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Lottery aid for London's historic landscapes



Finance from the National Heritage Lottery Fund is seen by English Heritage as an exciting opportunity to repair some of the dilapidation in historic parks, gardens and other public open spaces in the London area

In recent years there has been an increasing focus on high profile historic landscape sites such as the Royal Parks and the stretch of the Thames between Hampton and Kew. Compared to London's historic buildings and areas, historic landscapes, on the whole, have received relatively little attention and little financial assistance. National Heritage Lottery funding should address some of the problems and help achieve a sustained enhancement of this vital part of London's historic environment.

The Lottery Fund criteria identify specific categories of eligible 'heritage assets', among which are restoration of parks and gardens, including the repair of garden buildings and follies, graveyards, funerary monuments and cemeteries, plus repairs and landscape works.

Other important criteria are that applicants must be public, charitable or voluntary organisations, and that financial assistance sought should be for capital projects, normally costing not less than £10,000. The work must repair and conserve historic sites and buildings, and improve public access, enjoyment and understanding.

Raising awareness

In London we are actively promoting the repair and restoration of public parks, gardens and squares, churchyards and cemeteries. Late in November 1994 we convened two seminars to raise awareness of the issues and opportunities among interested parties, in particular with owners and managers responsible for their stewardship, including representatives of the 33 London boroughs.



St Marylebone Cemetery, East End Road, Barnet.



Battersea Park, from Nathan Cole, The royal parks and gardens of London (London, 1877)

To provide a coherent overview for London, we are enabling the newly formed London Historic Parks and Gardens Trust to commission a review of the Register of Parks and Gardens of Special Historic Interest. Though the current edition of the Register has a range of public parks, gardens and squares, and 12 churchyards and cemeteries, we are aware that many important sites have been omitted, such as the Emslie Horniman Pleasance in Kensington (a Voysey garden of 1911), Claybury Hospital in Redbridge (a Repton landscape) and Beddington Park in Sutton (17th century and later).

Assessment of sites

The purpose of the Register review is to provide an up-to-date assessment of the importance of the sites and to bring them to the attention of all interested parties. Those sites that make a significant contribution to the character and appearance of conservation areas, or that are important as settings for listed buildings or ancient monuments, should also be eligible for lottery funding.

We are convinced that in the case of churchyards and of large historic cemeteries and for many large gardens, integrated conservation-based management plans are essential to provide a crucial link between the wider policy commitment and day-to-day management decisions. These should provide an holistic framework, balancing the operational demands of a working cemetery or landscape against the need to conserve tombs, monuments and other structures, and to manage the landscape and ecology in a considered way. It is vital that responsibility for the future maintenance of tombs, chapels and other structures is clear. We will consider grant aid for the preparation of integrated management plans for each major historic cemetery in London up to a maximum contribution of £10,000, and to act as a facilitator for action, by local authorities and by friends groups, prior to submission for Heritage Lottery funding. We will continue to target some of our London grant funds at dealing with listed tombs and monuments at risk and in urgent need of attention.

Guidance pack

We are also preparing a guidance pack that will include papers from the seminars and our latest guidance leaflet on repair grants and integrated management plans for historic parks, gardens and cemeteries. Provisional lists of eligible sites, *A simple guide to the Lottery Fund* and a list of consultants who are experienced in the repair and restoration of historic landscapes will also be available.

Potential projects

What could be achieved? The reinstatement of the Avenue Gardens in Regent's Park (1863 by Nesfield), the proposed restoration of a section of the Victoria Embankment Gardens (1870s by George Vulliamy) and more ambitious projects such as the restoration of the gardens at Ham House are excellent examples of what has been done. The completion of Lutyens's original designs for Central Square in Hampstead Garden Suburb might be appropriate for consideration.

Elsewhere rundown inner-city churchyards, such as St Giles in the Fields, are in desperate need of attention. Equally compelling is the case for the reinstatement of historic railings to London's squares and open spaces, removed to help the war effort. The dredging of lakes and ponds and the replacement of asphalt paths with more attractive bound gravel or hoggin are other areas. The repair and reuse of buildings – lodges, chapels, bandstands, lavatories – and of other structures such as statues, drinking fountains, tombs and funerary monuments would also be highly desirable.

The aim is to enhance London's historic open spaces and increase their public use. It is important that these projects should not be seen as a one-off, permanent solution. A long-term commitment to high standards of maintenance, the provision of facilities and staff, and the promotion of access and enjoyment are all essential to prevent the recurrence of the cycle of decay, vandalism, abuse and abandonment.

English Heritage is determined London's public spaces should be accorded the priority and attention they deserve; this includes its unique historic landscapes, cemeteries and churchyards. Adequate resources need to be allocated to the task. The advent of Heritage Lottery funding is an unprecedented opportunity to make a real and sustained impact throughout the capital.

Philip Davies

Conservation Group, Head of Kensington, Wandsworth and East Branch

James Edgar

Conservation Group, Cities of London and Westminster and West Branch

Putting more local muscle into site management

English Heritage and its predecessors have always involved local partners in the management of some sites. Examples include Stott Park Bobbin Mill and Conisborough Castle, both managed by local trusts for several years. Here we assess progress in securing greater local involvement in site management

Since October 1993, English Heritage have been pursuing a more positive policy to involve local partners in the management of our sites. By the end of March 1995 more than 80 sites will be subject to agreements. Our largest partner is the National Trust, with whom we have 17 agreements covering sites all over England, ranging from the massive prehistoric complex at Avebury and the extensive area of the Upper Plym Valley to the Roman forts at Ambleside and Hardknott. Other partners include National Parks, local authorities, local preservation trusts, parish councils and other interested bodies, such as the parochial church council at Howden, Humberside, who now care for the ruined east end of their minster as well as for the part still in use. The majority of agreements cover sites that are open free of charge and are often of primarily local importance in terms of public regard for them.

In many cases we have returned to its owner – often already actively involved in other parts of the property in question – the management of a site held by us under a guardianship deed. Examples include the fort at Vindolanda, Northumbria, now managed by the Vindolanda Trust with the rest of the complex, and the Avebury monuments in Wiltshire, now unified with the rest of the National Trust's Avebury estate.



Avebury stone circle in Wiltshire is managed with the National Trust

Varying delegation of powers

The powers delegated to the local manager vary in each case. In some instances, where the partner has the ability to carry out conservation work, they are now fully responsible for all aspects of the management of the sites. This is the case with the field monuments managed by the National Trust or by the Dartmoor National Park, both bodies with great expertise in looking after such sites and their landscapes. In other cases we have asked local partners to look after non-historic aspects of the site, such as grounds maintenance, and to provide visitor services.

Often, coming to such an agreement has released resources not available to us and made possible integrated approaches of benefit to the site, to tourism or to the local community. Agreements can also free up our own resources, both of money, if the partner can put in some funding or carry out work more cheaply, and of time, since we will need to spend less time on a particular site once some or all of our functions are delegated.



The Vindolanda fort, Northumbria, has been handed over to a local trust. Community initiative and City Challenge funding should make Hylton Castle in Sunderland



the centre of a premier park

The Jarrow example

Two examples from the north-east demonstrate the benefits of this strategy. The remains of the monastery at Jarrow are now managed for us by Bede's World as part of an integrated approach aimed at presenting the evidence and the story of this crucially important site. An integrated interpretative scheme will link the monastic ruins to the church, which is still in use, and to the new museum, which will present the evidence of excavations. Funding for the project as a whole has come from the Tyne and Wear Development Corporation and from the European Union.

The Hylton Castle example

Hylton Castle lies in the northern suburbs of Sunderland, an often vandalised oasis in the midst of housing estates. Managed as a traditional ancient monument, it has had little relevance to the local community and few visitors from elsewhere. The catalyst of City Challenge funding and the enthusiasm of the city council and of the local residents have made it the potential centrepiece of a scheme to create a premier park. This will absorb the site in our care with land owned by the city and develop a focus for the locality that emphasises the relevance of conserving its historical and natural history elements. Evidence of this enthusiasm was shown in a Channel 4 *Time Team* broadcast in January.

Focusing attention in this way should give the site local relevance, which should in turn reduce vandalism. Already a drama festival over one weekend has generated more visitors than we achieved in the previous five years by more traditional methods. A management agreement for this site should be concluded by the end of March.

Tailored needs

In each case the agreement is tailored to meet the needs of the site and those of the potential manager. Public access is maintained or improved and standards to be attained are specified and will be monitored. Agreements are for a fixed period. Before they are concluded we consult the owner, the local authorities and the local Member of Parliament, and we have to obtain the approval of the Secretary of State for National Heritage for all proposals. Ultimate responsibility remains with English Heritage and we have the power to terminate agreements if they are not working.

For the sites, therefore, local management gives them more focused local attention and tender loving care than we can achieve from a distance, and can often release resources otherwise not available.

Multiple benefits

English Heritage makes some direct savings in moving one step back from these sites. This gives us the chance to focus our resources on developing the full potential of sites that remain under our direct management.

We can achieve this by investing money in new facilities and interpretation, or by investing time to come up with innovative and exciting approaches to help people get the most out of their visits and to leave them with a lasting enthusiasm for the past and its remains.

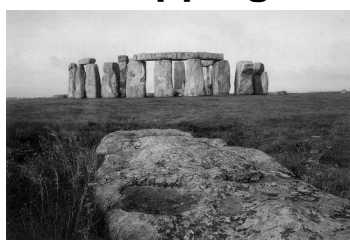
More broadly, local management gives us the chance to involve directly many more people in protecting and promoting part of their history. Such an approach gives us the chance to build on our broader educational role and to spread the values for which we stand.

Experience over the last 18 months has shown that local management of sites, with the right partners, has much to offer the sites, the partners and English Heritage. It has enabled the development of imaginative solutions to deal with some sites and has involved the sites much more closely in their communities. At the same time we have developed the necessary safeguards for the integrity and safety of the sites, for public access to them, and for the Secretary of State and ourselves as their guardians. The success of the policy is demonstrated by the number of sites now under local management, and we hope to develop this over the next few years and perhaps bring up to half the sites under our care into some kind of management agreement.

Christopher Young

Historic Properties Group, Director, North Region

The mapping of the Stonehenge landscape



English Heritage has been working on the production of computer database maps to evaluate the archaeological value of the Stonehenge landscape. These will be of prime importance in helping to formulate a management strategy for the World Heritage site

The Central Archaeology Service, with the active cooperation of the archaeological section from Wiltshire County Library and Museums Service, has been compiling an integrated graphical and textual database for the Stonehenge landscape.

The study area encompasses an area of 150 sq km with the World Heritage Site as the core. The size of the area was determined by that part of the landscape being considered for the upgraded A303 dual carriageway and the expressed wish of English Heritage's Chairman, Jocelyn Stevens, to define an archaeological core to the proposed Stonehenge Park. The work was started in March 1994 and has undergone a series of evolutionary changes to encompass additional factors as they arose. The database is now nearing completion.

The starting point for the project was the Wiltshire County Sites and Monuments Record (SMR) which has 1,460 entries falling within the study area. The Monuments Protection Programme (MPP) had recently looked at all of the Neolithic and Bronze Age monuments within an area that extended slightly beyond the World Heritage Site boundary and it had been decided that any monument that had chronological or temporal association with Stonehenge was automatically put forward for scheduling. The SMR and MPP data were provided by Wiltshire County Museum Service and were then combined with the transcription of aerial photographs, and topographical and geophysical survey to produce a map of the recorded archaeology and a related textual database of edited SMR entries. The project has been helped considerably by the very well developed computerised SMR and AutoCAD map base held by Wiltshire County Library and Museums Service.

It was an expressed aim of the project to represent visually the archaeological 'worth' of the landscape by the combination of different datasets to produce a map on which there was a notional score or value for the known archaeological resource. It was decided that there would be a tripartite division of scores into high, medium and low.



The landscape around Stonehenge with its scored archaeological value; the original map is multi-coloured, and this two-tone version can give only an impression of the results

There are two major sources of data available to the project, the first being the recorded archaeology databases and the second the data arising from the extensive surface collection that has been undertaken over a number of years. This was started by the Stonehenge Environs Project and has been extended since then by field collection associated both with the proposed lines of a new dual carriageway to replace the current single carriageway A303 and with the English Heritage visitor centre evaluations.

The problem then was to find a methodology that could combine these differing databases and produce a meaningful graphical representation of the results. As a first attempt at this, the entire area to be studied was divided up into 50m square quadrants for the purpose of the scoring exercise and a computer program written that combined a high, medium or low archaeological score with a high, medium or low score derived from the amount of flint collected. It became apparent that the initial combination of data was too simplistic and gave potentially erroneous results when plotted. The basis of the scores for the recorded archaeology was a modified selection of the values attributed during the Monuments Protection Programme re-scheduling exercise.

A re-evaluation of the selected MPP values showed that there was a potential combination of 21 scoring opportunities up to the maximum value of 45. Scheduled Ancient Monuments or those proposed for scheduling were given a factor which automatically gave a maximum score. A similar exercise was undertaken for the flint scores where the range of numbers of flints collected by quadrant was re-examined and the spread across the high, medium and low values was refined.

After discussions were held with colleagues and other organisations working within the landscape of Stonehenge, a more refined scoring methodology was included in the computer program.

These two different values were then combined in the computer program by using a matrix in which all of the cells were given a high, medium or low value and this was then apportioned to the individual quadrant. This method has the benefit that it allows the quadrant score to reflect more accurately the 'value' of the archaeology in question. It was recognised that there was an imbalance in the degree to which archaeological survey and prospecting had been or could be carried out over the study area. Some areas have been subject to a whole range of archaeological surveying techniques – especially true of the area around Stonehenge itself – whereas others have had little or no work. Two further maps were then prepared, the first being a map of survey and evaluation and the second a map of uncultivated grassland. The map of survey and evaluation areas includes geophysical survey, surface collection, auger investigation and test pitting as the categories, and the map has a related textual database. The uncultivated grassland has been out of use for at least 20 years to get around the current issues relating to arable land in EU agricultural set aside policy.

The resultant five base maps can then be manipulated in a wide combination to allow the database to be actively interrogated in response to particular questions. This database allows for the formulation of a management plan for the Stonehenge landscape.

Dave Batchelor

Central Archaeology Service

Buildings at Risk Survey: a success story

When English Heritage launched the Buildings at Risk Survey, the term 'building at risk' was still relatively unknown. It is a measure of how successful the programme has been that the term is now recognised throughout the conservation world. This article reports on how the survey operated and what measures are proposed for the future to tackle buildings at risk

Planning authorities are now increasingly aware of the condition of local listed building stock and its implication for local action. The Buildings at Risk Survey, first launched in 1989, provided a rapid but systematic means of checking buildings, identifying those in need of help and categorising their degree of risk.

To date, more than a third of the estimated half million listed buildings in England have been surveyed utilising the methodology developed for the initial sample survey. A report published in 1992 provided an indication of the number, characteristics and overall conditions of listed buildings throughout the country.

Our aim since then has been to encourage as many local authorities as possible to undertake surveys of their listed buildings, and the methodology has become well established. The type of survey we recommended was designed to provide a rapid overview of the condition of listed buildings, which would expose the major problem cases, and was intended to be used in focusing local attention and resources on the worst problems. Local authorities were encouraged to publish the results. It was the catalyst to a

dynamic process that would see buildings at risk taken off the register as owners were persuaded to undertake the necessary repairs, or to sell their buildings to someone else who would.

Many local authorities have adapted the buildings at risk computer programme to meet their own needs, and to integrate the information it holds with existing systems that cover their conservation and planning work. The widespread use of the methodology developed, together with appreciation that this approach to targeting priorities for action is effective, mean that the national funding of survey work is no longer necessary except in limited circumstances. Moreover, data collected in more recent local survey work is no longer compatible with the original survey results, or therefore useful as a national tool for directing policy.

The results of the surveys carried out to date give us a clear view of the general state of repair of the nation's stock of listed buildings. Further information from more detailed surveys will not substantially change our perception of the national picture and so we do not intend to commission further extensive survey work in this area. We have, however, completed a national survey of all Grade I listed buildings, the results of which were published in *Conservation Bulletin* 24 since the intractable problems that some of these exceptionally important buildings suffer from can only be resolved by English Heritage's direct intervention.

We consider that English Heritage should not seek to maintain its central role of gathering more detailed information about local areas, or of providing a constantly updated computerised database for local planning authorities to use. However, we will consider providing support for condition surveys or other background studies of areas that are obvious candidates for more concerted action, including in some cases Conservation Area Partnership schemes. We also intend to continue providing help in tackling particular problem buildings.



A Buildings at Risk grant of £43,406 has been offered to secure the repair of Boughton Pumping Station, Nottinghamshire by Severn Trent Water Ltd, who propose to convert it to provide community, tourist, and commercial workspace, and pass it over to be run by a local preservation trust

How we can help: tackling the problem

The practical consequence of this work has led us to reassess the support English Heritage can offer to buildings at risk throughout the country. The introduction in 1993–94 of Conservation Area Partnerships has provided a new and flexible framework for concentrating English Heritage funds on those areas that can show they most need our support because of the state of the buildings and of the financial need for assistance. As reported in previous articles in *Conservation Bulletin* (**21**, 17; **23**, 26–8; **24**, 6–8), the combined total of pilot Partnership schemes begun in April 1994, plus 115 schemes approved to start in April 1995, is expected to result in the allocation of funds of around £7.6 million to some 130 schemes in 1995–96.

In parallel with the introduction of our new Partnership schemes, existing Town schemes – of which there have been 248 in operation in 1994–95 – will be carefully reviewed, and, where appropriate, refocused and brought into the new Partnership format. This has already begun: 96 of the 191 Partnership bids submitted in 1994–95 are for new schemes to replace existing Town schemes; 70 of these bids were successful and are in line for conversion into Partnership schemes in April 1995. The remaining 152 Town schemes, which have not yet been reviewed as part of the Partnership bid process, are to be subject to final review during 1995–96 and 1996–97. The aim is ensure that all of these schemes

are fully reconsidered, and, where they meet the criteria we have established, brought into the Partnership format by April 1997.



Slater Terrace, Burnley, which figured in the 1992 Buildings at Risk sample survey report, is to be converted into a hotel, with the benefit of a recent grant from English Heritage of £385,000, in addition to funding from European sources.

Proposals for the future

A substantial portion of the English Heritage offer budget of £12 million for Conservation Area spending in 1995–96 will be allocated to programmes of work in Conservation Area Partnerships or in Town schemes.

Our main aim in introducing the new Partnership arrangements has been to simplify and clarify the use of English Heritage funding for work in conservation areas and to make it more effective by targeting areas of greatest need. By April 1997, the greater part of English Heritage's budgets for work in conservation areas will be committed to Partnership schemes, leaving only a relatively small proportion of the available funding for direct action by means of Conservation Area (Section 77) grants. We propose to focus these conservation area grants on the following areas of activity.

Buildings at Risk grants

Our priority will be to offer grants for essential repairs to any Grade II listed building in any conservation area in England or to any listed building in London that is genuinely at risk from neglect (primarily those in risk categories 1–3 on the English Heritage 'at risk' scale). Applicants for these grants will be asked to send the forms directly to English Heritage and we might contact the local planning authority for their endorsement of the case and comments.

These funds for buildings at risk will primarily be used for areas where there is no Partnership scheme, but may be added to Partnership funding if a specific and unexpected opportunity for dealing with a major problem building arises. Grants will, where possible, provide for the full and permanent repair of problem listed buildings, but may also be used for temporary holding repairs to secure the immediate future of a building so that longer-term plans can be developed. They will also be subject to processes of quality control and financial scrutiny similar to those operated for our Historic Buildings and Monuments grants.

Other uses of conservation area funds

In addition to this main use of conservation area grants outside Partnership areas, English Heritage will also use its powers under Section 77 of the 1990 Act, as the available funding allows, to provide:

Grants for Grade II buildings in conservation areas (or buildings where the Secretary of State has directed that Section 54 should apply), made to cover a proportion of the irrecoverable costs faced by local authorities serving urgent works notices on owners under Section 54 of the Planning (Listed Buildings and Conservation Areas) Act 1990

Grants to support the preparation of a background study (eg of buildings at risk) or

portions of an Action Plan leading to a Partnership bid in areas facing major problems

Grants for establishing new conservation officer or similar posts in areas where such an appointment is made for the first time, or where the post is to carry out special duties that can be shown to be in addition to an authority's normal conservation responsibilities

Grants for environmental enhancement work or for project officer posts in Conservation Area Partnership schemes – which technically fall within the powers of Section 77, and which English Heritage cannot delegate – will be allocated to Partnership authorities when decisions on these schemes are made. They will therefore not affect the amount of money available to other conservation area work described above.

Interim measures

For the financial years 1995–96 and 1996–97, we will need to take steps to deploy available funding under Section 77 in these specific and limited ways. We do propose where we can, to honour existing commitments to deal with remaining problems resulting from unsuccessful Partnership bids or from Town schemes drawing to a close during this period. If possible we will also maintain existing specific commitments to conclude phases of repair or enhancement schemes that we have supported in the past. We will be focusing our conservation area funding as soon as we can on priority areas where we have established Partnership or Town schemes, and also on the main problem, outside these areas, of listed buildings at risk.

Sally Embree

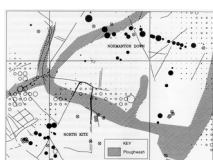
Conservation Group, Policy and Research Team

Stephen Johnson

Conservation Group, Regional Director; North

Order out of chaos: making sense of surface Stone Age finds

Domestic settlement in England between the Lower Palaeolithic and the Early Bronze Age has been traced mostly from surface finds, usually of flint artefacts. To make sense of these finds is the subject of a continuing survey. Here we report on the background to it and the preliminary results



The results of surface collection must be viewed in the context of other contemporary archaeological remains and the effects of subsequent land use. Both factors are illustrated in this example from the Stonehenge area: the density of surface lithic material is represented by proportional open circles; contemporary monuments are shown by round barrows (closed or crossed circles), and possibly the North Kite; the extent to which subsequent land use can affect the visibility of remains is seen in the ploughwash apparently masking surface lithic material on slopes and in the valley bottoms

With the notable exception of a few excavated sites, such as Boxgrove in West Sussex or Star Carr in Yorkshire, the main source of evidence for domestic settlement and associated land use in England, between the Lower Palaeolithic and Early Bronze Age, a period of some 500,000 years on present evidence, is that of surface finds. These generally take the form of flint artefacts, disturbed and brought to the surface by ploughing in lowland areas and erosion in the uplands.

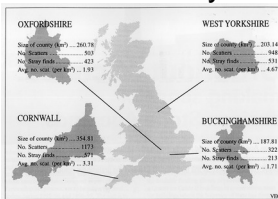
'Flinting', field-walking or surface collection, as the retrieval of surface finds is variously known, has been commonplace since at least the 18th century in some parts of the country, so vast numbers of flint artefacts exist, both in private collections and museums.

Poor data and academic demand: a contradiction

Some of these finds are well recorded. The majority, however, are not. Locations are accurate, at best, only to the nearest field, and there is usually no attempt to synthesise the results or to present them in a form that might be of use to others. These shortcomings are compounded by the inconsistent methods of collecting and, consequently, the data cannot be systematically put into record systems, such as the county Sites and Monuments Records (SMRs) or the National Monument Record (NMR). This situation is true both of the often poorly recorded early collections and of some of the more recent systematic surveys.

Interpretation brings additional problems. For example, the many natural processes that affect settlement sites following their abandonment effectively transform their archaeological record to varying degrees, often burying them through such processes as alluviation and colluviation. The extent to which archaeology will remain *in situ* depends on the nature of this burial sequence, the stability of the landscape and the nature and intensity of subsequent land use. Since perhaps the 18th century, intensive arable cultivation on downland and in areas such as the Fens has led to the reappearance of these previously buried sites, which are then further altered, often by the very processes that led to their discovery. Ploughing, for example, will move artefacts laterally from their place of deposition, and will also be selective in terms of the proportion of a site's artefacts that may be visible on the field surface at any one time (experiments have shown that this figure might be anything between 0.3 per cent and 5 per cent). There is also a problem of dating surface material. With the exception of the relatively few diagnostic items, such as arrowheads, axes and microliths, which often make up only 5 per cent of lithic assemblages, the remainder is generally undiagnostic chipping debitage. Most surface lithic material falls into this category.

Largely as a result of these limitations, a contradiction exists between, on the one hand, the academically-driven demand for an understanding of prehistoric settlement patterns and land use and the social and economic basis behind them (Julian Thomas's *Rethinking the Neolithic*, 1991, and John Barrett's *Fragments from Antiquity*, 1994, are cases in point), and, on the other hand, a vast archaeological record that has always had the potential to satisfy that demand. The reason this contradiction has not been overcome reflects the way in which archaeologists perceive the 'usefulness' of the data.



The four counties covered by the pilot study, and some descriptive statistics

Although interpretative problems will continue to hamper prehistoric settlement and land use studies – certainly for periods such as the early Neolithic, where settlement sites were probably short-lived and left few traces – these can be overcome and the contradiction can be addressed. For this to occur at a general level, interpretation must move beyond the simple correlation of surface find to settlement site, and look instead at the broader view: looking to identify repetition and accumulation in the archaeological record rather than 'precise moments in time', or constructing general models of settlement and prehistoric land use rather than specifically investigating the places where people lived. Unfortunately this makes the study of surface material rather unromantic and unlikely to attract headlines. Nevertheless, sites such as Boxgrove would be less meaningful without knowledge of the general patterns or models of Lower Palaeolithic settlement, land use and economy, and, reciprocally, such models are more valid and valuable when illustrated by real sites with real people (eg Boxgrove and Boxgrove Man).

The surface lithic scatter sites and stray finds project

With these points in mind the Monuments Protection Programme (MPP) and the Central Archaeology Service attempted an overview of surface lithic material, pertaining both to stray finds and to sites (ie where collections or concentrations of artefacts have been recovered). The study had four main objectives:*

to provide a basis for curatorial decision-making

to provide a database of research potential

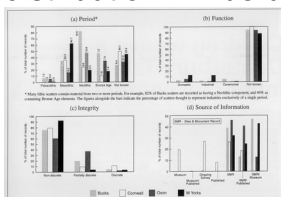
expedite the definition of future research priorities

facilitate the appraisal of methodologies of data collection and interpretation

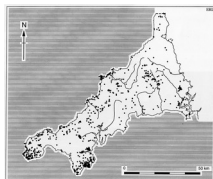
The project is expected to have the related benefit of providing the opportunity for SMRs to update their records for this class of evidence, particularly through the collation of museum records and private collections.

In view of the scale of the task – the collation, analysis and interpretation of surface lithic evidence from the whole of England – it was necessary to establish that methodologies and practicalities were viable. A pilot study, commissioned by English Heritage, was undertaken in four counties: data collection has now been completed for Buckinghamshire, Cornwall, Oxfordshire and West Yorkshire, and analysis is under way. Lithic finds recorded in the SMRs, museum records, published sources and private collections were included in the survey, the results of which will provide, for the first time, near full coverage of lithic evidence dating from the Lower Palaeolithic period to the Bronze Age, and possibly later. County-based staff were asked to compile databases (on customised software) that required the recording of provenance, information source, size, clarity and likely survival and definition of the scatter, period and function, and the strength of links with other relevant information, such as palaeoenvironmental data and cropmarks. In addition to the databases each county was asked to prepare a summary report of this class of information, and, most importantly, a critique of the methodology used and suggestions on how it might be refined for the national phase of the project.

The premise is that basic information on contexts, the sizes of scatters and the strengths of their associations with other archaeological data has tremendous potential for the study and interpretation of patterning on a broad scale. The analysis of these patterns is an integral part of the project. It will be carried out by linking the databases with digital map data held on a Geographical Information System, and examining the relationships between the surface distributions and the physical variables that would have acted as controls on the character and extent of prehistoric land use: soil type, geology, aspect, altitude and proximity to watercourses. Analysis of how modern land use has affected the known distribution will be undertaken in similar fashion.



lithic scatters – a selection of some preliminary results from the pilot study



the history and geography of surface collection is a factor that must be taken into account when interpreting patterns of prehistoric occupation; the distribution of scatters in Cornwall, for example, appears to underline the importance of coastal resources in prehistory, yet the apparent concentration of activity on the Lizard is largely a result of the major field-walking programme carried out on the peninsula in the 1980s

The four graphs present a selection of preliminary statistics showing our current knowledge of what types of activity surface lithics might represent, their antiquity, how clearly the scatters are defined from the general background noise in the surface distribution, and the various sources trawled during the compilation of the databases. As neighbouring counties with similar physiographic characteristics, it is not surprising that data from Oxfordshire and Buckinghamshire are closely comparable, but there is a marked contrast when these lowland areas of central England are compared with the data from Cornwall and West Yorkshire. For instance, the large number of Mesolithic scatters in West Yorkshire reflects the extent of gatherer-hunter activity in the upland Pennine areas prior to deforestation and peat formation. However, the Pennines have been well studied in the past, and this pattern is also thought to reflect the lack of research in adjacent lowland areas where the remains of later activity might be expected. In Buckinghamshire, by contrast, 82 per cent of scatters have a Neolithic component. In terms of integrity, 11 per cent of scatters in Cornwall are recorded as discrete (ie they are clearly defined with boundaries), compared with less than 5 per cent in the other three counties. Graph (d) shows that scatters in Cornwall were less well represented on the SMR than in other counties, while graph (b) illustrates the point made above about how little we understand what activities the evidence represents. In West Yorkshire 24 per cent of the recorded scatters have been attributed a function – ‘settlement’ or mainly ‘industrial’ – compared to 11 per cent in Buckinghamshire, 8 per cent in Oxfordshire and none in Cornwall. The figure from Cornwall is interesting because it appears to suggest that defining a scatter’s boundary does not necessarily correlate with understanding the nature of the activity it represents.

After analysis and assessment of the pilot study data, it is hoped the potential of this class of information will be clearer than it ever has been, and that a project design will be prepared for a similar exercise encompassing the rest of England. This initiative forms part of an increasing trend towards strategic projects pitched on a national scale, which will lead to advances in our understanding of the archaeological resource and contribute to ensuring that appropriate decisions can be made on its management.

John Schofield

Inspector, Monuments Protection Programme

Jon Humble

Archaeologist, Central Archaeology Service

* A full account of the rationale behind the project and the evaluation procedure for the pilot study is found in J Schofield, 1994, ‘Looking back with regret; looking forward with optimism: making more of surface lithic scatter sites’, in *Stories in stone* (N Ashton and A David, eds), Lithic Studies Society Occasional Paper, 4, 90–8.

Children weave a Canterbury Tale of inner city commitment

As part of their curriculum work, pupils at a Canterbury primary school produced an in-depth study to redevelop a derelict chunk of their own inner city. They were aided by specialist architects working in association with English Heritage

Pupils at St Peter’s Methodist Primary School in Canterbury have been learning first hand about the urban environment on their doorstep as an integral part of their curriculum work. The school decided to make a plot of land, known locally as The Tannery (because of its use since the late 18th century), the focus of a term’s topic which would cover technology, geography, maths, history and art for classes of nine-and ten-year-olds. The teachers

wanted to demonstrate that cross-disciplinary projects were not only alive and well but absolutely necessary to provide motivation, structure and fun to the curriculum. They also aimed to help the children become the conservation-conscious citizens of the future.

The Tannery area was designated for development in a recent planning document, so in consultation with English Heritage, the local Urban Studies Centre, and a team of real planners and architects, the school made their own, genuine, development proposal with the children. The risky decision to suspend the normal timetable, assessment and record-keeping for the term was made to see what would happen! Such a dramatic step in the present climate of education needed a great deal of careful planning; governors and parents needed to be convinced of the educational value of the project.

A whole term before pupils' work started, teachers and two specialist architects, working with English Heritage, prepared a detailed programme for the coming term. After a thorough study of the history of the area, many visits to the site and several sessions with the architects, the children made accurate plans to scale of their proposals. They made detailed models of their suggestions, even including tiny fences, pleasure boats, sandpits and swings. Real technology skills were needed to realise their plans. The project finally came together in an exhibition to which the mayor, the owner of The Tannery, governors, parents, and teachers from other schools were invited. The children were eager to take their guests around, talking in detail and with incredible enthusiasm and commitment about abstract concepts. It was work of wonderful quality, showing study and deep understanding of the issues of conservation and town development.

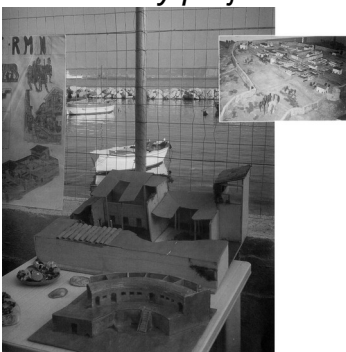
Schools Adopt Monuments scheme

The success of this scheme led us to consider Canterbury as the base for another education project, 'Schools Adopt Monuments'. The initiative came from Naples, where schools, which do not have a tradition of using their surroundings as a resource, were encouraged to take responsibility for local monuments. Pupils from a variety of educational backgrounds researched their chosen site, and presented their findings in different ways. They acted as 'guides' to their sites and produced exhibitions and materials for visitors. The project has been extended from Italy to other EU countries: a city was chosen from each country and schools encouraged to 'adopt' a monument. English Heritage was invited to participate in this scheme, coordinated by the Pegasus Foundation.

We decided to join and chose Canterbury as the city, for several reasons. It has a range of historic buildings from many periods with strong European links, and a good local network of supportive individuals. More importantly, we saw the opportunity to counteract the negative aspects of tourism in the city and raise an awareness of heritage issues in local people; when you work with children you also influence their parents!



the Tannery project at Canterbury shows the range of skills that were developed



pupils in Naples set up exhibitions and made careful scale models to explain their chosen sites to the public

Seventeen schools are participating in the project, and the chosen sites are varied. We encouraged the teachers to think beyond the 'famous' monuments – of which Canterbury has more than its fair share – and to look at the less well-known buildings which have a story to tell about the history of the immediate locality. Some schools have chosen to study their own buildings, others their local church. One school in the centre of Canterbury has decided to study the Northgate area. This is a busy shopping street, but pupils have only to look above the shop facades to see that the buildings they walk past every day have an interesting past. Several schools will be looking at the variety of old charitable foundations which have set up almshouses. This will give pupils the opportunity to talk to the residents about their memories of Canterbury and will emphasise the message that history is not just to be found in books, but is all around us in peoples' memories.

In working with young people in this project the Education Service hopes to encourage them to understand the historic environment of Canterbury, and to feel responsibility towards it; to increase awareness of urban planning issues and to encourage young people to look at the historic environment in a European context. As always, our approach is to work with teachers rather than directly with young people, and we intend to provide teachers with the expertise and support needed to enable them to use the historic environment across the curriculum. We are providing a seconded teacher to work with schools on this project, which will last until 1997, and will culminate in an exhibition in Canterbury and Brussels.

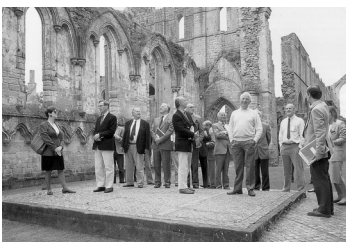
We hope that the project will lead to a similar standard of work which resulted from the Tannery project, and that a large group of children will feel that their city, and its future, is their responsibility.

Jennie Fordham

Education Officer, Historic Properties Group, South East and London

Can we put a value on the heritage?

Is it possible to put an economic value on conservation of the historic environment? Jennifer Page, in this valedictory article for Conservation Bulletin, examines current theories on this complex issue



English Heritage leads the way in the UK in thinking about the economics of conservation, says Jennifer Page, seen here (far left), with the Commissioners at Fountains Abbey on their 1992 tour

It is a truth universally acknowledged, said Jane Austen at the beginning of *Pride and Prejudice*, that a young man in possession of a fortune must be in need of a wife. It is only too easy for people committed to conservation of the historic environment to think that its value is, or ought to be, just as self-evident.

This might be expressed in economic terms as an assumption in favour of the heritage as a 'merit good', ie something which is socially desirable independently of the valuation placed on it by the beneficiaries. This is a pragmatic acceptance that all of life is not reducible to monetary terms. But politicians, managers and economists are trying to put heritage concepts into an economic as well as a social and political context – thus providing an intellectually respectable and sustainable basis on which to assess the

contribution to wider social and economic objectives gained by spending resources on the heritage. The Council of Europe plans to include in the fourth Conference of European Cultural Ministers, to be held in Helsinki in 1996, the theme of the economic impact of heritage policies.

The wide scope of the heritage makes its economic valuation so much more complex and therefore more prone to failure even than environmental or cultural economics. The urban planner Nathaniel Litchfield has been writing about the issue for some time. In his 1993 report for ICOMOS, 'Conservation Economics', he points out that 'the benefits of conservation, apart from tourism, are not usually visible in the national economy'.

Litchfield adds that there are now grounds for identifying significant net benefits to keeping historic buildings which exceed those attainable from alternative new-build projects – in other words, conservation-led schemes have short- as well as long-term benefits to the community and are competitive in the market place. He claims that the net primary benefits of conservation – ie those that can be measured – broadly derive from the jobs and wealth created by the physical works of repair and maintenance carried out at heritage properties, and the attraction that the restored heritage provides to people, and for which they pay, for example, through admission charges. Other primary benefits include the effects of grants, donations and taxes on the local economy.

Secondary benefits from heritage, as opposed to new development, which are more difficult to translate into cost benefit terms, include improved aesthetics, greater neighbourhood cohesion, enhanced community image and the magnet effect of further high quality development. These conceal redistribution effects between different parts of the community. And beyond these benefits identified by Litchfield, heritage plays a part in the much larger and complex equation of how localities work in political and social terms.

English Heritage is leading the way in the UK in thinking about the economics of conservation. Following a series of seminars in 1990, bringing together English Heritage and the Royal Institution of Chartered Surveyors (RICS), the two organisations agreed to work together to establish some economic facts in place of hearsay and prejudice. The first product was joint EH/RICS research on the investment performance of listed office buildings. As a result of a second study on the impact of listing on capital values – funded by English Heritage, the Royal Institution of Chartered Surveyors and the Department of National Heritage – the three organisations are now researching an effective methodology for valuing the wider social and economic impact of conservation policies on the urban environment. The results, due in the summer, should prove invaluable at a local and regional level.

The Peacock approach

Another approach altogether was taken by Sir Alan Peacock in the 1994 British Academy Keynes lecture, *The political economy of heritage*. His focus was not the heritage of the day-to-day environment, but the heritage as part of the cultural resource. He argued that the definition of this version of the heritage is carried out not by the public but by the architects, artists, art historians and archaeologists who benefit from their own work. He attacked the idea, which he attributed to these experts, that the heritage is 'beyond price' and that expenditure should expand to meet the expanding definitions.

In its place, he advanced the theses of the classical economist: that satisfaction from heritage should be governed by the preferences of consumers. This is not an argument for the lowest common denominator, since experience shows that consumers accept the role played by experts in informing and enhancing their choices.

Second, if the consumer is sovereign, then the consumer chooses what survives or not. In reality, most heritage choices are not made by the consumer but by popular pressure on political structures, frequently managed and organised by the experts. In Peacock's view, experts frequently do not agree on such matters and so do not provide the consensus of

informed value judgments which might otherwise be set up in rigorous opposition to consumer choice; instead there is a licence for each expert to advance his own interpretation, and it is chance which determines whether one version rather than another wins.

Moreover, Peacock considers that the consumer has no choice, since all key decisions are taken by experts. 'The public may be protected by the integrity of officials, high standards of financial control, regular Parliamentary scrutiny and access for a plethora of public information; however, the public have no direct part in setting the agenda.'

He offers four ways of enhancing consumer choice – by extending charging to all museums and galleries; by allocating national museum and gallery contents not on display to regional museums and galleries; by turning local and national museums and galleries into new legal structures with boards, some appointments to which would be voted on by the public, and by relaxing planning and other legislation to encourage more use of historic buildings. These suggestions are probably much less helpful to the professional conservationist than the approach suggested by Litchfield, but they are valuable in stimulating further debate.



Jennifer Page, chief executive of English Heritage, photographed here inspecting conservation work on The Crescent, Buxton, leaves the organisation this month to become chief executive of the Millennium Commission

The consumer's own valuation

The third approach, which has so far not been explored in detail, is that of contingent valuation; people are asked to say how much they will actually pay for a benefit, and this becomes its value for the purposes of, for example, investment decisions. Where this approach has been explored – eg in environmental economics – the value which people claim they will pay is always substantially more than the amount they actually pay when faced with a real demand. There may be some interesting parallels yet unexplored with work in transport economics on the value of lives saved by investment in either road or rail projects.

Further investigation of this aspect may appeal to my successor, Chris Green, who joins English Heritage on 1 March from a career in the railways. I wish him and all at English Heritage, and the rest of the conservation world, every success.

Jennifer A Page

Chief Executive

Strategies for saving our churches

Seventy-two archdeacons and 60 members of diocesan and national Church bodies met with English Heritage at a conference to review our mutual interest in the maintenance of the 13,000 listed churches of the Church of England





St Swithun's, a Grade 11 listed 13th-century church in Oxfordshire, has received £98,000 in grant aid from English Heritage. The church is now in the final stages of repair*

Future strategies and better partnerships between English Heritage and the Church of England at national and regional levels were discussed at a conference in London. The discussion ranged over many matters, from bats, to the Lottery, to the theft of lead from roofs.

This diversity, and the criticisms raised, demonstrate the value of English Heritage staff attending similar group discussions on a smaller scale around the country. Although there are a number of English Heritage leaflets explaining items specific to churches, the continuous turnover of church people involved in the care of our parish churches, and the huge variations in their circumstances, really require constant dialogue. In this respect, there was a consensus that the attendance of English Heritage-nominated liaison members at Diocesan Advisory Committee meetings was encouraging a much better mutual understanding.

Every speaker emphasised the need for early consultation between those who were going to be involved with grant or statutory processes. In particular, the precise role of the national amenity societies was questioned, and they, with the Council for the Care of Churches, will be providing a guide to their respective interests, for wide distribution. English Heritage has produced a free leaflet, *Work on historic churches: the role of English Heritage*, which sets out how we become involved with listed churches and churches in conservation areas, through grants, faculty and secular planning procedures. Copies are available from our Customer Services Department.

Five key points

Jennifer Page, in the principal speech, set out five general statements agreed by our Commissioners as the basis on which English Heritage should approach ecclesiastical buildings of whatever denomination.

- 1** As ecclesiastical buildings – especially the parish churches of the Church of England – are such a centrepiece of England's built heritage, every effort should be made to assist continuing church ownership and use. Alternative uses are difficult to find and often detrimental to the intrinsic character of the building, and especially to its contents.
- 2** Recognising that communities will rally to help threatened churches and that only small changes in the circumstances of a devoted but small congregation can transform a church, English Heritage will continue to offer high-percentage grants for urgent repairs whenever there is a reasonable chance ecclesiastical use will continue.
- 3** Although the usual care will be taken to protect the particular qualities and features that determine the listing grade of a church or chapel, English Heritage must sometimes be prepared to accept radical changes to some highly graded buildings so that ecclesiastical use and ownership can continue, though there may be a few cases in which English Heritage must take a position where the conservation, unchanged, of a church or chapel is paramount.
- 4** English Heritage will assist church authorities to bring conservation and heritage issues to bear in considering long-term strategies for their buildings, recognising that such a framework will take some time to develop.
- 5** Where ecclesiastical use and ownership is impossible to maintain, English Heritage will seek to collaborate with others to create a strategy for reuse, to protect the essential use of the building in its context.

Grant aid levels

Grant aid to churches is set at its highest level yet, at £13.4 million in the 1994–95 financial year. We hope to maintain this level in 1995–96, as the demand will certainly continue. As ever, there are competing needs for English Heritage funding and a Needs Survey of a selection of churches in five dioceses is in progress, jointly run and funded by English Heritage and the Church of England, in an attempt to fix more accurately the likely future demand for grants.

With parishes beginning to face higher quotas to fund operational expenses previously met by the Church Commissioners, fundamental questions are raised about the long-term viability of individual churches, and not just those in rural situations. We strongly believe that English Heritage should be working with the Church of England at diocesan and archdeaconry level, to ensure that historic building factors feature in any strategic overview of church buildings. As Jennifer Page concluded, 'For what we have in our parish churches is far too precious to lose, simply because we cannot find the means to work together to a common end.'

Richard Halsey

Conservation Group, Regional Director, Midlands

The National Lottery

The Arts Council, the Sports Council, the Heritage Lottery Fund and the Millennium Fund have all been accepting applications for lottery funding since 4 January 1995 (the National Lottery Charities Board is not yet ready to receive applications) and we expect the first decisions on grants to be announced shortly. Each of the distributors is receiving 20 per cent of the net proceeds from the National Lottery.

The initial estimates indicating that each of the distributors would receive £150 million by the end of 1995, rising to £320 million in a peak year, look likely to be borne out.

English Heritage is acting as an expert adviser to the National Heritage Memorial Fund and we are being consulted on applications to the Heritage Lottery Fund relating to such matters as ancient monuments, sites of archaeological importance, historic buildings and their contents, designed landscape and industrial archaeology.

Our role is to advise on the heritage importance of the building or structure and the acceptability of the proposals in heritage terms, and we may also be required to provide detailed architectural input to specifications and schedules, monitor works and authorise payments to the NHMF. Obviously for some projects more than one advisory body will need to be consulted.

By the time this article is published we will have assessed the initial tranche of applications and we should be in a much better position to advise individual potential applicants and to publish general guidance for applicants.

Sally Embree

Conservation Group, Policy and Research Team

Reorganisation of staff in Conservation Group of English Heritage

As from 1 April, there will be some reorganisation of responsibilities at Regional Director level in the Conservation Group of English Heritage. This coincides with the move of London Region staff who join the remainder of the Group at 23 Savile Row.

Paul Drury will be responsible for the South East Team as well as for London. Responsibility for the West Midlands team will move to Stephen Johnson, already the Regional Director for the North and North West. Richard Halsey remains responsible for the East Midlands and Anglia teams. The South West team will report to Jane Sharman, Group Director, for the present.

Jane Sharman

Director, Conservation Group

Planning and the historic environment

An important characteristic of planning, listed building and conservation area controls is the role of government policy in the decision-making process. Here we examine the ramifications of government guidance in the courts and for local authorities

Policy statements are contained in a variety of government publications and the courts have held that such statements are material considerations that must be taken into account in the decision-making process. They are also taken into account by local planning authorities in preparing development plans.

Department of the Environment Circular 8/87 was widely known as the principal expression of government policy on listed building and conservation area controls. This document has served its purpose well and many of its important statements have become well known and understood. However, a document in the new standard format of a Planning Policy Guidance Note (PPG) to accompany the existing PPG 16 on archaeology and planning was required. Revision was also considered desirable to provide an updated expression of government policy and to provide updated and more detailed advice on procedure following the consolidation and amendment of the primary legislation that has taken place since the circular was published.

Planning and Policy Guidance Note 15

After a very long gestation the new PPG 15 *Planning and the historic environment*, which first went out for public consultation in July 1993, was launched in September 1994. It supersedes the policy content of Circular 8/87 although not the directions contained in the Circular. Fresh directions will be issued at the same time as related changes are made to the General Development Order and the Planning (Listed Buildings and Conservation Areas) Regulations 1990. A further circular dealing solely with the procedural aspects of consultation and notification will be issued in due course.

The new PPG was published jointly by the Secretaries of State for Environment and National Heritage. It is the only PPG that was not published solely by the Department of the Environment. The document is divided into two parts. Part 1 deals with the interaction between conservation policy and the planning system and Part 2 with other aspects mirroring the division of responsibilities between the Department of the Environment and the Department of National Heritage.

Holistic view

Generally, a more holistic view of the historic environment is taken, with gardens and other historic landscapes getting full recognition. A more extensive and rigorous view of conservation area designation and practice has been introduced and transport and traffic management issues are dealt with more fully than in Circular 8/87. The proper maintenance of historic buildings as an economic and environmental issue is stressed, as is the need to 'give it full weight, alongside other considerations' (paragraph 1.3). The latest planning concepts including sustainable development, the polluter pays principle,

environmental capacity for change and environmental impact assessment are all applied fully to the historic environment.

The well known presumption in favour of the preservation of listed buildings is retained from Circular 8/87 despite a general move away from the use of presumptions in planning policy. A presumption in favour of the preservation of unlisted buildings that make a positive contribution to the character or appearance of conservation areas has also been introduced. These policies now form the baseline for decision-making affecting listed buildings and unlisted buildings in conservation areas.

Application

The PPG is not law nor, without the directions, does it contain any new procedural provisions, but it nevertheless has an important role to play in giving advice on procedure and best practice to local authorities and all others who may be involved in the development and conservation of the historic environment. In this context the PPG provides an extended discussion of some persistent legal issues that have to be confronted regularly in practice.

The extent of a listed building, and particularly whether or not items within it are fixtures and so subject to listed building control, or fittings and therefore free to be removed without consent, has been a controversial issue ever since the decision of the Secretary of State that the *Three Graces* by Canova was a fitting not a fixture. The complexity of this issue remains and has been considered by the courts and at public inquiries in a number of cases. The PPG in paragraph 3.31 states that:

Generally it would be reasonable to expect some degree of physical annexation, together with indications that the annexation was carried out with the intention of making the object an integral part of the land or building.

The continuing difficulty of this issue is demonstrated by two recent contrasting appeal decisions. In November 1994 the Secretary of State for Wales decided that a Carillon clock, with its associated mechanism, previously situated in a Tower Room above the main entrance of the Grade II* listed Leighton Hall, Montgomeryshire, and three ormolu bronze chandeliers which had been suspended by simulated rope in a different room in the same building, were fixtures. By contrast, in January 1995 the Secretary of State for the Environment decided that four items formerly in the listed Time-Life Building, Bond Street, comprising a bronze draped reclining figure by Henry Moore, a mural, *Spirit of Architecture* by Ben Nicholson, an iron sculpture by Geoffrey Clarke, *The Complexities of Man*, and a heraldic clock by Christopher Ironside, were not fixtures.

Extent of curtilage

On the vexed question of the extent of the curtilage of listed buildings, paragraph 3.34 points out that the main tests include the physical layout of the land surrounding the listed building at the date of listing and the relationship of the structures on the surrounding land to each other. The PPG points out that the courts have held that a building must be ancillary to the principal listed building in order to be considered listed and sets out considerations that may assist local planning authorities in reaching a decision. These include the historical independence of the building, physical layout, ownership now and at the time of listing, whether the structure forms part of the land, the use and function of the buildings and whether a building is ancillary or subordinate to the principal building.

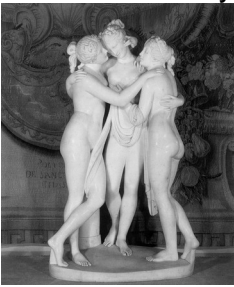
Demolition

The meaning of 'demolition' has been a persistently difficult theme in conservation law. It is important in determining the exact extent of the powers of control available to local planning authorities over features such as windows and doors in unlisted buildings in conservation areas. It is relevant in the operation of certain procedural aspects of listed

building control in relation to publicity arrangements, the need for notices to be sent to the Royal Commission on the Historical Monuments of England and the notification procedure to English Heritage and the National Amenity Societies, all of which can depend on whether works to a listed building fall to be classified as demolition. This topic was considered previously in *Conservation Bulletin* (18, 6–7) at length. The PPG now offers the following additional but inevitably generalised advice:

Routine works of repair, maintenance or replacement, including work involving such items as doors or windows, would not in the Secretary of State's view normally constitute demolition. Likewise, the removal of internal features, whether replaced or not, would not normally constitute a demolition and for the purposes of conservation area consent would not, in any event, have a material impact on the buildings appearance or affect the character or appearance of the area. (Paragraph 4.28).

It is interesting to note, however, that in *Shimizu (UK) Limited v Westminster City Council* [1994], a decision of the Court of Appeal given on 20 December 1994 and not yet fully reported in the legal journals, an application for listed building consent for the removal of internal chimney breasts was considered to be an application for demolition not alteration.



Canova's The Three Graces deemed to be a fitting, not a fixture

Further guidance

The PPG also provides detailed guidance on the upkeep and repair of historic buildings and particularly the use of the statutory powers to serve urgent works notices and repairs notices as a preliminary to compulsory acquisition. This area has had much greater attention over the last few years and is continuing to grow in importance as local authorities, and English Heritage, continue making more use of these powers.

Finally, the ecclesiastical exemption from listed building and conservation area controls is given much more detailed treatment and the recent changes to the extent of the exemption and the establishment of new denominational systems of control by a number of religious authorities have also been explained.

It is much too early to consider how effective PPG 15 will be in reconciling conservation and other interests. However, the restatement of conservation policy and the more detailed and updated procedural guidance that PPG 15 contains are both greatly to be welcomed.

Howard Carter

Legal Adviser

Finding the right balance for Kenwood



How can English Heritage balance the needs of visitors with the necessity of conservation of the Kenwood landscape? A lengthy process of public consultation has attempted to find the answer



Debate about the tranquil landscape at Kenwood sometimes became quite heated during the public meetings held as part of English Heritage's consultation process, for which the booklet above was also prepared

The Kenwood estate is enjoyed by a variety of people for different reasons. To some it provides an opportunity to wonder at a grand parkland setting for a marvellous Adam villa, which is a remarkable survival so close to the centre of London. To others it offers the delight of a tranquil walk through the beauty of the natural world.

How to preserve this amenity presented English Heritage with a challenge. At the outset of its stewardship, English Heritage recognised that changes in management over the preceding decades had led to natural change which, unless action was taken, would lead to alterations to the character and design of the estate that would be difficult to eradicate. An approach was devised to arrest some changes and reverse others. To secure public approval, the proposed work programme was the subject of two exhibitions at Kenwood. The first, in 1990, explained the problems and the second, two years later, set out the solutions and how they would be implemented.

As work progressed, the replacement of fences and the removal of a substantial quantity of trees provoked controversy, so the decision was taken to launch a fresh round of consultation which looked specifically at what remained to be done. A small project team was set up to organise the consultation, under the leadership of English Heritage's Chairman. The team utilised expertise from several groups within English Heritage, including staff from Public Affairs, Marketing Design and Interpretation, Landscape and the Kenwood management team. Outside assistance was provided by a graphic designer. The team drew heavily on experience gained from a similar exercise at Stonehenge.

We decided to use the Stonehenge consultation format – an explanatory booklet, containing an orientation plan, which had a detachable multi-choice questionnaire inserted. This provided a platform to set out the issues to help respondents make their choices. The topics covered included:

Vegetation is dynamic and always changing

Regular management is needed just to maintain vegetation in its current state

Choices directed at change involve loss

A balance has to be struck between the needs of visitors, preservation of wildlife habitat and the conservation of a designed landscape

The booklet also explained the key questions on which views were being sought:

Should trees be removed to re-open lost views and restore elements of the original design which had become blurred?

How should areas of high nature conservation value be managed to maintain their population of native species?

Should trees be removed to preserve specific areas as open meadow?

Should some completely vanished features, like the kitchen garden, be recreated?

In presenting the options, we wanted to convey the message that we took our stewardship very seriously and that we cared about Kenwood as passionately as some of our critics.

We were also anxious to avoid the exercise being open to challenge on the grounds that it had been manipulated to secure a favourable result.

To ensure that the processing and interpretation of the results would be seen to be impartial, we employed the specialist survey company, MORI, to receive and analyse the completed questionnaires.

To ensure that the context of the booklet and the questions were balanced, we enlisted the cooperation of three local groups which had either been participants in the preceding consultation, or had been protagonists in the controversy. These groups were the Heath and Old Hampstead Society, the Highgate Society and Kenwood Trees. Securing the endorsement of these bodies involved some delicate discussions. In the process, the booklet production timetable was stretched to the limit with changes being made right up to the point where finished artwork was being fed into the printing presses. The effort proved worthwhile as the three groups declared the consultation booklet 'fair and balanced'. With the booklet in production, the focus switched to publicising and distributing it, informing potential respondents about the issues and providing a forum for comment.

An exhibition in the Orangery at Kenwood was adapted to explain the purpose of the consultation project and set out the issues. Specially-briefed stewards were taken on to answer visitors' questions and dispense questionnaires. Organised estate tours were given by the senior grounds' custodian. Held on several Sundays, these proved very popular and were well attended even on days when the weather was unpleasant. It provided a valuable opportunity for people to see the problem on the ground and ask questions.

The bulk of the questionnaires, 38,000, were distributed door-to-door to local residents in the neighbourhoods immediately around Kenwood. They were distributed by an organisation which is a member of the professional Association of Household Distributors, which regularly delivers leaflets and other printed matter to people's homes. English Heritage members were also involved, with 11,000 questionnaires being sent to those living in London who would not have received a door-to-door delivery copy.

In addition some 3,000 questionnaires were sent to individuals on a Kenwood Trees mailing list of people who had signed a petition and who were therefore known to be interested in Kenwood and the work English Heritage undertakes there.

Three public meetings were organised in venues close to Kenwood to provide a forum for dialogue. These were advertised in the *Evening Standard* and local papers. Chaired by the Chairman, these were occasions for lively and sometimes heated exchanges which provided a useful opportunity for people to air topics, like path finishes and fencing, which had not been included in the questionnaire. It also meant controversial subjects like the use of pesticides could be debated.

By the time the consultation period ended, 4,070 completed questionnaires had been returned to MORI, a response rate of about 7 per cent. MORI's report on the analysis of the survey was published on 24 January. Had it all been worthwhile and what did it achieve?

It was certainly worthwhile. The feedback from the public meetings, from visitors to the exhibition, from correspondence – in newspapers and direct to staff – and from comments made in the questionnaires, has shown a clear picture of what visitors are concerned about. The MORI analysis pinpoints topics where there is clear direction and those where opinions are balanced. We have learned that the people who live closest and who visit most frequently favour maintaining the landscape in its present condition.

The principal achievement was to demonstrate the commitment of English Heritage to involve everyone who cares about Kenwood in an open public debate on the decision which will shape its long-term future. In the process, a rapport and trust has been built between English Heritage and the community. As an organisation, we have discovered hidden talents latent within individuals and forged lasting inter-group relationships, which will continue to contribute to the future management of Kenwood.

The challenge now is to translate the wishes of the community, expressed through the consultation exercise, into a new management plan which will take us into the next millennium.

Mike Hobson

Historic Properties, London Project Manager

Books

Building in stone



***English stone building*, by Alec Clifton Taylor and A S Ireson, 1994, published by Victor Gollancz, £30**

This book, which was enthusiastically received when it was first published over a decade ago, has lost none of its appeal. With an increasing number of books being written on specific aspects of conservation, it is a joy to find one that examines in such a clear and lively manner the broader aspects of one of our most important building materials, and one that is equally comprehensible to the layman and the professional. The original text has had only minor revisions. The additional essay, *Contemporary design and conservation practice*, by Michael Stratton, brings the book up to date with more recent developments in the industry.

Commencing with a brief historical outline, the authors provide a detailed descriptive guide to England's building stones, from both the geological and the architectural viewpoint. Architectural development is outlined in relation to the available building materials and technology, which dictated methods of use, and in relation to regional particularities. Descriptions of the use of stone are not restricted to the obvious but also explore a whole variety of ways that stone has been used as a building material, such as paving, roofing, fencing and bridge building. Methods of obtaining, transporting and working stone are described in detail and provide an insight into a craft that scarcely changed until this century. Further chapters discuss mortars and pointing, decorative uses of stone, and artificial and substitute 'stone'.

Numerous illustrations provide insights into the authors' delight and joy in the subject matter, and are well integrated with the text. The black and white photographs, together with anecdotes gathered from the authors' long years of experience, add charm and human interest, a characteristic of Clifton Taylor's books.

The full glossary, a place index and a subject index are useful additions.

Despite these qualities, the minimal number of revisions in this revised and republished, rather than simply reprinted, version is surprising. It is a pity that the opportunity was not taken to bring the text up to date on all issues. For example, there have been developments in conservation practice since the first edition, particularly in the use of mortars. The recent revival in the use of lime has meant that there is now a much greater acceptance of the use of traditional mortars. However there is still much confusion about how it is best used, the role of pozzolanic additives and the importance of proper working methods. A lime revival without full understanding of its use will only lead to early failures and loss of faith in the material. The more extensive revisions to the final chapter do incorporate recent findings on some of the issues; but more use could have been made of this chapter to cover wider developments. This said, the book is about building stone, not conservation as such, and there are other texts available that cover conservation in far greater detail.

Like Clifton Taylor's previous books, such as *The pattern of English building*, *English stone building* is an important reference for anyone working with historic buildings or with an interest in the subject. The book will provide continued pleasure to all architectural enthusiasts from the layman to the expert.

Susan Macdonald

Engineering Heritage down south



***Civil engineering heritage, southern England*, edited by R A Otter and A G Allnutt, 1994, published for the Institution of Civil Engineers by Thomas Telford Ltd, £12.50**

The late Alan Allnutt, in association with others, was responsible for planning the outline and structure of this book and also for much of the basic research work. Sadly, he died in 1989 at the age of 80. He was a much respected figure in the field of engineering history and had an outstanding knowledge of the subject. The work of completing the text for this volume was done by Bob Otter.

This volume, part of the *Civil engineering heritage* series, covers the southern counties of England. It includes the counties from Cornwall to Kent and Somerset and parts of Wiltshire and Surrey. The book is divided into eight geographical areas and there is a location map for each one, showing the individual sites included. A brief introduction is given to each area setting out details of the dominant local industries, natural characteristics and any other particular features.

Individual, one-page descriptions of various civil engineering works have been selected to illustrate some aspect of the historic development of engineering skills or the scope of the activity undertaken by the civil engineering profession. The works chosen vary considerably and feature such well-known structures as Brunel's Royal Albert Bridge at Saltash, which could not possibly be excluded. Also included are many rather obscure sites, which, according to the authors, are typical examples of particular structural forms, distinctive uses of a material or of a construction technique, or other interesting engineering structure.

The text provided for each site is informative and interesting but unfortunately rather short. In many cases it only serves to whet the appetite and it might have been better to have covered fewer structures in greater detail. For example, the section on the Eddystone Lighthouse could have included an account of the fascinating attempts to build a lighthouse on this exposed piece of rock in the English Channel.

Nigel Oxley

Notes

The Carpenters Award

English Heritage is once again sponsoring a special category of the Carpenters Awards. The award is for conservation and repair of England's timber heritage and normally relates to work on the fabric or associated fittings of a listed building or of a scheduled ancient monument. Restoration may be included but extension or new build will not be relevant. The scale of the work will not be a significant criterion.

Work completed for its intended purpose in the period 1 April 1993–31 March 1995 is eligible. There may also be a Highly Commended presentation.

Nominations may be submitted by anyone associated with the work or the building, provided the permission of the owner has been obtained. All nominations should be made to the Carpenters Company by 30 May 1995.

Entry forms and details of the criteria of assessment from: English Heritage Customer Services, PO Box 9019, London W1A 0JA. Tel 0171 973 3434; fax 0171 973 3429.

Alasdair Glass

Director of Works Professional Services

Europa Nostra Diplomas

On 6 February Europa Nostra/IBA announced the 1994 winners of its annual awards for conservation and restoration. Among the winners were 12 diplomas awarded to the UK for the Urban Regeneration Scheme in Londonderry, N Ireland; Sutton House Community Scheme, London; the Old Royal Observatory, London; Peggs Barn, Whiteacre Heath near Coleshill; the Christie Building, University of Manchester; the Conservatory, Fernery and Stove House at Tatton Park, Knutsford; the Mansion House, London; the Geffye Museum, London; the Aberdulais Falls Water-Wheel and Power Generation Project, West Glamorgan, Wales; the General Accident Life Headquarters, York; the Royal Talbot Hotel and 3-5 Bath Street, Bristol; and Hawkstone Park, Weston-under-Redcastle, Shrewsbury. Application forms for the 1995 awards, sponsored by American Express Foundation, from: Europa Nostra Awards, 35 Lange Voorhout, 2514 EC The Hague, The Netherlands. Tel 31 70 3560333; fax 31 70 3617865. Closing date is 1 June 1995.

Oliver Torrey Fuller Award

The Architectural Conservation Branch, Research and Professional Services Division of English Heritage has won the Oliver Torrey Fuller Award of the Association for Preservation Technology (APT). The award is for the best technical report in the *APT Bulletin*, published in N America, and was presented in Seattle at APT's annual meeting in October 1994. Co-authored by Jeanne Marie Teutonico, Iain McCaig, Colin Burns and John Ashurst, the article reports on research investigating the factors affecting the properties of lime-based mortars, and indicates that current advice on mortar recipes in handbooks and guidelines may have to be altered.

Queen's Anniversary Prize

On 9 February Bournemouth University was awarded a Queen's Anniversary Prize for its achievements in the area of conservation science. The Buckingham Palace ceremony was followed by a celebration in the Guildhall, London. The award is in recognition of the university's achievements and contributions in solving complex scientific and practical problems associated with safeguarding the nation's heritage.

The interdisciplinary department of 50 staff, led by Professor Bryan Brown, combines new degree and diploma courses in conservation science, as well as carrying out extensive research and consultancy, including projects for English Heritage and for the National Trust.

Sponsorship incentives

A new scheme to encourage business sponsorship of heritage organisations was announced in February by Stephen Dorrell, Secretary of State for National Heritage. The present Business Sponsorship Incentive Scheme, which has given matching grants to arts organisations since 1984, has been transformed into the Pairing Scheme and begins on 1 April 1995 with a one-year pilot project for heritage organisations in the North of England. There are separate rules and application forms for the pilot project. The scheme will offer

matching grants on a pound-for-pound basis if the sponsor is a first-time sponsor of heritage projects; other ratios will apply for existing sponsors. The minimum matching grant for each sponsorship will be £1,000 and the maximum will be £35,000.

Details from: Association for Business Sponsorship of the Arts (ABSA): in London, tel 0171 378 8143; in Halifax (ABSA North), tel 01422 367 860.

Repairs in Lincoln

One of the oldest domestic buildings at Vicars' Court in Lincoln has had extensive repairs and renovations. The project for the Dean and Chapter of Lincoln Cathedral was headed by Mr David Glew, Architect and Surveyor, of Lincoln. Work began in 1989 with archaeological investigations by Lindsey Archaeological Services and studies of repair methods and costings. A photogrammetric survey was funded by English Heritage and the repairs and renovations were carried out mainly by local specialist firms, with a 70 per cent grant from English Heritage.

Georgian Group move

The Georgian Group, currently in cramped quarters at the top of a house in Spitalfields, moves to a spacious new HQ at 6 Fitzroy Square, London W1 at the end of June. The house was designed by Britain's most famous Georgian architect, Robert Adam.

New home for RCHME

The new London search room of the National Monuments Record, at 55 Blandford Street, London W1, was opened on 20 January 1995 by Dan Cruickshank of BBC TV's *One Foot in the Past*. The archive of more than 75,000 photographs and links to MONARCH, the National Monuments Record's database of architectural and archaeological information, were opened for public use on 23 January. The London office also houses the Survey of London, including the emergency recording team compiling a record of listed buildings in Greater London under threat of demolition or alteration.

Courses and conferences

University of East Anglia short courses

29 March: Managing conservation – the future of sensitive historic landscapes

3 May: Conservation areas and the community – appraisal and partnership

17 May: The historic house and its estate buildings – conservation and restoration

Details from: UEA Short Courses Development Office, tel 01603 593016

English Heritage seminar, Fort Brockhurst, Gosport

5 April: Visitor facilities and our cultural heritage. Details from: Sebastian Bulmer, 429 Oxford Street, London W1R 2HD, tel 0171 973 3821

National Trust symposium, Blickling Hall, Norfolk

4–6 September: Textiles in trust. Deals with materials in National Trust collections and include tours of Blickling Hall and Felbrigg. Details from: Ksynia Marko, tel 0263 733471 ext 244

4–6 October: ICOMOS UK (the International Council on Monuments and Sites) is holding an international conference in Bath examining the economic, environmental and educational implications of tourism on World Heritage Sites and historic cities. For information contact ICOMOS UK, 10 Barley Mow Passage, Chiswick, London W4 4PH, tel 0181 994 6477, fax 0181 747 8464.

Publications

Recording historic farm buildings, edited by Colum Giles and Susanna Wade Martins, Historic Farm Buildings Group, University of Reading, 1994. Eight papers and summing up

from a one-day conference at the University of York. Copies from Roy Brigden, Hon Sec, The Historic Farm Buildings Group, Rural History Centre, University of Reading, Box 229, Whiteknights, Reading RG6 2AG.

Appropriate uses for historic barns: supplementary planning guidance, by Miss D M H Rice, Director of Planning and Development, Reigate and Banstead Borough Council, 1994. Practical guidelines and much useful advice for owners and builders. From The Conservation Officer, The Planning Department, Castlefield Road, Reigate, Surrey RU2 0SH.

Ironwork and Stonework, Glasgow West Conservation Trust, 1993. Manuals with background information and practical advice. One deals with manufacture, installation and repair of ornamental cast iron; the other with decay of stone and recommended repair techniques. From Glasgow West Conservation Trust, 30 Cranworth Street, Hillhead, Glasgow G12 8AG.

New videos

The Architectural Conservation Branch has produced new videos about two of the most common problems faced in the maintenance of old buildings.

Framing opinions: looks at the history of sash windows and examines how they can be repaired or upgraded cheaply and simply.

Making the point: pointing brickwork the traditional way, has an outline of how to make lime mortar, and step-by-step guide to repointing an average brick wall.

Suitable for home owners, professionals, schools and colleges. About 30 minutes each, £11.95 per video. From: EH Postal Sales, PO Box 229, Northampton NN6 9RY. Tel 01604 781163; fax 01604 781714.

Memories locked in the wood

Painted wooden surfaces, from medieval altarpieces to native American totem poles, were the subject of a conservation conference in the US which revealed fascinating cultural histories embedded in the grain



The powerful four-storey-high pole carved by a member of the Alaskan Halda tribe in 1940 (below) reveals the continuing tradition of totem carving which conservation work seeks to encourage. Above, painted ceremonial building at Ketchikan, Alaska

In recent years there has been considerable growth in the study of paint and painted surfaces other than in the area of easel painting. Last November a conference, Painted Wood: History and Conservation, was held in Williamsburg, Virginia which covered painted wooden objects from native American totem poles through medieval altarpieces and whole churches, to English garden furniture and 'Wild West' stage coaches.

The approach covered both historical and technical conservation aspects. Although the bias was Eurocentric, a number of papers highlighted some fundamentally different cultural approaches. Most notable was Painted Memory, Painted Totems given by Andrew Todd of Vancouver. The history of the native Americans of the Pacific North-West has been mainly passed down orally, and cultural artefacts, such as totem poles, have been

considered renewable and simply been replaced when they crumbled with age. The concept of conserving them has never been considered. However, delicate conservation work carried out with the agreement of the tribal elders has revealed traditional colours and patterns which have enriched the cultural heritage and enlivened the continuous tradition of totem carving.

There was a fascinating paper by Luiz A C Souza and Cristina Avila of Brazil on the Baroque churches of a gold mining town, Minas Gerais, in the mountains north-east of Rio de Janeiro. It was surprising to see whole churches decorated in a Baroque Chinoiserie style carried out by local and Portuguese craftsmen, using Stalker and Parkers' 1688 treatise on Japanning, as well as other early 18th-century French and Jesuit influences – an astonishing mixture!

Wendy Cooper, of the Baltimore Museum of Art, made an appeal for 'enlightened collaboration' between the conservator and curator, who bring quite different methodologies to the subject. She commented on the evolution of conservation ethics: in the 1970s the trend had been to strip all later accretions and present objects 'as new' with careful, deceptive retouching; now conservators are much more aware of retaining and evaluating all traces of an object's history and are willing to accept not only losses and signs of wear, but also later alterations.

The presentations illustrated how these tenets can be applied with equal validity to the conservation of paint finishes on small objects at one level and on the exteriors of buildings at another. Wendy Samet observed that 'we now have the maturity to accept losses and let objects speak for themselves without intervention', and warned against excessive inpainting which can often look 'like a bad face-lift'.

Many papers presented technical details of analytical procedures which confirm that use of X-ray photography, the scanning electron-microscope and media analysis are now routine procedures in the investigation of decorative paint finishes, and later overpaint layers are now valued as they document changing tastes and trends. Sometimes the destruction of these layers is unavoidable but, while it may be valid to reveal an original scheme, the need to document the later overpaint layers was stressed.

The late 20th-century fashion for stripped pine has led to an appalling loss of painted furniture in the UK, and the same has been true of the simple refined lines of Shaker furniture, which was usually painted in accordance with a strict code of suitable colours – for example their beds were painted dark green. These painted surfaces were often stripped by the early collectors. It is only now that research and conservation have revealed the importance of colour. American carriages are also being researched. The sheer speed of change that took place in the first 20 years of this century saw the almost complete destruction of carriage building, though the tradition of coach painting and its allied craft of sign painting lasted longer. The door of an 1875 Concord Coach – of the same type as was used in John Ford's film *Stagecoach* – may have had as many as six primer coats, six filler coats, three colour coats, decorative painting or lettering and five varnish coats, on top of which the coach may have been repainted a number of times.

A splendid demonstration of how conservator and research may complement each other was given by a vast, 23ft-long.. horse-drawn 'barge', similar to a British omnibus, made by the Abbot-Downing Company. Built in 1880, painted with beautiful shaded lettering and scenes from paintings such as Landseer's 'Monarch of the Glen', it was obvious that this was no ordinary barge; research turned up the work diary of Abbot-Downing's principal ornamental painter and provided documentation for its origins.

Posters displayed at the conference offered a less formal means of presenting research and another focus for discussion. An English Heritage poster outlined our current research into the original decoration of the entrance hall at Kenwood House.

Treve Rosoman

Curator, Architectural Study Collection

Helen Hughes

Conservator