE KERRIER MINERALS TRAMWAY PROJECT

Tin and copper mining have had a fundamental impact on Cornwall and have left an impressive legacy of that industry. Between 1750 and 1850, Cornwall was the mining capital of the world, but the catastrophic collapse in trade before the turn of the century left more than 800 engine houses, at least 300 mines and contaminated mine dumps, thousands of shafts, and many miles of underground workings to deteriorate in its wake. Derelict mine buildings and workings created an air of depression and neglect which was made worse by extensive fly tipping. The potential of the areas around Camborne and Redruth as a large-scale amenity was not apparent until a report by the Cornwall Archaeological Unit in 1990: this assessed the archaeological and industrial landscape and evaluated the potential of the mineral tramways and mines in the area for heritage presentation, leisure, and tourism. The study was sponsored by English Heritage, the

Countryside Commission, the Rural Development Commission, seven local authorities, and several other bodies.

The report* fully recognised the immense potential of the area and was enthusiastic about its reclamation, but there was no doubt about the size and costs of the project that was outlined. The Minerals Tramway Project would require both national and local funding, as well as grant-aid from the European Community. Business sponsorship was seen to be necessary for pump-priming, and, in tum, the project would need to generate commercial opportunities for both existing and new businesses. As it has turned out, one of the main funding sources for the implementation of the project is Kerrier District's rolling programme of derelict land reclamation. This provides 100 per cent grant-aid from the Department of the Environment for such work as mineshaft capping, dealing with contaminated land, and generally enhancing the mine sites included within the project. The programme is worth £2m in 1991–2, of which a good percentage benefits the Mineral Tramways Project.

The author at work on one of the buildings to be consolidated (BT)

The report also pointed out many of the assets and advantages of the area. Many of the historic buildings are already listed or scheduled, and several of them, especially the engine houses, are eligible for repair grant-aid from English Heritage. Most of the mine sites are designated as Derelict Land and similarly eligible for grant-aid. Most of the tramways are either Public Rights of Way, minor roads, or capable of conversion to footpaths, an aspect which is being actively encouraged by the Countryside Commission. There are already a number of public parks, nature reserves, and tourist facilities in the project area, and several of the local authorities have already embarked on conservation schemes.

Following publication of the report, Kerrier Groundwork Trust was created to oversee the project. The Groundwork Network emerged from the Urban Fringe experiments on Merseyside in the early 1980s. It has wide experience in bringing together partnerships of different bodies – public, private, and voluntary – to undertake conservation projects of various kinds, such as the Lion Salt Works at Marston in Cheshire and the Adelphi Mill Gate Lodge at Macclesfield.

The best way forward is seen as a strategic approach, linking the area's points of interest to form a larger, integrated attraction with a distinct mining theme. The Trust is therefore working closely with the Trevithick Partnership, an umbrella organisation which will link all the main heritage sites in west Cornwall and ultimately the whole of Cornwall. While Kerner Groundwork Trust, Kerrier District, and others are implementing works, the Trevithick Partnership will take on future management and maintenance of many of the sites, as well as coordinating the promotion of Cornwall's mining heritage.

The Project involves the consolidation of the dozens of old mining buildings and engine houses dotted across the area, and the conversion of the network of disused tramways into a coast-to-coast route to allow walkers, cyclists, and horse riders access to these industrial monuments. Old mine sites will be sensitively landscaped and engine houses conserved to provide a series of amenity areas on or near the tramways route. Some stretches of tramway are already used as rights of way, but landowners' agreements must be negotiated to join them up.

Combining each engine house consolidation and landscape project into an overall scheme, planning to create a mining museum, and adding the routeway as a physical link to it all have undoubtedly made it easier for the Trust to arouse enthusiasm and attract sponsorship. For instance, to finance a detailed engine house survey, £14,000 was readily

attracted from English Heritage, UK 2000, British Telecom's Community Programme, the Tourist Development Action Programme, and Lloyd's Bank.

A voluntary action group, which includes a listed buildings consultant, a building contractor, the director of the Cornwall Archaeological Unit, and a number of other specialists, is helping to progress the engine house consolidation programme. Extensive talks have been held with the Department of the Environment to discuss feasible ways of bringing more finance to the project through grants, and the listing and scheduling of some key buildings has been recommended by English Heritage.

Work is due to start very shortly on making safe and consolidating the first two engine houses, the pumping engine house and the 'whim' at Grenville Fortescue. These structures are the largest in the area and are dramatic features in the landscape. The pumping engine house is a massive structure, I5m high and built entirely of granite, which once housed a 90inch beam engine. The 'whim' house is smaller and housed a winding engine that raised ore from the mine. Both are in relatively poor condition and require extensive pointing and capping, timber treatment, and repair of the chimney stacks.

Several other installations will shortly receive attention. At South Tincroft is the last standing man-engine house in Cornwall, for raising and lowering mineworkers. The West Bassett complex includes complete dressing floors and a stamping engine house, which illustrate well the processes of concentrating the tin ore before smelting. Most of these houses are already listed Grade II, but several have now been scheduled, and those are potentially eligible for repair grant.

The British Trust for Conservation Volunteers, Groundwork's own Employment Action volunteers, a local primary school, and the Cornwall College Leisure and Tourism Class have contributed to rights of way work. The owner of a piece of land which is vital to the creation of the Tramways coast-to-coast through-route has dedicated the land as a bridleway.

The Kerrier Mineral Tramways Project will take years to bring to full fruition, but the completed sites and structures will provide a valuable amenity for local people and visitors.

ROSE LEWIS

Kerrier Groundwork Trust

**Mineral tramways project*, by Adam Sharpe, John Smith, and Lyn Jenkins, Cornwall Archaeological Unit, Planning Department, Cornwall County Council, Old County Hall, Station Road, Truro, Cornwall TR1 3EX.

ARCHAEOLOGY AND CROWN DEVELOPMENT

New arrangements for funding archaeology in advance of development carried out by Government departments (Crown development) came into force on 1 April 1993. Until that date English Heritage generally bore the cost of such archaeology from its own budget. *Planning and policy guidance: archaeology and planning* (PPG 16) set out the principle that the responsibility for producing a record of archaeological deposits which are unavoidably threatened with development lies with the developer. This principle has now been accepted by all Government departments.

In recent years, the Department of Transport (DTp) has been the main Government developer. Since 1989 English Heritage has spent £4.1m on archaeology projects in advance of trunk-road schemes. Of this, £2.2m has been reimbursed by the DTp by way of grant-in-aid. The DTp has also met the cost of all evaluation work in advance of trunk-road schemes in recent years *(Conserv Bull* **13**, 8; **15**, 16).

The immediate impact of the new arrangements will be on archaeological projects in advance of the construction of trunk roads by the DTp. Projects will be commissioned by the DTp regional office, and contracts for new projects will be between the regional office

and archaeological units. The project design will continue to be constructed following the principles set out in our publication *Management of archaeological projects* (2nd edn 1991) in consultation with English Heritage staff. Staff of the Central Archaeology Service of English Heritage will continue to monitor the progress of projects and will advise the DTp regional offices about the release of project funding.

A management agreement which regulates the services to be provided by English Heritage and the responsibilities of the DTp has been negotiated, and it is hoped that similar agreements can be reached with other Government departments.

Projects with costs in excess of £150,000 will, at the request of the Department of Transport, continue to be submitted for advice to English Heritage's Ancient Monuments Advisory Committee.

The revised arrangements represent a real step forward. They extend the principles set out in PPG 16 to Government departments and will provide encouragement to the private sector to accept responsibility for archaeology. At the same time, English Heritage will be able to ensure that funded excavations reflect national archaeological policies and best professional practice, by means of our involvement in the drawing up of project designs and the monitoring of projects and through the continuing role of our advisory committee in scrutinising projects to be carried out in advance of trunk-road schemes.

RAYMOND FOSTER

TRADITIONAL BUILDINGS

Traditional buildings of Britain – an introduction to vernacular architecture, by R W Brunskill, 1992 (new enlarged edition), published by Gollancz, price £19.99

Reviewing a book by Dr Brunskill on vernacular architecture is a challenge, not only because he is an English Heritage Commissioner and Chairman of our Historic Buildings and Areas Advisory Committee, but also because this is a subject dominated by his definition and analysis of it.

Earlier generations had tended to see vernacular buildings either as picturesque or as evidence of a lost innocence, this latter nostalgia being particularly difficult to shake off. In the postwar period, a more systematic and codified method of study has evolved. This was drawn together and developed by Dr Brunskill in his invaluable *Illustrated handbook of vernacular architecture*, first published in 1971, which remains an essential working tool for anyone intimately involved with old buildings. The study of vernacular architecture is notable for a rare and noisy cooperation between amateur enthusiasts, the academic world, and the public sector bodies, recorded and disseminated by the Vernacular Architecture Group (of which Dr Brunskill is a past President). *Traditional buildings of Britain* is intended to introduce the informed outsider to the work of this motley band, and perhaps recruit him or her to it.

This most attractive and readable book starts by defining vernacular architecture, which is seen as 'occupying a zone part way between the extremes of the primitive and the polite'. It goes on to classify types and forms of buildings (eg H-shape, double pile, and baffle entry houses) and to describe constructional methods and architectural decoration. There then follows a chapter – new for this edition – on interiors, which describes the way in which houses were used, and how changing patterns of living have influenced their shape and fitting out. Guidance is then given on analysis and dating techniques, followed by a copiously illustrated chapter on regional variations. The book concludes with advice to the reader, who will now be well and truly hooked, on how to go deeper into the subject.

It is interesting to see how the enlargements and adjustments in this edition reflect the growth and development of the subject in the 12 years since this book was first published. The biggest change is the new chapter on interiors: a field of study previously characterised by an almost obsessive interest in building construction and technology is

now increasingly concerned with the social and economic factors which have formed and changed our buildings. Another significant addition is the very useful and quite detailed advice on how to undertake documentary research and where to find the sources. This reflects a recognition – slow to dawn on the public sector – that eyeball analysis may be quick and economical, but it is not sufficient in itself for the proper understanding of most old buildings. Other changes to this book include a description of dendrochronology, additions and changes to the photographs, and more of Dr Brunskill's admirably clear sketches and diagrams. The fact that the bibliography has almost doubled in size attests to the growth of interest in the subject, a growth to which the six reprintings of the first edition have contributed.

Any book which gives an introduction and overview to an established field of study lays itself open to criticism by the specialist. One might have welcomed a more forthright denunciation of stripping the layers of history off a building, but this book deliberately avoids the politics of conservation. One might also query whether vernacular architecture stopped in the mid nineteenth century, as it does for this book, or whether it has lived on through the suburban semi to the modern speculative housing development. One might speculate on whether a third edition will include a chapter on building archaeology, or on whether that term will by then have come to describe this whole area of activity. But these are minor carpings.

For anyone professionally involved with the built environment, this book really is essential reading. Building professionals and planning officers may find that it gives all they need for an understanding of the vernacular buildings which surround them, although specialist professionals and conservation officers will use this book for an overview and the more detailed *Illustrated handbook* as their field guide. Perhaps most remarkable is the fact that this very complex subject is so clearly explained and so attractively presented that it encourages further study. Like Hoskins on landscape, it is one of those books after which no journey through Britain is ever quite the same again.

JOHN YATES

CLAY AND CHALK BUILDINGS

Conservation of clay and chalk buildings, by Gordon T Pearson, published by Donhead Publishing, price £30. Available from Donhead Publishing Ltd, 28 Southdean Gardens, Wimbledon, London SW19 6NU; telephone 081-789 0138.

In recent years, there has been a revival of interest in Britain's native mud-building tradition. Gordon Pearson's book is a sign of these times. His remit extends from the detailed nature and performance of British 'chalk-mud' and 'clay' walling to conservation philosophy and to all points between. After an introduction, there are chapters on different methods of construction, the 'qualities' of earth walling, general principles and detailed methods of repair and alteration, wall protection ie renders, wall decoration, and 'the future of earth building'. Mr Pearson aims to educate, to proselytise, and most importantly to give serious support to those wanting to sympathetically maintain and repair mud buildings. Some sections of the book, notably those on repair, draw on the author's decade and more of personal experience with the buildings of Hampshire's chalk-mud and rammed-chalk traditions. These chapters are perhaps its strongest. That the 'minimum intervention' and 'like-for-like repair' approaches are convincingly argued as the best course for the buildings is to be applauded.

Coverage of some other regional traditions and recent developments is less full and underlines the need for serious coordination of the various experimental and research projects on the material that are at present being undertaken – a need about to be met by the formation of an informal practitioner's network. A point of general criticism concerns the lack of references. When bringing an important subject up to date after a very long time lapse, as here, a select bibliography does neither the obvious breadth of the author's research, nor the serious reader's needs, justice.

At 200 or so pages, this is unlikely to be the last word on 'mud', but it is an excellent start and will remain a standard work of reference for some time. It fills a gap in the market that has existed since Clough Williams Ellis's seminal work of the 1920s – updated by the Stillman Eastwick-Fields in 1947 – *Cottage building in cob, pisé, chalk and clay*. Every concerned mud-house owner and builder should own a copy of this new work.

RAY HARRISON

BULLETIN POINTS

Dr Robin Taylor, joint editor of the *Conservation Bulletin* and involved since the early days of Issue 2, has taken the post of Senior Editor with the Publications Section of the Royal Commission on the Historical Monuments of England from the end of June.

We are still modifying and refining our mailing lists as part of a wider process of improving services across English Heritage. We apologise to those of our readers who have notified us of changes in their address that these have not always been speedily implemented.

We are producing an index of topics covered in the 20 issues of the *Bulletin* and the various supplements carried with it. This is available on request: contact Mandy Holgate, Conservation Bulletin (Index), Room 207 Keysign House, 429 Oxford Street, London WIR 2HD).

We must apologise for a couple of topographical errors in Issue 19. Saltaire is not on the banks of the Calder, but of the Aire, Yorkshire, of course, and Hadrian's Wall crosses Northumberland, not Northumbria. Thank you to our readers for pointing these out.

GARDENS UPDATE

English Heritage responses to planning notifications and other advisory work relating to historic parks and gardens are now handled on a regional basis by the regional teams of Conservation Group, to whom all enquiries should be addressed (North: 071-973 3020; South: 071-973 3008; Midlands: 071-973 3018; London: 071-973 3711), The Gardens team, which is reviewing the *Register of parks und gardens* (Harriet Jordan; 071-973 3243) and continues to deal with grants (Krysia Bilikowski; 071-973 3242), has moved from our Keysign House office to our fortress house office (23 Savile Row, London WIX lAB) under the management of the head of the East Midlands team of Conservation Group (Anthony Streeten; 071-973 3212).

During the coming months, we shall be initiating a pilot grants scheme for 'outstanding' parks and gardens, details of which will he published in due course in *Conservation Bulletin*. Preliminary enquiries on the grants scheme should be addressed to Krysia Bilikowski.

IRONWORK

The conservation of iron railings associated with public and domestic buildings of historic or architectural importance in London is discussed in a new leaflet published by English Heritage. The rich heritage of historic ironwork in London is described and illustrated with black-and-white photographs; potential problem areas are identified and the correct methods for repair and reinstatement outlined. Copies of *Ornamental ironwork: gates and*

railings can be obtained from Muling Chung, English Heritage, Room 208 Chesham House, 30 Warwick Street, London WIR 5RD; telephone 071-973 3752.

ARCHITECTURAL CONSERVATION

English Heritage has opened a display of architectural objects at the Ranger's House, Blackheath, London. The Architectural Study Centre is intended as a resource for architects and historians, as well as an attraction for visitors to historic Greenwich. The architectural collection consists of over 5000 objects from fragments of wallpaper to cast-iron floor joists, about a quarter of which will be on permanent display in the coach house adjacent to Ranger's House. The material has been collected over the last 90 years from demolished historic houses and spans the period from Tudor times to the present day. The wallpapers have been published in a recent catalogue, *London wallpapers: their manufacture and use 1690–1840*, which is available for £12.50 from English Heritage Postal Sales, PO Box 229, Northampton NN6 9RY; telephone (0604) 781163; please quote product code XF10226.

English Heritage has opened a building conservation centre at Fort Brockhurst in Hampshire to provide training in masonry ruin conservation. Vital skills, such as lime slaking, mortar mixing, repointing, and grouting appropriate to historic buildings, are gradually disappearing, and specifiers and quality control managers are often ignorant of the conservation processes required for fragile historic fabric. Unsympathetic repair work is disfiguring ancient monuments and buildings as a result, and the training centre has been developed to counter this trend and to promote good practice. Purpose-built structures which mimic ancient stonework have been erected within the casemates at Fort Brockhurst, a nineteenth-century brick fort at Gosport which is in the care of English Heritage.

METAL WINDOWS

As part of the Framing Opinions campaign to save traditional windows and doors, English Heritage and the Steel Window Association are holding a one-day conference on the development and conservation of metal-framed windows in the Scientific Societies' Lecture Theatre at Fortress House in London on 15 September. Places at the conference cost £25 and can be booked through Dr Steven Parissien, English Heritage Architectural Conservation, Room 520 Keysign House, 429 Oxford Street, London W1R 2HD; telephone 071-973 3666.

STRATEGIC PLANS

The first exercise in collaboration between English Heritage, English Nature, and the Countryside Commission seeks to give a unified view on environmental issues in strategic plans. This gives guidance to local authorities, takes forward the debate on issues such as sustainable development, and is to be followed by a subsequent exercise on conservation policies in local plans. The publication on conservation policies and strategic plans will be available shortly from Countryside Commission Postal Sales, PO Box 124, Walgrave, Northampton NN6 9TL; telephone (0604) 781848.

ANTIQUITIES TRADE

There is growing awareness of trade in illicitly obtained archaeological objects from around the world. The Archaeology Section of the United Kingdom Institute for Conservation of Historic and Artistic Works (UKIC) is holding a conference on the theme of 'Conservation and the antiquities trade' against the background that conservators may unwittingly assist the trade by conserving and cleaning objects. The conference will provide a meeting place for the wide range of people involved with the preservation and care of antiquities –

archaeologists, conservators, museum curators, collectors, dealers, lawyers, and official agencies – and there will be speakers reporting on topics from around the world. The conference is being held on 2–3 December 1993 at The British Academy in London; further details from Helena Jaeschke, Secretary, UKIC Archaeology Section, 3 Park Gardens, Lynton, Devon EX35 6DF.

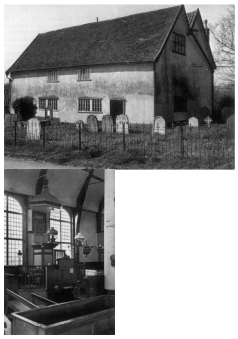
CONSERVATION AREAS

Following the publication of *Townscape in trouble – conservation areas: the case for change* in 1992, the English Historic Towns Forum is preparing a good practice guide to the management of conservation areas. A working party has been formed, which includes English Heritage representation, and will collate information for publication in mid 1994. The guide will provide information on the methods, procedures, and techniques used in the preservation and enhancement of these areas and include case studies, key appeal decisions, references, and sources of advice. The working party would like potential contributions from those practising in such areas as designation, policies, local plans, guidance, development control, appeal decisions, regeneration, archaeology, environmental improvements, and open space to be sent as reports, case studies, advice, information, or examples of successful practice in conservation areas. Please write, marking the envelope ‘EHTF Guide’, to G Somerville, Planning Department, Hove Town Hall, Hove BN3 4AH.

FARM BUILDINGS

Limited surveys of farmsteads have been carried out by the Royal Commission on the Historical Monuments of England and the Royal Commission on the Ancient and Historical Monuments of Scotland, and many planning authorities now require records to be made as part of the planning process. However, many thousands of buildings face demolition or conversion unrecorded. To encourage professional and nonprofessional individuals and groups to record farmsteads in their area, a conference on this theme is being held at York on 15 January 1994 in association with the Historic Farm Buildings Group and the Centre for Conservation Studies at the University of York. Further details and booking forms from Davina Turner, RCHME, Shelley House, Acomb Road, York YO2 4HB.

HISTORIC CHAPELS TRUST



The Historic Chapels Trust has agreed in principle to take responsibility for this Grade II Congregational Chapel at Walpole in Suffolk which has a fine interior (Royal Commission on the Historical Monuments of England)*

One of the most worrying weak spots in historic buildings conservation may be about to be cured. The fate of redundant places of worship belonging to Nonconformist, Roman Catholic, and non-Christian denominations has long been a problem. In the Anglican Church, historically important redundant churches may be vested in the Redundant Churches Fund, a body jointly funded by the Church and the Government. There is no equivalent for other denominations. The idea of a non-Anglican Fund has sometimes been

mooted, but, given the number of denominations involved and the lack of a central authority or funds on the part of most of them, this has never been really practicable. However, in June the new Historic Chapels Trust was launched with the intention of playing just this role. The difference is that it is an entirely independent charity based on the well-proven preservation trust formula. Its aim is to acquire, repair, and open to the public those architecturally pre-eminent redundant chapels that cannot be found alternative uses without unacceptable damage to their interiors or fittings. In general, the Trust is taking on Grade I or II* chapels (although, with the tendency for chapels to be undergraded in the statutory lists, some currently Grade II chapels may come within their scope). A recent change in the law for charities will make it easier for denominations to transfer historic chapels to the Trust, rather than have to sell them to the highest bidder who would often rather redevelop the site. Of course, such arrangements will be entirely voluntary and chapel authorities will be under no obligation to transfer their buildings. Once the buildings have been put into good repair, they will be made accessible to the public, and it is hoped that occasional services will be held. Alternative uses may be agreed where appropriate.

The Trust is chaired by Sir Hugh Rossi, the distinguished former MP and leading Roman Catholic, who until his retirement from Parliament last year headed the House of Commons Environment Committee. Among the other Trustees are Alan Beith, the Liberal Democrat MP and Methodist with a lifelong personal interest in historic chapels, and Christopher Stell, the leading Nonconformist architectural historian. The Director is the architectural writer and historian, Jennifer Freeman.

They are already in the process of acquiring their first four buildings. Walpole Congregational Chapel in Suffolk is a memorably atmospheric example of the early country chapel. In contrast, Todmorden Unitarian Church in Yorkshire is a majestic nineteenth-century urban church, designed by the architect John Gibson, 1865–9, and built in an elaborate Gothic-revival style, a monument to the industrial baron and philanthropist, John Fielden, whose sons paid for it. The Quaker Meeting House at Farfield near Bradford dates from 1689 and is little altered. Cote Baptist Chapel in Oxfordshire is early eighteenth century with mid nineteenth-century fittings.

Initial support for the Trust and its fundraising has been enthusiastic, but it will still need all the support it can get from sympathetic members of the public and local authorities. English Heritage has promised 70% grants towards the costs of repairs and maintenance of chapels acquired (similar to the amount that the Government contributes to the Redundant Churches Fund) and this leaves the Trust the challenge of raising 30% from private sources. A national friends' network has been created*. The Trust will also be tapping community support through local volunteers to help with individual chapels.

If the Trust succeeds, a vital but sometimes undervalued element of England's culture and history will have been saved.

IAN JARDIN

*If you would like to become a Friend of the Historic Chapels Trust, please contact the Director, 4 Cromwell Place, London SW7 2JJ; telephone 071-589 0228.