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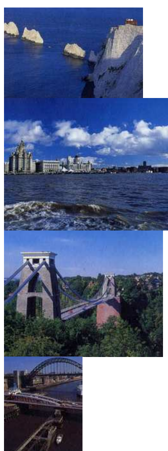
Onward with a stronger regional focus



Landmarks of the regions, which will benefit from the restructuring of English Heritage. This will create a stronger regional presence and greater accessibility

Pam Alexander, Chief Executive of English Heritage, explains the restructuring of English Heritage into nine regions which will correspond to the boundaries of the Government Offices for the Regions and the proposed Regional Development Agencies

The Government's regional policy is developing quickly. We have already seen proposals for Regional Development Agencies, a new elected authority for London and an integrated Department of the Environment, Transport and the Regions. English Heritage has long held this government's view that decision-making should be decentralised as far as possible to the regional and local levels. Our 211 successful conservation area partnerships, 31 London borough agreements and 130 local management agreements are evidence of this. But the new government's emerging priorities also provide us with a real challenge: to prove that 'heritage' is no backward-looking concept, but an essential part of our future, and that conservation-led regeneration is successful and sustainable regeneration. We need to take action if we are to ensure that conservation of the quality of the historic environment remains at the heart of planning decisions and regeneration projects across England.

Since arriving at English Heritage, I have been struck by the uniformity of view on the need for us to modernise our ways of working, to communicate more effectively across English

Heritage's many diverse activities, to reinforce the close working relationships we have developed locally by developing strategic partnerships at regional level and to promote and enhance our role as the only single body managing, advising government on and supporting the conservation of England's built heritage and ancient monuments.

English Heritage needs to be structured in a way that allows us to relate effectively to policy-making frameworks and to provide a clearly identifiable, integrated and easily accessible public face for all our customers and partners, nationally, regionally and locally.

So we propose to restructure English Heritage to bring our Conservation and Historic Properties departments together into a central policy-making core and to create an integrated regional structure with a stronger regional presence and greater accessibility.

We have already:

aligned the regional structures of our Conservation and Historic Properties departments with the boundaries of the Government Offices for the Regions and the proposed new Regional Development Agencies (RDAs)

appointed nine Regional Directors (see left) to act as the 'public face' of English Heritage who will represent the organisation, its aims and its work to all of our partners and clients of the nine RDA regions

This year we will be launching a programme to explain our new regional structure and to identify key people in each region who can help with inquiries about any of our activities.

We have set up a task force to look at how to move towards a fully integrated central and regional structure by mid 1999. It will identify in detail which decisions can be most effective if taken at local or regional level, and which services can best be provided in this way, while ensuring that our central services and policy frameworks maintain the leadership and high standards of excellence which are the result of the skills and experience of our committed staff and which justify our existence as an expert national body.

We will want to consult widely with our partners and other interested parties nationally and locally as we take our programme of change forward and as they too respond and adapt to the priorities and policies of the new government. English Heritage's underlying aim is to make sure that our partners, clients and the public benefit from the services we provide and that our work continues to ensure that England's rich and varied heritage is conserved and enhanced, not only for our benefit and education today but also for the benefit of future generations.

Pam Alexander

Chief Executive

The Regional Directors

Peter Bromley
North East

Mary King
NW and Merseyside

David Fraser
Yorkshire & Humber

Richard Halsey
Eastern

Rod Giddins
East Midlands

Martin Cherry
West Midlands

Kevin Brown
South West

Peter Mills
South East

Philip Davies
London

England's world heritage

To mark the 25th anniversary of the signing of the World Heritage Convention English Heritage hosted a celebratory conference in London last October at the Queen Elizabeth II Conference Centre, Westminster, chaired by Lord Renfrew of Kaimsthorn. Christopher Young reports

Sir Jocelyn Stevens and other delegates at the England's World Heritage Conference, hosted by English Heritage.

Last year, the World Heritage Convention, created by UNESCO in recognition of the increasing threat to the world's most significant cultural and natural sites and prompted by the international rescue of the Abu Simbel Temples in Egypt, was 25 years old. The Convention links together the concepts of nature conservation and the preservation of cultural sites, thus recognising that cultural identity is strongly linked to the natural environment in which it develops.

By joining the Convention, each national government recognises its duty to ensure the identification, protection, presentation and transmission to future generations of its natural and cultural heritage. Governments also accept the need to strengthen respect for the heritage among their peoples and recognise that this belongs to the whole world.

The Convention established a World Heritage Committee to oversee its implementation and created the World Heritage list of sites, whether natural or cultural, of outstanding universal value. The Committee is advised internationally by IUCN for natural sites and by ICOMOS and ICCROM on cultural matters and has a World Heritage Fund to help the member states. Sites are nominated by national governments and added to the list by the World Heritage Committee. At present there are 506 World Heritage Sites in 107 countries.

The international context

At the Conference, Bernd von Droste, Director of UNESCO's World Heritage Centre, set the international context in which the United Kingdom operated. He pointed out the need for a better balance between natural and cultural sites and a more representative spread of World Heritage Sites across the world. He stressed the importance of planned management of sites in times of increasing pressure, because of the rapid pace of global change. Threats came from man and nature. Major problems across the world in the 21st century would be climatic change, population migration and urbanisation, demographic growth and globalization. Regular monitoring of the sites was essential.

Mr von Droste described some of UNESCO's work internationally. Apart from supporting the World Heritage Committee, this included advisory work and emergency assistance, for example to Butrint in Albania. Training and awareness-raising were two other aspects. There was now a World Heritage web site: www.unesco.org/whc/welcome.htm. The World Heritage Centre was keenly interested in education and was working with English Heritage and the University of Newcastle on an international project.
Mr von Droste commended the efforts made in England to improve management and in particular the publication of the Management Plan for the Hadrian's Wall World Heritage Site, and the ICOMOS monitoring reports. He appealed to the UK to share its expertise with other countries and finished by saying that the World Heritage concept was a call for the respect and tolerance of everybody's heritage.
Herb Stovel, President of ICOMOS-Canada, described the Canadian World Heritage Sites and the management issues they faced. He said that the lessons for all countries were the importance of management planning through a clear focus on the values of the site and defined management principles. It was important that managers offered development guidelines and focused on risk-preparedness. He stressed the need for the involvement of local communities, and emphasised the positive aspect of the World Heritage concept as an opportunity to widen public appreciation of the heritage and their understanding of conservation.

The Government's view

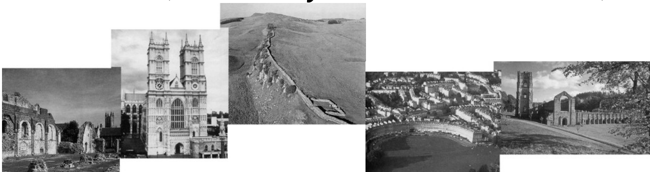
In his speech, Chris Smith, Secretary of State for Culture, Media and Sport, stressed the importance of World Heritage as a concept in an age of increasing internationalisation. The Government hoped that, by rejoining UNESCO, it would strengthen Britain's voice on heritage matters internationally. Mr Smith added that Britain's expertise in this area was second to none. He said there was room for more World Heritage Sites in Britain; he was arranging for the preparation of a new Tentative List of potential nominations (see p 6). He asked whether there should be more natural and industrial sites on the list and stressed that our approach must be realistic, recognising that hard and difficult choices would have to be made.
It was important that all of England's World Heritage Sites should be cared for in a way that is worthy of their significance and value. He said that the long-term protection and conservation of the World Heritage Sites had to be the overriding objective and that there was a clear need to balance access with sustainabílity. Achieving the right balance in practice went to the very heart of the management plan process. His department hoped, with English Heritage and ICOMOS, to make substantial progress on management plans over the next year, building on the success of the Hadrian's Wall plan and the work going on at Avebury, Ironbridge and Greenwich.
Of all the World Heritage Sites in England, he saw Stonehenge as the most problematic, with a long and depressing history of failed 'solutions'. The agreement with the Ministry of Defence over the use of the Larkhill site (see p 7) opened up new opportunities, which he would be taking forward.
He stressed the need for partnership and cooperation. Government could set the framework for conservation but successful management depended on local action. Here the role of the Local Authority World Heritage Forum was crucial since many management responsibilities fell to local councils. The need for involvement and initiative at local level was vital.

The role of English Heritage

Pam Alexander, Chief Executive, English Heritage, brought out the very different character of the English World Heritage Sites. Perhaps uniquely, English Heritage was involved with

all the sites. In seven cases it had direct management responsibilities. In the other four, English Heritage had given advice or grants.
She identified a number of themes common to them all. These were the conservation and management of their fabric, managing development pressures within and around them, boundary definition, and the management of visitors and traffic. In 1996, nearly 12 million people visited the English sites and it was important to manage these pressures without turning people away. Traffic was choking some of the sites. She also flagged up the importance of the local community which had to bear the costs as well as the benefits of living with a World Heritage Site. Their support in managing change effectively would only be gained if they were fully involved in the process.
Such involvement was crucial in the development of management plans for World Heritage Sites. The issues involved in managing a site were complex. Agendas conflicted: achieving a balance between the needs of conservation, threats and concern for the environment, the expectation of higher standards and easier access for visitors alongside dislike of visual intrusion, invasion of privacy and over-commercialisation, was difficult. Developing a management plan was one way of striving for that balance. The process of preparing the plans gave the opportunity to involve everybody concerned in a particular site and to build the necessary partnerships to achieve effective solutions and consensus. In the last resort, responsibility for effective management must rest with the owners and managers of the site or landscape in question. Management plans would now be needed for all new nominations before they went forward to the World Heritage Committee. In cases where English Heritage was directly involved in the management of a World Heritage Site, it would be happy to take forward the necessary work. In other cases, English Heritage could help with preparation of the nomination documents.
She stressed the need for partnerships. Solutions worked, where they did work, because people had made the effort to work together. English Heritage believed that management plans provided a crucial framework to get this process going. She would now like to see plans developed at all the sites to provide the framework for long-term partnerships. English Heritage was keen to play its part in showing the world that we can respond to the challenges presented by England's World Heritage.

Chris Smith, Secretary of State for Culture, Media and Sport



From left: St Augustine's Abbey; the Twin Towers of Westminster Abbey, (also inscribed but not shown, the Tower of St Margaret's Church and Clock Tower of the Palace of Westminster); Hadrian's Wall; Royal Crescent; Fountains Abbey

Case studies

The afternoon was devoted to case studies of five sites. Sir Norman Foster described the work of the 'World Squares for All' initiative to free the environs of the Westminster World Heritage Site from traffic. Christopher Young talked about the development of the management plan for Hadrian's Wall and the work in hand to implement that plan, while David Beeton described the initiative to protect and enhance the environment of the Tower of London. Councillor Philip Davis, Chair of the Local Authority World Heritage Forum, spoke about the ongoing development of the management plan for Ironbridge and how that had led to the formation of the Forum to provide a clearing house for local authorities

on issues concerning World Heritage Sites. This section ended with Mansell Jagger's description of the issues facing the Canterbury World Heritage Site and the need for an integrated approach to its management.
The problems facing the sites covered all the areas highlighted by Pam Alexander. Visitor and traffic management raised particular problems. All of the case studies illustrated the general themes highlighted in the morning session. The need for partnership was clear if sites were to be managed effectively. There was also a clear need for effective leadership to create and take forward such partnerships. Equally clear was the need to involve local communities as well as experts. Without such partnership little would be achieved. The cases studies did give hope for the future in demonstrating a number of ways in which effective partnerships could be generated.

Discussion

The conference closed with a discussion session that confirmed many of the points highlighted earlier in the day and raised some new points. World Heritage inscription was clearly a great opportunity to raise our sights on sites conservation, presentation and management. Despite the complexity of the issues involved there was the opportunity to reach new levels of competence as site managers. Equally clear was the need for basic research to understand the true significance of the sites as a basic tool of effective management.
Professor Stovel commented on the work of ICOMOS in Britain as one of the few examples worldwide of effective integration of the roles of non-governmental and government organisations, particularly in respect of its work on the monitoring of the sites.

The future agenda

Asked for his view at the end of the day, Bernd von Droste very effectively laid out an agenda for work in the coming years on World Heritage Sites in Britain. It was essential, he said, that the UK developed an effective strategy for the implementation of the World Heritage Convention over the next 10 to 15 years. Essential elements of this would be the review of the Tentative List, announced by the Secretary of State, and the completion and implementation of management plans for all sites, as had been advocated by Chris Smith and Pam Alexander. Particular issues he had noted during the day were site boundaries and long-term strategies for traffic and tourism management. He emphasised again the importance of consultation and involvement of the local population and called for a campaign to raise public awareness of the Convention and of the World Heritage Sites and their significance. Lastly he stressed the contribution that Britain could make to the rest of the world by making our expertise more widely available.

England's World Heritage Sites

City of Bath

Bath is unique on the World Heritage List in that the whole city is inscribed as a World Heritage Site. Its history falls into three distinct periods – Roman, medieval and Georgian, with its 18th-century Georgia architecture dominating. It is the most complete and elegant Georgian city in the United Kingdom, with nearly 5,000 listed buildings, including the Pump Rooms, Queens Square, the Circus and the Royal Crescent. The Romans were attracted to Bath because of the hot springs, which produce nearly 250,000 gallons of water daily, naturally heated to around 120. It continued to be a favourite spa resort in the medieval period and into the 18th and 19th centuries.
Date of Inscription: 11 December 1987

Blenheim Palace, Oxfordshire

Blenheim is a Baroque palace and park, named after the Battle of Blenheim, 1704, which was the first major victory for England in the War of the Spanish Succession. It was built on the orders of Queen Anne as a reward for the English general, John Churchill, Duke of Marlborough. The Palace also has strong historical connections with Winston Churchill who was born there in 1874 and is buried nearby in Bladon parish church. It was designed by Sir John Vanbrugh between 1705 and 1725 but Nicholas Hawksmoor also did some work on it. It is situated in a large park, which was landscaped by Capability Brown in the 1760s. It is the only World Heritage Site wholly in one private ownership.
Date of Inscription: 11 December 1987

Canterbury Cathedral and Precinct, St Augustine's Abbey and St Martin's Church, Kent

Known as the cradle of English Christianity, Canterbury Cathedral has been associated with the development of the Christian church in England from the 6th century and, with its numerous historical links, including the murder of St Thomas à Becket, has been a centre of pilgrimage for centuries. The early Christian missionaries, led by St Augustine, were sent to England by Pope Gregory in 597. St Augustine was allowed to worship in the old Roman church of St Martin's in Canterbury with the Frankish Queen Bertha, already a Christian and the wife of King Ethelbert of Kent, who had been targeted for conversion. St Augustine, who became the first Archbishop of Canterbury, founded both the cathedral and the abbey that now bears his name. The abbey was the burial site of the Kentish kings. The earliest work in the cathedral belongs to Archbishop Lanfranc's church, begun after the Norman Conquest, but the east end dates from the late 12th century and the nave mostly from the 14th century. It is one of the most impressive of the English cathedrals.
Date of Inscription: 9 December 1988

Durham Cathedral & Castle, Co Durham

The Cathedral of Christ and the Blessed Virgin Mary was originally built to house the remains of the Saxon saint, Cuthbert. It also housed the bones of the Venerable Bede, known as the first English historian. Their tombs can still be seen in the present cathedral, which was begun in 1093, essentially as a symbol of the power of the new rulers following the Norman Conquest. The castle, built by the Normans in 1072 on the instruction of King William I, was designed as a fortified residence for the Bishop of Durham, who was the king's representative and the religious and military authority in the region. The castle became part of Durham University in the 19th century. The castle and cathedral, both Grade I listed, are spectacularly situated on a high sandstone outcrop surrounded by the River Wear. Together they form one of the finest architectural groupings in Europe.
Date of Inscription: 28 November 1986

Fountains Abbey and Studley Royal Park, Yorkshire

The greatest of the English medieval Cistercian abbeys, Fountains Abbey, was founded in 1132 and dissolved by Henry VIII in 1539. The ruins lie within Studley Royal Park, laid out between 1716 and 1781, which remains virtually unchanged and therefore one of very few complete examples of an early formal 18th-century English garden. It includes a deer park, artificial lakes, ponds and cascades, numerous statues, Neo-classical temples and other garden monuments set within a wooded landscape, which was focused on the ruins of the abbey itself.
Date of Inscription: 28 November 1986

Hadrian’s Wall, Northumberland, Cumbria, Tyne and Wear

Hadrian’s Wall extends 73 miles from Wallsend in the east to Bowness on Solway in the west, with further defences down the Cumbrian coast. Set for the most part in spectacular landscape, it is the most complex and best preserved of all the frontier works of the Roman Empire. Constructed on the orders of the Emperor Hadrian in AD 122, it was probably more than five metres high. There was a small milecastle or fort every Roman mile, and between each pair of milecastles were two turrets. Along the Wall were 16 larger forts. Running behind it was a massive ditch, flanked by a bank, now known as the Vallum, which probably marked the edge of the Wall zone. Behind the Wall were the Roman towns of Carlisle and Corbridge.
Date of Inscription: 11 December 1987

Ironbridge Gorge, Shropshire

The gorge of the River Severn and the valleys of Coalbrooke and Hay Brooke were the birthplace of the Industrial Revolution and together became the myst important industrial centre in the world in the late 18th century. Some of the earliest examples of purpose-built industrial buildings, furnaces and smelters were constructed here. Coalbrookdale contains the furnace in which iron was first smelted with coke and is where the world’s first iron bridge was cast by Abraham Darby. This was erected across the River Severn in 1779 at Ironbridge. On the adjacent hills are many cottages of earlier periods and the traces of primitive railways, now used as pathways. The area also contains Coalport, a new town of the 1790s, where the buildings of the celebrated china works are situated.
Date of Inscription: 28 November 1986

Stonehenge and Avebury, Wiltshire

These two sites include some of the most impressive prehistoric monuments in the world. Those at Avebury include the main stone circle and massive bank and ditch partially surrounding the later village, a long line of stones known as West Kennet Avenue, Silbury Hill (the largest artificial prehistoric mound in northern Europe) and numerous Neolithic and Bronze Age burial mounds. The Stonehenge landscape (30km south of Avebury) also contains many Neolithic and Bronze Age burial mounds and the remains of two parallel earthen banks known as the Cursus. Stonehenge itself, with its circle of sarsen upright stones, interlocking sarsen lintels and surrounding arrangement of smaller bluestones, is unique.
Date of Inscription: 28 November 1986

Tower of London Royal Palace and Fortress, London

The Tower of London was established by William the Conqueror, shortly after the Norman Conquest, to control the city of London. Although most of the present buildings are of later date, the massive White Tower was started in 1078 and formed the heart of the complex, surrounded by a relatively small courtyard formed from the Roman city walls on its south and east sides. It was probably the first square keep in the country. The basic outlines of the Tower have changed relatively little but the buildings have been altered, replaced and added to in every century. It has been at the centre of English history more frequently than any other single site except Westminister. It has been a palace, prison and military stronghold, has housed the Royal Mint and continues to house the Crown Jewels.
Date of Inscription: 9 December 1988

Palace of Westminister, Westminister Abbey and St Margaret's Church, London

Westminister Abbey was originally built by Edward the Confessor (1042–1066) but was extensively rebuilt by Henry III between 1245 and 1269. The abbey church is particularly associated with the coronations of the English monarchs. The Palace of Westminister, the birthplace of modern democratic government, was built as one of the main royal residences but has been the home of Parliament since the 16th century. It was almost entirely destroyed by fire in 1512 and 1834. Of the medieval buildings only Westminister Hall, one of the finest timber-roofed buildings in Europe, the Jewel Tower and St Stephen's Cloister remain. The present buildings mostly date from 1840–1867, when the site was rebuilt by Sir Charles Barry and Augustus Pugin. The chambers of the House of Lords and the House of Commons and Big Ben, with its 13-ton bell, are from this period. The House of Commons was damaged by German bombing in 1941; it was redesigned and rebuilt by Sir Giles Gilbert Scott. St Margaret's Church is the official church of the House of Commons.

Date of Inscription: 11 December 1987

Greenwich, London Borough of Greenwich

Greenwich has a major concentration of royal and naval buildings from the 17th and 18th centuries. The World Heritage Site includes the Royal Naval Hospital, the Queen's House and National Maritime Museum, the Old Royal Observatory and the Royal Park, as well as the adjacent planned town. Greenwich was considered and accepted for inscription by the World Heritage Committee in December, 1997.

England's World Heritage, by John Hedgecoe and David Souden, 1997, published by Collins and Brown Ltd and English Heritage, is available from English Heritage Postal Sales, PO Box 229, Northampton NN6 9RY (tel 01604 781163). Product code XE20021 (pb, £8.99) or XE20022 (hb, £12.99).

New nominations for World Heritage Sites

World Heritage Sites are placed on the World Heritage list by UNESCO: World Heritage Committee from nominations made by individual national governments. World Heritage Sites can be either natural (such as the Giant's Causeway) or cultural (for example, Blenheim Palace) or a mixture of both cultural and natural. The first step in the process is for each government to send UNESCO a 'Tentative List' of sites, which it may propose over a five- to ten-year period. Nominations are then put forward when they are ready. The whole process, if successful – from a nomination being received by UNESCO to inscription – takes at least 18 months and candidates are subject to rigorous examinations by the World Heritage Committee's specialist and expert international advisors, the International Council on Monuments and Sites (ICOMOS) for cultural sites, and The World Conservation Union (IUCN) for natural ones.

The last official Tentative List sent to UNESCO by the United Kingdom was in 1986. Many of the sites on it are now World Heritage Sites. Others have been rejected or deferred, and revision is long overdue.

At the Conference on England's World Heritage, held on 21 October 1997, Chris Smith announced that he intended to update the Tentative List in consultation with his colleagues in Scotland, Wales and Northern Ireland. For England, he has asked English Heritage to work with appropriate experts and with ICOMOS, IUCN, the Joint Nature Conservation Committee, the Countryside Commission and the Local Authority World Heritage Forum to draw up proposals for the new Tentative List. Work on this has now begun and will be completed by early spring.

Identification of candidates is a rigorous process. The World Heritage Convention states that World Heritage Sites must be of universal significance. Candidate sites must therefore be of outstanding importance not just nationally but in international terms and will need to be judged against similar sites in other countries. The total number of sites on the list is unlikely to exceed 20 if the review is, as it should be, realistic about the number of sites that can be successfully nominated. That total must also include any nominations from Scotland, Wales and Northern Ireland. Chris Smith placed particular emphasis on the need to examine the case for more representation of natural and industrial archaeological sites.
Apart from quality, there are also practical issues to consider in putting forward a site as a candidate for the Tentative List. Increasingly, the emphasis of both national and international bodies is that inscription of a World Heritage Site is not merely honorific but an incentive to provide proper management of a site so that the right balance is achieved between conservation access, the interests of the local community and economic benefit. By the time a nomination is ready to go forward there needs to be a Management Plan in place and an organisation or organisations ready to take on the role of manager and coordinator. All this requires the commitment of considerable resources.
The Committee will first identify themes and areas in which England has made outstanding contributions to the World's Heritage. Industrialisation will obviously be one of these. Another such theme, exemplified by the existing inscription of Stonehenge and Avebury, is the tradition of grand ceremonial monument-building of the third and second millennia BC. Once the themes are identified, it will be necessary to look for outstanding examples in each category, each of which will have universal significance. After that, we will have to select about a dozen English sites, including natural ones. Very few sites will actually be selected. This is due partly to the rigorous nature of the selection process and partly to the fact that we can only nominate a limited number of sites. However, by setting such high standards, we hope that the candidates eventually put forward will succeed and will demonstrate the outstanding contributions that the United Kindgom has made to the world's heritage.

Above, left to right: Iron Bridge; Greenwich; Norman Chapel, Durham Cathedral; White Tower, Tower of London; Italian Garden, Blenheim Palace

What matters and why

New plans for Stonehenge

English Heritage has long had the vision of ultimately removing all vestiges of the 20th-century from the vicinity of the stones at Stonehenge and returning the landscape to open chalk downland. Over the years several improvement schemes have been put forward, but none has come to fruition. All proposals have focused on moving the visitors' facilities away from the stones. Visitors could then walk to the stones or out into the landscape.
At the Conference on England's World Heritage, held in October 1997, Chris Smith announced a major breakthrough when he said that the Ministry of Defence (MoD) agreed that there were no overriding objections on security grounds to the possible access route to Larkhill currently being considered by English Heritage.
The Ministry of Defence also stated that it is prepared to make the necessary land available for the road. The new route would minimise the impact of traffic and visitors on the residents of Larkhill and it would cross land of minimal archaeological importance only.

This agreement opens up again the possibility of developing new and small-scale facilities for visitors at Larkhill. From this site, it is a relatively short walk to the stones themselves. Larkhill also provides one of the most spectacular viewpoints of Stonehenge rising against the horizon.

Both the Secretary of State and English Heritage recognise that this agreement is only the start of a new look at the Larkhill site. More public consultation and preparatory work is essential. This began with a visit by Chris Smith and Sir Jocelyn Stevens, Chairman of English Heritage, to the site on 17 November when they met those involved.

Christopher Young

World Heritage Sites Policy Coordinator, English Heritage

What matters and why

The distinctive quality of the South Downs, East Sussex, is not solely dependent on its unique characteristics, such as the Long Man of Wilmington. Its more common features – eg its flint building materials – also help define its character

A new way of thinking about sustainability and environmental capital is being developed at English Heritage, spearheaded by the Monuments Protection Team, the Planning Team and the Heads of Regions

Last year English Heritage published ‘Sustaining the historic environment: new perspectives on the future’ (*Conservation Bulletin* **32**, 16–17). At the heart of this document is the notion that we need to conserve and enhance the whole environment as a part of our cultural and social life. To do so requires us to adopt much longer time horizons than the current forward planning process envisages. It is argued that:

we should not only concentrate on the nationally ‘special sites’, but should also develop a much more sharply focused characterisation that allows the attributes and values of all parts of the historic environment to play a part in the modern world

we need to understand why particular sites and features are important to whom and why, especially at the much-neglected local level; this recognises that the values ascribed to the environment include personal perspectives

we need a comprehensive and integrated view of the environment

we need a responsive and undogmatic approach, which looks forward as well as back; which accommodates necessary change without diminution of environmental quality and which acknowledges the need to use and enjoy our historic resources

Above all, a sustainable approach requires a thorough understanding of the different aspects of the environment and of the options for their management. In addition, it requires

a more subtle response to possible change than just 'keeping' or 'losing'. Only in this way is it possible successfully to reconcile environmental conservation and enhancement with development, and to maximise the historic environment's contribution to regeneration and sustainability.

A new approach

In reflecting this thinking, we have been working with the Countryside Commission, English Nature and the Environment Agency to develop a coherent, fully integrated and defensible approach to the appreciation and evaluation of 'environmental capital'.

The notion of environmental capital has become widely used and influential despite the drawbacks of being so financially-centred. Likening the environment to something which consists of assets to provide a stream of benefits or services, so long as they themselves are not permanently or comprehensively depleted, conveys an important concept of sustainability which has, however, proved problematic in use. Environmental assets often do not fit neatly into the categories of 'critical' or 'constant' that have conventionally been used to distinguish different types of environmental capital and the values we place upon them. The addition of the notion of 'tradeable category' helps but does not succeed in overcoming the main problems. Furthermore, defining an asset as 'critical', 'constant' or 'tradeable' does not necessarily help in deciding how to manage it sensibly or sustainably.

The usefulness of the critical/constant/tradeable concept and the questions it raises can be illustrated by looking at an historic city, perhaps even one which has World Heritage Site status. Defining it as 'critical environmental capital' helps to convey how special it is and how crucial it is to manage it carefully. The special character of the historic city, however, depends on people continuing to live and work there, which, in turn, involves continual change to the historic fabric.

Managing any dynamic historic city requires distinguishing the kinds of change that might erode its character from those that provide economic benefits, either without causing harm, or by enhancing the character or appearance of the area through development, or by substituting a different form of appreciation or use. The characterisation might itself identify opportunity sites for enhancement or regeneration.

The term 'constant' is really too static to capture the idea of something which, though subject to continual change, still maintains its overall quality and character, and 'critical' incorrectly implies absolute protection, seemingly excluding even the possibility of change that would leave the special interest of the resource unaffected, or, in some cases, might even enhance its interest.

Problems with current categories of environmental capital

numerous approaches have been developed to define different types of environmental capital; there is no consistent objective basis for deciding which sort of capital a given thing is

there is a lack of integration between different environmental topics, so categories of environmental capital may differ widely between, say, buildings or monuments, archaeological deposits or townscape

the use of 'lines on the map' as ring-fencing to identify and protect areas of high environmental value does not help maintain the context necessary to keep the special status; it also brings the risk of neglecting the character and value of 'ordinary' areas, and perhaps even devalues some areas by pushing unsustainable development into them

there is a risk that the identification of special features, assets or areas, as wholly 'critical' or 'constant' environmental capital may block change rather than encourage those types of change that are consistent with sustainability

To try to answer these problems, CAG Consultants and Land Use Consultants have been working with the agencies to take the concept of environmental capital to the next stage. A

provisional guide, *What matters and why: environmental capital - a new approach*, has been produced, which builds on the ideas launched in Sustaining the Historic Environment, especially its emphasis on acting from a position of understanding developed in partnership with a wide range of interests, recognising the multiple ways in which we value the environment.

Environmental capital: what the new way of thinking offers

The new approach offers:

a consistent, systematic and transparent framework for assessing environmental capital across all environmental topics

comprehensive coverage of the environment, dealing with the common as well as the rare, recognising that it is the common that often characterises the local environment

equal applicability to all scales of planning and management, from the national to the local level

an approach that builds on existing methods of environmental characterisation

The basis of the new approach

The two key elements of the provisional guidance are:

1 Attributes/services - the definition of affordances

By focusing on environmental benefits or services, the approach recognises that a given feature or area may be valued because it can afford a range of different services or benefits. It also calls for features to be looked at in their wider context, and so it may be necessary, for instance, to look first at the overall character of a wider area, before attempting to assess the contribution of a particular feature to that special character.

For example, an urban churchyard may contain listed tombs, scheduled monuments or archaeological features. It might form part of the setting of a listed church, and, as an amenity open space or urban park with a number of trees subject to tree preservation orders, it might be valuable, not only for recreational purposes, but also for its positive contribution to the character or appearance of a conservation area, for the provision of particular habitats for important species of flora and fauna, and even for helping to improve air quality in the city centre. It also provides a focus for local identity, and often a community's main link with its history. By thinking of the full range of such attributes or services, it is possible to apply the same approach to all kinds of assets or features. The new approach therefore offers consistency across different environmental domains (eg cultural history and nature conservation), and integration between different environmental interests.

2 Evaluation framework – parallel applications

The suggested evaluation framework assesses how and why each benefit matters by asking five questions about each type of value simultaneously:

what attributes/services does the particular area, feature or asset offer, and at what scale (eg regional/ strategic, local, international, national) do they matter?

how important are the affordances at each scale (judged against a series of integrated criteria that can be applied equally to any environmental topic area)?

will there be enough of them (ie the affordances), in terms of quality or quantity or availability? For this purpose, it will be necessary to project the effects of current trends well beyond the time frame of a typical statutory development plan, and where decline is forecast, to initiate corrective action well before the threshold of unacceptable change is reached

what if substitutions are possible (ie can a loss be replaced with something that provides the same benefits), or something that offers alternative benefits?
what are the management implications for each attribute of a particular feature? Putting together the various management implications will produce a management profile and statement of the aims implied by sustainability for future management

Other benefits

In addition to providing a consistent and comprehensive approach with equal applicability to all scales of planning, the approach has other benefits.
First, it brings a wider, more subtle range of responses than the three-tier gradation of ‘critical’, ‘constant’ and ‘tradeable’. In this way it shows in more detail the possible positive and negative effects a given change will have and it can highlight areas where enhancement is desirable. It can also compare the attributes of a substituted resource with those of the original asset.
While previous evaluation systems have usually included rarity as a key criterion, the new approach expressly recognises that features should not have to be considered rare before they are deemed to be important. It is often the common things that are of greatest importance in defining the character of an area, such as flint building materials on the Chalk Downs or thatch in the river valleys of Hampshire.
Second, by separating how important an attribute is from whether it is substitutable, recognition is given to the fact that not everything that is non-substitutable is important, and vice versa. This is a particularly significant point in the historic environment where historic fabric is in itself always non-substitutable, although some parts of the historic environment will be more important than others. In the case of a listed building, for instance, even if it is of the most outstanding importance (eg listed Grade I), and it is ‘almost inconceivable that consent for demolition would ever be granted’ (PPG15 para 3.171, some change to the historic fabric could be acceptable while still maintaining the building’s overall special interest.
Third, by taking account of relevant trends, the evaluation framework addresses the concept of ‘enough’. Where trends show a recent rapid decline or where threats indicate decline in the future, the need for protection may be apparent by reference to a threshold marking the point at which the levels of activity or change approach the capacity of the environment to absorb or accommodate it.
The overall approach to environmental capital and its potential applications is described in much more detail in the *Provisional guide**. This report is only the first step and needs to be tested before being put into practice. The agencies are therefore looking for partners who would like to use the approach, for example as part of local plan preparation, a capacity study or in individual development control decisions. If you can offer a test-bed, please contact Michael Coupe on 0171 973 3854.

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Mosaicing the mosaic

*Stephen Trow's article in Conservation Bulletin, **30** (November 1996, 10–11) refers to the Photogrammetric Unit's involvement in conservation work at Brading Roman Villa on the Isle of Wight. Michael Clowes describes this work and looks at the latest survey techniques being investigated by English Heritage*

In 1994, when the site was flooded, the Photogrammetric Unit carried out a survey of the pavements at Brading Roman villa. The room containing the largest of four mosaic pavements had, in particular, suffered serious damage. The mosaic had begun to lift from its original mortar bedding and in some areas the tesserae had buckled by as much as 100 to 120mm.

In Room 12 (*c* 12x5m), 104 photographs at scale *c* 1:30 were taken with a Rollei 6006 camera and hand-held flash to form 80 black and white and colour stereo pairs. Where the tesserae had lifted it was necessary to work from suspended boarding to avoid further damage and the tiles were carefully dampened to enhance their colour before they were photographed. To provide a framework of precise three-dimensional control 120 targeted points on the floor were observed. Where it was not possible to position targets on the raised areas, points of detail were observed instead.

Traditional technique

To assist the conservators in their immediate damage assessments a black and white composite image was produced in the traditional way by making a mosaic of the pre-scaled prints, 'feathering' the edges before jointing them. Although invaluable for its initial purpose there was still considerable distortion and image mismatch, particularly in the very damaged areas of the floor where the buckling had occurred.

Digital image workstations

The Survey Team has been investigating the use of digital image workstations (DPW) as an aid in recording, and it was decided that a colour orthophotograph (an orthogonal projection which removes all image distortions due to camera tilt, changes in depth or relief) would produce the most true record of the plan of the floor.

The DPW uses digital images rather than the more traditional film images. Developed from military applications, these systems have primarily been used for mapping from aerial photography. The images are viewed on the workstation monitor using polarising or liquid crystal glasses, depending on the system used. The glasses enable the operator to view the imagery in 3D on the monitor screen; the 3D view is established by identifying common points in the stereomodel and the reading of any control points in the image.

Orthophoto generation

The orthophoto was produced using a Leica/Helava DPW running on a Sun platform, and viewed through polarising glasses. Production of the orthophoto involves four stages: scanning of the images, orientating the digital images, extracting the digital elevation model (DEM) and generating the orthophoto.

The original colour negatives were scanned with a Zeiss PS1 high resolution scanner. The Rollei images (56x56mm) were scanned at 22.5 micron resolution, producing files of *c* 25MB. After inputting the images, inner orientation was done to establish an image coordinate system. Relevant camera information – calibrated focal length, position of the principal point, fiducial coordinates, lens distortion – were read and the fiducial marks were digitised. This procedure also checks for image deformations. The exterior orientation was then carried out to establish the stereomodel, scaled and levelled to known control points.

To provide the relevant height/depth information for the orthophoto, a digital elevation model is required. The digital workstation can automatically generate the DEM by correlating the pixels, creating a grid spacing of 100mm between points. A digital orthophoto can then be generated.
From the original 104 images, 70 were selected for the orthophoto. To ensure that the floor was entirely covered, feature polygons were created for each image to determine the portion of the image to be used and establish where the images overlapped. The resulting image provides the conservators with a unique view of the floor and provides a precise record for further study.

photographing the mosaic in Room 12

establishing targeted point with the theodolite

the completed orthophoto of the Room 12 mosaic

Michael Clowes

Professional Services Survey Team

A clay roof over one's head

Plain clay tiles photographed at Lower Brockhampton, Bromyard, Hereford and Worcester

Local authority conservation officers were invited to the Building Centre in London in June to witness the launch of the Clay Roof Tile Council's 'Preserving the Nation's Roofscapes Campaign' and the opening of its travelling exhibition, 'Clay Fires the Imagination'. John Fidler reports

Spurred into action by the Department of the Environment's (DoE) Construction Sponsorship Directorate and its Roofing Industry Alliance initiative to foster greater competitiveness and value for money in the UK construction sector, the Clay Roof Tile Council has set up a modest marketing initiative that dovetails closely with English Heritage's 'Roofs of England' campaign to preserve local distinctiveness through the use of indigenous, local building materials.
We welcome the opportunity to stand shoulder-to-shoulder with the clay roof tile industry and the DoE to promote the preservation of the nation's roofscapes. Our two projects are very closely aligned. The Clay Roof Tile Council is helping to provide a platform for our work and the launch enabled us to renew a long-standing relationship with the Building Centre, Store Street, London to promote general quality in the built environment.

‘Clay Fi res the Imagination’, an exhibition opened on 19 June 1997, truly celebrates the nation’s clay tile roofing traditions and soundly underpins the Clay Roof Tile Council’s campaign, ‘Preserving the Nation’s Roofscape’, which recognises the need to preserve and enhance the nation’s rooftops. The event also marked the development of an exciting new collaboration between the private and public sectors. Joined in a common cause, we aim to promote the best use of traditional clay roofing products – an aspect of the building materials sector promotion that is being fostered by the DoE.
English Heritage cannot emphasize enough the importance of clay tile roofs to our landscape. From Somerset to the East Riding of Yorkshire, from Kent to Staffordshire, tiles of an infinite number of shapes and sizes, colours and textures have adorned the countryside. In their millions, they still contribute towards establishing our sense of place: the cherished and familiar view – the vernacular foot print of many parts of the British Isles.

Historical interest

Clay roof tiles have played a significant role in the historical development of architecture. The Romans were the first to make and use fired clay tile roofing in this country: museum collections now bear witness to their widespread employment of these materials. In the medieval period, the revival of the craft took place first along the eastern seaboard and provided a strong, fire-proof alternative to thatching. In 1212, King John issued building by-laws for London to eliminate combustible roof coverings and replace them with tiles. Since that time, the material has never been out of production.
History is embodied in every tile. In the 13th century, roof tiles cost about three shillings per 1000! Plain clay tiles are still based on dimensions (101/2 x 61/4 x 5/8 inches) standardised by Edward IV in 1477. There are countless regional variations, including single and double cambered tiles, tapered and straight peg holes, and a host of ancillary bonnet tiles, ridges and valleys. Seventeenth- and 18th-century peg tiles were supplemented by 19th-century nib designs – but the latter were not a Victorian invention as the Romans had pioneered the technique centuries before.
English pantiles follow precedents in the Netherlands (and Dutch contacts with Humberside, East Anglia and Bridgwater in Somerset) with designs dating back to 1636. But the first large-scale English pantile factory appears to have been built at Tilbury in 1701, surprisingly founded by the writer Daniel Defoe to provide roofing for the incoming Hugenot refugees to Spitalfields in London. The dimensions of pantiles (131/2 x 91/2 inches) were standardized by Act of Parliament in the reign of George I.

Indigenous form of building

Clay tiles are among the most beautiful of roofing materials: a marvellous and understated legacy from the past that continues to echo generations of craftsmens’ skills in fashioning rich and characterful roofscapes out of common clay. By the 18th century, tiles had become the standard roof covering for many areas of the country where there was an abundant local supply of suitable raw materials, a source of fuel and a thriving craft tradition. The production of clay tiles began as a small-scale industry, with many districts having one supply source. Gradually, roofers developed their own construction detailing (without the help of architects) and distinctive methods of laying roofs that provided their neighbourhoods with a recognisable local appearance: an indigenous form of building. In the 19th century, the process of industrialisation and improvements to the national transportation network led to a more widespread use of machine-made, but still distinctive, clay roof claddings that today also form part of the cherished and familiar local scene.

Threats to environmental quality

In *Conservation Bulletin* **32**, Judy Hawkins and Susan Macdonald wrote about the focus of our ‘Roofs of England’ campaign, which to date has centred on fissile stone slates or tile

stones. But the same arguments can be deployed on behalf of clay roof tiles. Tile roofs are now vanishing before our eyes. Some are coming to the end of their useful life: affected by centuries of exposure to frost and acid rain. Others are being gradually ruined by neglect – by inadequate maintenance or unsuitable repairs. And when the time comes for replacements, owners of historic buildings are faced with a bewildering array of alternative roof coverings, facsimiles and look-alike claddings, some of them temptingly available for a cheaper price.

Besides indigenous hand-made and machine-made clay products, specifiers and builders can also now choose foreign imports and substitute materials, but which may bear only a very superficial resemblance to the original historic components. In English Heritage's opinion, the character and appearance of towns and villages across the country are thus being diluted: by a lack of attention to material details, by the absence of appreciation for the underlying vernacular appearance of the local environment and by a fixation in roofing work with initial costs, not a true value-for-money assessment of costs-in-use.

Without greater client awareness of the qualitative issues in roofing for new developments and refurbishment, without improved technical knowledge among designers and specifiers, and without improved craftsmanship and service from roofers, the standards of roofing and the character and appearance of our historic towns and villages will inexorably decline.

Furthermore, planning authorities seem somewhat confused about the extremely wide choice of products available and what might, or might not, constitute a match in colour, texture and finish so far as planning permission and listed building consent are concerned.

In some areas, the conservation work is buoyed up by architectural salvage that might undermine indigenous, traditional production of new tiles in the longer term. And unlisted field barn roofs continue to disappear to feed this demand.

Campaign agenda

There is a very clear need to make the public aware of the issues involved. English Heritage hopes that the Clay Roof Tile Council and its membership (and the numerous small tileries, that for whatever reason have excluded themselves from the trade association) can work together on this campaign, 'Preserving the Nation's Roofscapes', to educate and inform, to stimulate and excite, to challenge and even confront the three evils of this subject – ignorance, apathy and obduracy – wherever they may be found.

An indirect campaign aim, of course, is to revitalise the clay roof tile industry before all the important local character of our towns and villages is lost from sight under unsuitable substitutes and foreign imports of inappropriate appearance. As a nation we must surely place a very high value on protecting the genuine article. This echoes similar interests with the Campaign for Real Ale (CAMRA).

Fifteen years ago it was extremely difficult to procure new clay pantiles in London to match existing 18th-century materials. Now, several companies offer a national supply, tailoring profiles, colours and textures to match originals almost exactly. From a time when products were limited in scope and quantities, we have moved to a position where practically anything is possible. But there are dangers here which must be passed on to the clay tile industry.

Just as with the broadening of appeal for, and sales of, real ales across the country, with big breweries cloning regional beers for national consumption, there is, ironically, a risk of emasculating the authentic appearance of certain clay tile products (because of the manufacturing efficiencies now possible with modern precision ceramic engineering) and of homogenising distinctly regional variations in appearance through unfocused marketing.

Industry is aware of these concerns. Ill-informed demand from developers, specifiers and contractors and a lack of vigilance by planning authorities also make a significant contribution to this problem. But we can all work together to resolve the issue and, as one

of the *real* real ale breweries' advertising slogans has it 'take pride' in the wide choice of, and regional variations in, clay tiles.
Campaigns such as this, on clay tile roofing, are not based on romanticism: good conservation practice makes economic sense. English Heritage recognises that to be effective, building conservation must be integrated with the social, economic, cultural and environmental development of the country. Conservation is all about understanding what makes buildings and areas distinctive, and determining what balanced package of affordable measures may be needed, now and in the future to manage change, in order to preserve their special qualities. Supporting distinctive regional styles of roofing supports local businesses and local employment. Technical efficiencies need not supplant craft skills: they can be harnessed together to a common cause to produce durable, sustainable materials.

The way ahead

English Heritage has been steadfast in its support for clay tile roofing. We have long recommended that facsimile materials should not be used on historic buildings. Through our own 'Roofs of England' campaign, we are also informing local authorities, industry and the public about aligned initiatives – such as the Clay Roof Tile Council's 'Preserving the Nation's Roofscapes', to make everyone aware of the issues involved. Local planning authorities are also being encouraged to review and revise their roofing guidance documents for the owners of historic buildings and professionals involved in repair work.
In the training sphere, we hope to contribute in future to the work of the Roofing Industry Alliance with a view to establishing modules within the National Vocational Qualification system for higher standards of roofing installation and repair. We already provide lectures for architects, planners and surveyors on standards of good practice in clay tile roofing design and specification. These standards are also taught in a number of postgraduate building conservation courses around the country.
English Heritage hopes that those living in areas that have a distinctive clay tile roofing tradition will join in our crusade: to preserve and enhance distinctive local roofing landscapes; to stimulate local economies; and to restore a sense of pride in a traditional craft by supporting the clay tile roofing industry in their respective areas.

Plain clay tiles at Lower Brockhampton, Bromyard, Hereford and Worcester

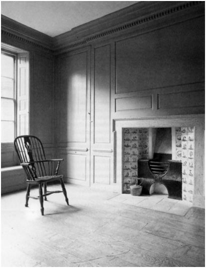
Plain clay tiles on Cressing Temple Barns, Cressing, Essex

John Fidler

Head of Architectural Conservation

Guidelines for defining architectural fragments

Architectural fragments are immensely useful in the study of buildings. Collections of them have been assembled for this purpose and for teaching aids. Treve Rosoman reports on a seminar which debated current management practice



Row 111, Great Yarmouth, where architectural fittings are displayed.

Many architects, and others interested in buildings, collect architectural fragments, either as mementoes or as possible, future teaching aids.

In England there are four permanent displays of such fragments: the Brooking Collection at the Dartford campus of Greenwich University (famous for its window sections), the Building of Bath Museum in the converted Countess of Huntingdon's Chapel, and two English Heritage displays – one in the houses on Row 111, Great Yarmouth, Norfolk, and one in the Architectural Study Collection at Ranger's House, Blackheath, London.* These exhibitions are quite different from open-air museums of building, such as the Weald and Downland Museum, Sussex. Architectural fragments allow us to study details of buildings which are usually obscured or concealed in a complete building.

In the USA there has been a growing interest in the didactic use of such fragments. The National Park Service (NPS) – a US Government organisation similar in some respects to English Heritage – carried out a nation-wide survey in 1994 to establish how many collections of architectural fragments there were. As many as 170 were discovered. Although some 50% were very small, there were others of great importance, such as the NPS collection of early Philadelphia buildings. The results of the survey were published as *Second lives: a survey of architectural artifact collections in the US* by Emogene Bevitt, 1994, (ISBN 0 16 045205 8).

As a result of the work on English Heritage's Architectural Study Collection I was invited to speak at the Seminar on Current Collections Management Practices for Architectural Fragments, in Williamsburg, Virginia, in September 1995. The seminar was sponsored by the NPS, the Association for Preservation Technology International, the Center for Historic Preservation at Mid-Tennessee State University and the Colonial Williamsburg Foundation. Two days of discussion between curators from all over the USA, plus the author providing an international aspect, produced the set of guiding resolutions printed right.

Much time was spent on definitions, such as what, precisely, is an architectural fragment (any part of a structure removed from a building) and, if indeed, the word fragment was appropriate (object and artefact were among the terms considered). The resolutions comprise a useful set of guidelines (see right) based on the practical experience collectors all of whom present had at one time or another even scavenged skips or dumps, and were fully aware of the problems of caring for objects made from different materials and the varied requirements of storage and display.

Americans have given great thought to these problems but have, pro rata, fewer displays than in the UK. Two major institutions on the East Coast, the Society for the Preservation of New England Antiquities of Boston, MA and the Peabody-Essex Museum of Salem, MA, have looked at English Heritage's display with a view to putting up similar exhibitions. From a European point of view it would be an exciting project if English Heritage could instigate a survey comparable to that done by the NPS.

Treve Rosoman

Assistant Curator, Architectural Study Collections

* Ranger's House, Blackheath, close to the A2 and Blackheath railway station; free parking. Open daily, l0am–6pm in summer, 10–4 Wed to Sun in winter

Complete and silhouette baluster, c *1720, from a closed string staircase to the second floor of 17 Duke Street, St James's, London: record photograph, including accession number and scales; numbers made from one-inch square card; marking system on the reverse of the baluster*

The Williamsburg resolutions on architectural fragments

1 In recognition of the preference for *in situ* preservation of historic structures, architectural fragments should not be removed if such removal will adversely impact on the structure's integrity.
2 When architectural fragments are removed from structures, thorough documentation should accurately and permanently record the historic context of the fragments within the structure.
3 Architectural fragments and their associated documentation should be collected, organised, stored, maintained and conserved in accordance with established professional collections management practices of the museum and historic preservation communities.
4 Institutions should adopt a standardized nomenclature system for cataloguing purposes which will allow effective sharing of collection information.
5 Institutions which hold collections of architectural fragments have an obligation to share information about those objects through research, exhibits and other educational programmes.
6 Analysis, research, exhibition, interpretation and other uses of architectural fragments should be planned and conducted so as to maintain the integrity of those objects and their associated documentation.
7 Architectural fragments should be used in a manner consistent with national and international standards for the stewardship of historic properties.

Conservation area controls after Shimizu

*In July, Jill Kerr reported on the publication of DETR Circular 14/97 (Conservation Bulletin **32**), which includes the government's view of the consequences of the decision in Shimizu (UK) Ltd v Westminster City Council for listed building and conservation area control, the subject of a separate article by Howard Carter in the same issue. Here Paul Drury, Howard Carter and Michael Coupe bring the story up to date*

The DETR Circular 14/97 amended the ministerial directions relating to listed building procedures and substantially returned the situation to the *status quo ante*. However, change to primary legislation would be necessary to achieve the same objective for conservation area controls. As a result of the judgement, the word 'building' in the Planning (Listed Buildings and Conservation Areas) Act 1990 can no longer be interpreted as including 'part of a building'. Therefore, conservation area consent is required only for the total or substantial demolition of an unlisted building in a conservation area. Thus conservation area consent cannot be used to control alterations, involving partial demolition, of unlisted buildings in conservation areas. Planning permission is still required for alterations involving a material change in the external appearance of any building, unless such change is permitted development under the General Permitted Development Order.

Scope of the decision

The judgement has concentrated attention on the major problem in the management of conservation areas, which is the lack of a straightforward means of discouraging the erosion of the character of unlisted buildings that make a positive contribution to the character and appearance of the area.

Superficially a return to the *status quo ante* seems attractive. It would require a simple legislative amendment unequivocally to extend the definition of a 'building' to include 'part of a building' and so reinstate specific control over partial as well as total demolition. But the use of a power to control *demolition*, as a means of controlling *alteration* is problematic because it can be difficult to distinguish between partial demolition and alteration.

Alternatives

As an alternative, the scope of conservation area consent could be extended (again by legislative change) to encompass any alteration affecting the building in a conservation area. Although simple and clear, it would produce a detailed level of control, almost equivalent to listing, over the exteriors of all such buildings, regardless of the extent to which they contribute to the character of the area. Given the increased burden that would be imposed both on owners and planning authorities, such an approach seems unlikely to attract general support.

A third option, which English Heritage favours, is to rely on controlling work that materially affects the external appearance of a building through planning controls. Planning permission is required for any material alteration to the external appearance of any building (including partial demolition), but its value in controlling change in conservation areas is made uncertain by the scope for differing interpretation of what is material, and limited by permitted development rights, particularly in respect of single family dwelling houses.

Interpretations

The interpretation of what is 'material' was recently considered by the courts in Burroughs Day v Bristol City Council. It was held that to be 'material', an alteration must be more than a *de facto* change to the external surface – it must affect the way in which the exterior of the building is seen by an observer outside it, and it must be more than *de minimis*. A less satisfactory aspect of the judgement was, in effect, the substitution of a test of materiality for one of damage in discussion about the effect of replacement windows.

For general planning controls to be effective in controlling change at a sufficiently fine grain to protect the character or appearance of conservation areas, it would be desirable to expand or gloss the definition of 'material' to make clear that it includes any alteration to the external appearance of a building that would affect its contribution to the character or appearance of a conservation area, ie to the special architectural or historic interest that warranted its designation. This test would automatically bite less drastically on minor alterations to modern or other buildings, which made no contribution, or a negative contribution, but would avoid the subjective test of damage, which appears to have arisen in the Burroughs Day case.

Another issue is whether control of change in conservation areas through the specific definition of materiality could prevent the unnecessary loss ('demolition') of historic fabric rather than its replacement in facsimile. Judgement as to degree would certainly be important, but it would be hard to argue that in the case of traditional buildings, loss of significant historic fabric did not materially (and detrimentally) affect character, even if the effects on appearance were less marked. In the case of modern movement buildings the reverse could be true: patch repairs rather than more extensive replacement could materially and detrimentally affect character.

In the Wirksworth case, unsuccessfully challenged in the courts by English Heritage, a householder appealed against a refusal of planning permission for the installation of a non-traditional front door in an unlisted building in a conservation area. Planning permission was granted on appeal by the Inspector on the basis that similar elements had already been introduced into the conservation area as a whole, which appeared to contradict the purpose and question the effectiveness of the Article 4 Direction in force.

To be effective, having established that a building makes a positive contribution to the character or appearance of a conservation area, a test of 'materiality' would have to apply to any feature of the building that contributes to the character of the area. The existence of a positive scheme of enhancement, intended to reverse damaging change, would also be relevant.

Extent of rights

The extent of permitted development rights in conservation areas is essentially a matter of policy, rather than the effectiveness of the procedures. It has long been evident that really effective management of residential conservation areas depends upon permitted development rights being curbed, or limited to those that, individually or cumulatively, would have minimal effect on the character or appearance of the area concerned. This would include some provisions relating to privatised utilities or highways works, as well as to private householders.

The limitation of permitted development rights could be defined, and tested through public consultation. They could be part of an integrated process for designation, appraisal and the establishment of a scheme for the preservation and enhancement of conservation areas, and might reasonably be mandatory for new designations. Targets might also be set for the systematic review, along similar lines, of existing designations, leading in some instances to the de-designation of areas where the special interest has been seriously degraded since initial designation. Subsequent review of control and enhancement policy could reasonably follow the local plan review cycle.

Resource implications

There are clearly significant resource implications in establishing such close links between designation, management strategies and the limitation of permitted development rights necessary to achieve them. We believe that, 30 years after the introduction of the concept of conservation areas, it is time for the government to review the objectives and effectiveness of conservation area controls. Further, if it is accepted that the most effective means of giving local authorities the power to limit damage to character and appearance is within the general framework of planning control, then the objective could be substantially achieved through secondary legislation and policy guidance, rather than through a separate regime of legislative control. By the same token, in the long term, there would appear to be little logic in retaining specific control of total or substantial demolition through Conservation Area Consent, rather than bringing that, too, under general planning control. Conservation area powers would then be wholly within land use planning controls, and thus all relevant policy guidance could legitimately be included in statutory development plans.

We believe that public opinion remains in favour of conserving and enhancing the local scene. Conservation area designation continues to be the principal means by which local authorities safeguard the distinctiveness and environmental quality of their historic centres. The Shimizu judgement presents a timely opportunity to re-assess the role of conservation areas and to consider how they can be made even more effective.

Paul Drury,

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Howard Carter

Acting Legal Director

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Head of Planning

Conserving collections: putting the issues in focus

English Heritage held a Conservation Symposium at West Dean College, Sussex, last June to help conservators to focus on current issues in the conservation of collections. Laura Drysdale reports

Delegates at the English Heritage/West Dean College Conservation Symposium: studio tour, June 1997

English Heritage's conservation responsibilities extend from buildings to archaeology to collections, and this breadth of concern and skill puts us in the unique position of being able to interface between all three aspects. To help us focus on current issues in collections conservation and to highlight our philosophical and practical links with conservation in its wider context we brought together 21 participants – inspectors, architects, curators, archaeologists and conservators – from English Heritage and Historic Royal Palaces in a three-day symposium at West Dean College last June.

A common theme emerged from the presentations. We are seeing a shift from control to management, and an acceptance that there are no absolute standards, that decisions have to be made on the basis of relative risk, and that conservation has to be practised in context, whether it be corporate or physical. This makes a conservator's life much more interesting, and it empowers their clients, curators, architects and archaeologists, because no one can claim to be the oracle of conservation truth when the 'right' answer is so variable.

Dr Nigel Blades of the School of Environmental Sciences UEA described the limitations of pollution monitoring as a factor in estimating risk, because there is insufficient information on safe concentrations of pollutants, and because sampling has to be specific to individual pollutants. Current research on the environment of the Sainsbury Centre shows that internal and external concentrations are similar, and that it is in showcases that damaging levels of pollutants are significantly reduced.

David Pinneger, an entomologist and pest control consultant, focused on practical steps to prevent pest infestation. Pest traps laid at West Dean revealed surprisingly little activity, but there was compensation in microscopic examination of living bugs. West Dean College has a 'unique selling point' in that the courses take place in a historic house. Dr David Leigh, principal of the college, observed that this placed particular strain on the relationship between preservation and access.

Derek Pullen, head of Sculpture Conservation at the Tate Gallery, illustrated the role of conservators as anticipators, for example in assessing, before possible acquisition, the long-term maintenance implications of a Damian Hurst sheep work (in which case the trustees decided not to buy it), or in moderating the impact of the massive steel blocks of a Richard Serra installation on a Grade I listed building. The Museums and Galleries Commission is soon to publish a 'Cost benefit appraisal' model developed by May Cassar, their environmental adviser. One of the case studies in this report is on the conservation of a pair of Kentian tables, which were bought for Chiswick House in 1996. She described how the model requires a group of stakeholders to reach consensus in relating corporate objectives to the case in hand.

Dr Jonathan Ashley Smith, keeper of conservation, Victoria and Albert Museum, expounded on the relative risk of his three favourite topics: rock music, driving fast and alcohol. He appears personally to have accepted the 0.01% drop in value that he calculates is an acceptable level of risk, and contends that risk is relative, that there are no absolute standards that can be applied, and that insufficient data to support an epidemiological approach. Dr Ashley Smith's decision tree will be published later this year.

Dr Anna Bennett, a consultant conservator who was responsible for managing the artefact conservation contracts at Uppark, pursued a rigorous commissioning process where advisers were explicitly separated from tenderers and tightly written tender documents ensured negligible price differences. The Uppark theme continued with a presentation by Ian McLaren of The Conservation Practice, which organisation supplied the project architects, and a visit to the house itself conducted by Dr Bennet and Mr McLaren. The ethics and practice of the restoration were debated, especially whether there was a lack of consistency in approach, and whether the fire should continue to be a visible part of the presentation of the house.

David Howell, conservation scientist Historic Royal Palaces, used a magic light box to show how to minimise damage and maximise visual satisfaction by the intelligent manipulation of displays and lighting methods.

Dr Nigel Seeley, surveyor of conservation at the National Trust, demonstrated the forensic capacity of conservation, where often quite serendipitous examination produces vital information about objects.

Alan Cummings, course director of the RCA/V&A Conservation Course, rounded off the course by enumerating the impossibly diverse qualities needed in 'the perfect conservator'. The course evaluations were very positive, both from participants and speakers, and we shall certainly run similar exercises for professional staff again.

Laura Drysdale

Conservation, Head of Collections

Archaeology in local government

With English Heritage support, the Association of Local Government Archaeological Officers has recently completed a survey of its members to assess the current state of archaeological services in local authorities in England. Simon Timms reports

Tim Williams reported in the July issue of *Conservation Bulletin* (**32**, 8–9) on how the 1990s has been a period of major change for archaeology in England. For archaeological services in local authorities many of the recent changes have been brought about by Local Government Reorganisation (LGR) as new unitary councils have been created and some county councils have had their boundaries reduced. National Park authorities have also been given independent status with a new statutory duty to protect the cultural heritage.

As a positive response to LGR, the Association of Local Government Archaeological Officers (ALGAO) was formed in May 1996 through the amalgamation of the Associations of County and of District Archaeological Officers. As one of its first tasks, ALGAO identified a need to obtain an update on the current state of archaeological services in local government so that emerging trends in levels of service provision can be monitored.
As a first step, ALGAO, with the support of English Heritage, commissioned a rapid overview through a survey of its members in spring 1997. The findings of this overview, as far as they relate to England, are set out in a joint ALGAO/English Heritage report, copies of which can be obtained from ALGAO's administrative officer*. The figures referring to the situation in spring 1997 are summarised as follows:

ALGAO membership

During its first year of existence, ALGAO accredited 78 members representing English local authorities: 35 English members represent county councils, 19 unitary authorities, 17 district councils and seven national park authorities.

Staffing levels

The English local authorities represented by the ALGAO membership employed 588 archaeological staff (expressed as Full Time Equivalents or FTEs). Of these, 232 FTEs (200 permanent, 32 temporary) were employed in curatorial duties (eg providing planning and conservation advice and maintaining Sites and Monuments Registers). The remaining 356 FTEs (224 permanent, 132 temporary) worked as contracting staff, largely funded through external sources (eg on field projects and excavations).
Overall staffing levels remained stable during 1996/97. The value of English Heritage's policy of pump-priming curatorial posts in local government is clearly shown by the 37% of survey responses stating that their local authority had received English Heritage grant-aid for the employment of curatorial staff in 1996/97.

Impact of local government reorganisation

As expected, the survey responses show that a significant number of local authorities represented through ALGAO are being directly affected by Local Government Reorganisation. The impact of LGR on their archaeological services was reported to be variable. Some ALGAO members reported a positive impact and others negative results. Overall the results for unitary authorities, district councils and national park authorities suggest a stable or improving situation, but reports from county councils present a less positive picture. Clearly, the LGR process will need to work its full course before the true impact of LGR can be clarified. Reduction in local government expenditure on archaeological services will also have a direct effect, as will expansion in service responsibilities (for example, specialist advice on the new Hedgerow Regulations under the Environment Act).

Government LGR advice on conservation

However cloudy the LGR picture currently remains, it is clear that the LGR Advice Note on Conservation Services issued by the Department of National Heritage in 1995 has a critical role to play not only for archaeological services but also for the whole sphere of local authority service provision for the historic environment.
A key stipulation in the 1995 Advice was that all local authorities involved in the LGR process are required to submit a Conservation Services Management Plan to the government within one year of LGR taking effect. It was subsequently confirmed that this requirement also extends to national park authorities.

Given the importance the government has attached to historic environment conservation in its 1995 LGR Advice Note, it is a cause for concern that, while 83% of responses to the ALGAO survey were aware of the Advice Note, only 9% reported that they were currently engaged in preparing the required Conservation Services Management Plan.

Conclusion

The 1997 survey prepared by ALGAO has allowed an initial overview of local government archaeological services in England to be drawn together, showing that, since the first local government archaeologists were appointed in the 1960s, a nationwide network of specialist staff has become established in local authorities. The changes brought by LGR are having a varying impact on these services. The Conservation Services Management Plans that local authorities have to submit to government will be a critical process for establishing adequate future levels of provision.

The next step is for ALGAO to discuss with English Heritage and other organisations a number of key issues. These are likely to include:

the need for all local authorities to ensure that they retain or have access to adequate archaeological services that meet ALGAO membership criteria

the need for the Department of Culture, Media and Sport to ensure that all local authorities affected by LGR prepare Conservation Services Management Plans in accordance with the government's 1995 LGR Advice

the need for ALGAO to draw up effective measures for regular and effective monitoring of local authority provision of archaeological services

the need for English Heritage to continue its policy of supporting the establishment of adequate curatorial posts in local authorities

Simon Timms

Former Chairman, ALGAO Planning and Legislation Sub-committee

* *Protecting our heritage: archaeology in local government in England 1997* is available from Caroline Ingle, ALGAO, Planning Dept, Essex County Council, County Hall, Chelmsford CM1 1LF

Wenselydale, part of the Yorkshire Dales National Park

BOOKS

Strong as steel

Appraisal of existing iron and steel structures*, by Michael Bussell, 1997, published by The Steel Construction Institute, £50*

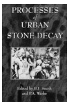
Not a great deal of written material exists to help structural engineers working in the field of conservation and refurbishment of existing buildings, particularly historic structures. This book goes a long way towards filling that gap so far as iron and steel structures are concerned. It is a scholarly but readable and useable piece of work, and one that the

practising engineer will be able to dip into frequently for reliable information on problems that have been encountered.
The differences between wrought iron, cast iron and steel are discussed, as are the topics of history and development of the use of these materials in buildings. Understanding these matters helps greatly in producing a structural solution that is sympathetic to the historic fabric. Sections of the book are devoted to the properties of the materials and there is a chapter on the assessment of the structural adequacy of buildings constructed from iron and steel or which contain elements manufactured in these materials. The philosophy of repair techniques is discussed and ideas are put forward for minimal intervention when strengthening is required. Chapters on fire protection and corrosion protection are included, as is a list of references.
This book is a very useful collation of material drawn from various sources and is interspersed with philosophical discussions on analysis, decay and other structural problems. Michael Bussell is to be congratulated on producing a very useful reference book, which will, I suspect, get a considerable amount of use by engineers concerned with such matters.

Ian Hume

Chief Engineer, Conservation Engineering Team

Crumbling stone



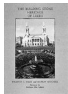
Processes of Urban Stone Decay: proceedings of the SWAPNET Conference, Belfast 19–20th May 1995*, edited by BJ Smith and PA Warke, 1996, published by Donhead, £35*

This excellent publication is not a simple text book, as the shortened cover title infers, for use by those engaged in conservation work. The texts of the well presented scientific papers provide a record of current studies in stone decay as they were delivered at the SWAPNET (the Stone Weathering and Atmospheric Pollution Network) conference in Belfast in May 1995.
SWAPNET is a UK-based loose research association of geologists, geomorphologists and chemists, some of whom have collaborated on grant-aided contracts for national sponsors and the EC. Several members have published widely in fields remote from building conservation, but all are benefiting from a closer association with those who care for historic buildings.
The papers address theoretical concepts of stone decay, provide studies and interpretations of decay mechanisms involved, describe analytical testing methods and discourse on conservation treatments but will prove difficult for those unfamiliar with Schaffer's, *The weathering of natural building stones*, 1932 (facsimile reprint, BRE, Watford, 1972), for many reasons.
Geoscientists and conservators have coded nomenclatures which are subtly different: the meanings of nouns and adjectives thus need to be understood when the words are used in their contexts. Matters of degree are also important, eg what scientists see as damage under a microscope may not become a conservator's problem for centuries. Questions of scale and standardisation form part of the discussions.
The challenge for the Millennium is to synthesize current scientific knowledge and interpret it well for end users to apply. This publication is a modest step along this rocky path.

John Fidler

Head of Architectural Conservation

Walkabout Leeds



The building stone heritage of Leeds*, by Francis G Dimes and Murray Mitchell, 1996, published by the Leeds Philosophical and Literary Society Ltd, £9*

This book is really a perambulation in paperback: four walks through central Leeds from Broderick's austere Town Hall to the multicoloured shopfronts around the Victoria Quarter, all in the eminently enjoyable company of the late Frank Dimes and Murray Mitchell.
The book is well illustrated with schematic maps identifying buildings of interest and a multitude of colour photographs. In addition to the rich pickings of the city-centre there are 23 other sites in the itinerary for building stone enthusiasts, singled out as especially worthy of a visit. Among these are the remains of Kirkstall Abbey, the Saxon church at Adel and the 1993 DHSS headquarters on Quarry Hill.
The book succeeds well in striking the difficult balance of combining geological information with urban history and construction technology. It provides an absorbing lesson for readers, whatever their field.
Dimes and Mitchell present a catalogue of observations on stone type and condition, mingled with curious nuggets of architectural historical fact in such a way as to make even the McDonalds in Briggate seem worth a visit. In presenting the material in architectural walks the authors have hit on a formula that combines equally usefulness and interest. There is no better way to understand a building stone than to look at it from the street and through a x10 lens; the book offers ample encouragement to such an approach.
The impressions of weathering, of the behaviour of stones when cleaned, and of the quality of detailing make this a valuable aid to all those in the conservation professions whose responsibility it is to maintain the architectural heritage of Leeds. Dimes records the poor results of a varnish coating applied to the Siena Marble facade of Debenhams, the persistent copper staining on the war memorial and the disastrous effects of acid cleaning on the Ross of Mull granite of the Observatory.
The book confines the geology lesson to a few pages, and allows the wealth of Frank Dimes' knowledge and wisdom on stone to come to the fore. There is a survey of the history of stone-building in Leeds, and a section on rock classification and principal decay processes, as well as a general index and an index of buildings.
My one reservation concerns the referencing system: designed so that maps, walk numbers and sites can be cross-referenced, it is frustratingly complex. However, this is more than compensated for by the content; the book does credit to its publisher and is a fitting memento of the Dimes approach to practical geology. A more intelligent pocket-guide to the stones of Leeds is difficult to imagine. I agree with John Ashurst who says in the Foreword that it will be a model for other works of its kind.

David Mason

Architectural Conservation

NOTES

Conferences

'Conservation Plans for Historic Plates' is to be a major two-day conference at St John's College, Oxford, Friday and Saturday, 27–28 March 1998. Organised by English Heritage and the IFA Buildings Special Interest Group, the conference will review current practice in preparing Conservation Plans and discuss the way forward.

Interested architects, surveyors, archaeologists, planners, conservation officers, countryside managers, museum staff and anyone involved in preparing, managing or using Conservation Plans will find much of interest.
Conference programmes and enrolment forms from The Conservation Plans Conference Organiser, English Heritage, 23 Savile Row, London W1X 1AB, 0171 973 3434.
ICOMOS UK is hosting the European conference 1998 as part of the Government programme to celebrate the UK's presidency of the European Union.
The Rt Hon Chris Smith, MP, Secretary of State of Culture, Media and Sport, is expected to speak and to participate in the debate on issues arising from conservation and tourism and in a European context: 'Sustaining the Cultural Heritage of Europe', achieving the balanced development of tourism and developing public awareness and assisting community benefit.
Details from Kate Pugh, ICOMOS UK, 10 Barley Mow Passage, London W4 4PH, 0181 994 6477.

Grants 1996–97

Free. Product Code XH20066. A list of repair grants offered to buildings and monuments of outstanding national importance by EH. Lists for 1984–92, 1992–93, 1993–4 and 1995–96 are also available, Copies from Customer Services, 429 Oxford Street, London W1R 2HD, 0171 973 4390/1/2.

After the storms

To mark the 10-year anniversary of the 1987 storm, English Heritage has produced a document reviewing the achievements of the Storm Damage Grant Scheme. The leaflet, *After the storms – the achievements of the grant schemes for storm damage repair in historic parks and gardens* looks at the devastation caused and the response to it, charting the establishment of the scheme, its objectives and analyses its success.
Many organisations involved are now seeing the storm as actually being beneficial to the overall survival of historic landscapes. *After the storms* looks at the benefits gained, and looks to the future for the completion of the work begun and the remaining needs of historic landscapes.
It is now generally accepted that the preparation of repair and restoration schemes are essential in documenting and stating the importance of a historic designed landscape. In order to assess priorities and a strategy for repairs and replanting the conservation plan provides a crucial mechanism for ensuring that priorities have been carefully assessed. This approach is an essential pre requisite of applications for many public funded grant schemes, including the Heritage . Lottery Fund, the Countryside Stewardship Scheme and English Heritage's own Gardens Grant Scheme.
The leaflet records the lessons learnt after the storm and aims to provoke thought on the future of historic landscape management, to promote the rethinking of landscape uses and to increase the number of partnerships between amenities and businesses.
For a copy write to Krystyna Campbell, Room 405, 429 Oxford St, W1R 2HD. Telephone 0171 973 3606.

Krystyna Campbell and Emma Hegarty

Gardens and Landscape Team

Circular 9/95 review project

Circular 9/95 is now two years old: what part does it play in the protection of England's historic parks and gardens?

Since 1995, local planning authorities have been required to consult English Heritage on all planning applications for development likely to affect any historic park and garden included on the *Register of Parks and Gardens of special historic interest* as Grade I or Grade II* sites. In addition, they are directed to consult the Garden History Society on any application that is considered to affect such a site.
Now that Central Government Circular 9/95 and its accompanying Direction, which sets out these requirements, has been in force for more than two years, it should be possible to look closely at the role this legislation is playing in the protection of the historic interest of the nation's parks and gardens. English Heritage is therefore planning to commission a detailed review of how the system is working and will be seeking, in particular, the support of local authorities in providing the primary information and data. The results of the research, due to be completed in the spring of 1998, will be discussed in a future article. For details on the project, contact Dr H Jordan, Head of Parks and Gardens Register, Room 424, 429 Savile Row, London W1X 1AB, 0171 973 3561.

Helmingham Hall, in Stowmarket, Suffolk, one of the properties on English Heritage's Register of Parks and Gardens of special historic interest

The editors would like to apologise for the late delivery of this issue of *Conservation Bulletin*. It was to have been the November issue but was held back in order to await the results of decisions regarding the reorganisation and regionalisation of English Heritage's structure, and to be able to announce the regional director posts. The next issue will be published in July.

Facsimile ruins move to a new training centre

A student chopping out hard cement from one of the ruinettes at Fort Brockhurst Training Centre

English Heritage's training centre, at Fort Brockhurst, Hampshire, closed in September 1996. The facsimile ruins and walls are to be re-erected in a new centre at West Dean College near Chichester, where many of the unique courses taught at Fort Brockhurst will run again

The decision to establish a training centre was made by English Heritage in the late 1980s in order to provide specific training for its own workforce, which was responsible for conserving the various structures (many of them ruins) in its care. The centre had to provide opportunities to practise hands-on repairs.
As no existing training centre offered the potential for running such courses, casemates at Fort Brockhurst were adapted to accommodate a laboratory, lecture theatre and practical working areas. The centre's unique features were the facsimile ruins, or 'ruinettes', which incorporated most of the decay mechanisms and building faults found on English Heritage sites.
Ashlar stone walls and decorative brickwork were subsequently built so that delegates could practise a wider range of repairs. The big advantage with the ruinettes and walls was that they allowed practical work to take place which did not jeopardise important historic fabric. In addition, these training aids enabled members of the Architectural Conservation

team to carry out research and experiment with new materials, tools and remedial techniques.
The centre was opened in late 1993 but the decision to privatise the workforce meant that a change of direction was needed. New courses had to appeal to a wider market.

Courses

Courses were generally four days long, with lectures on the philosophy and practice of repairs and demonstrations and hands-on repair work. The initial range of masonry courses was expanded to become the MasterClass programme. This dealt with common problems experienced with all types of traditional historic structures, including roofed buildings. Particular attention was paid to contentious issues involving new materials and techniques.
The main courses were delivered by Professor John Ashurst, formerly of English Heritage, and by Colin Burns and David Sleight, training officers at Fort Brockhurst, and supplemented by other staff from English Heritage and leading practitioners.
Some of these courses were adapted for the specific needs of particular audiences. Courses were designed for engineers from British Waterways, for Property Managers from the Ministry of Defence and for students attending the RICS Building Conservation Diploma as well as for Field Monument Wardens and Ancient Monument Inspectors from English Heritage.

Closure

Feedback from delegates attending courses was generally very complimentary and in its two years Fort Brockhurst catered for a wide audience from home and abroad. Some 28 different nationalities attended courses. Income was insufficient, however, to sustain the programme, particularly after the privatisation of the chief customer, the direct labour force and the general downturn in the building industry.
More significantly, English Heritage was facing a severe cut in its grant from the Government, so the decision had to be made in early 1996 to close the centre at Fort Brockhurst and find a new partner for practical training.

West Dean College

West Dean College, in the South Downs just north of Chichester, is an independent college run by a charitable education trust. Edward James, its wealthy benefactor, endowed the college with his collection of surreal art as well as local landholdings. The primary aim of the college is to be a centre where conservation and a wide range of traditional arts and crafts can be taught to the highest professional standards.
The college runs seven full-time diploma courses, validated by the University of Sussex, five of them in conservation and restoration. It also has an extensive programme of short courses, mostly in crafts and practical arts, lasting from a weekend to 10 days. There are nearly 200 topics offered and these range from stone carving, blacksmithing, cabinetmaking and scagliola to fine arts and sculpture.
West Dean College also operates as a residential training and conference centre. It runs international summer schools in architectural conservation and is the main venue for the annual Attingham Summer School for the Study of the Country House in Britain. Its neighbour, the Weald and Downland Open Air Museum, occupies part of the estate and is renowned for its unique collection of reconstructed vernacular buildings. The museum runs courses in the conservation and repair of timber-framed buildings and enjoys a very high reputation in this field.
Since November 1996 the college has been negotiating with English Heritage to take on the running of some of the Building Conservation MasterClasses. The scheme is to convert some adjoining dairy buildings and reconstruct the ruinettes and facsimile walls

with a lecture theatre, laboratory and library included. It is intended that John Ashurst and Colin Burns will be commissioned to deliver the bulk of the core courses with the same lecturers and trainers delivering specific aspects.
In July 1997 an agreement was signed by which the college committed itself to constructing the facility and rebuilding the ruinettes and walls. In exchange, English Heritage will help to set up the courses and make available the equipment needed to run them.

The move

Before the ruinettes and walls were taken down they were photographed and surveyed. Each facing stone was numbered and stored on pallets.
Despite being constructed with inbuilt faults and therefore by definition somewhat precarious, dismantling proved to be an arduous and at times difficult task, so well had they been built in the first place. It took several weeks to dismantle all the modules and at times seven members of the Architectural Conservation team were involved.
Removing some of the equipment was no easy task. As Fort Brockhurst is a scheduled ancient monument its existing fabric, such as door panelling, could not be temporarily taken down for the removal operation. Consequently several items of machinery had to be dismantled and then engineered through the doors. For example, it took two blacksmiths two days to take apart and remove the mortar mill.
The biggest logistical headache was the weight limit imposed on the only access bridge into the fort. General concern about its structural state resulted in an inspection by the head of Conservation Engineering at English Heritage, who recommended that a 10-ton limit be imposed. This meant that all the materials and equipment would have to be loaded onto small trailers and then loaded again onto the 40-foot articulated lorry due to transport them to West Dean.
Nonetheless the whole operation was completed in three days. It was estimated that more than 100 tons of masonry was removed by hand from the training centre. All of the masonry and equipment is stored at West Dean College ready for the rebuilding work.

The future

Reconstruction of the dairy ruinettes and walls will begin in February. The design of each of these features has been modified to suit the new location. Courses are expected to begin in May, and formal opening of the new centre is planned for September 1998.
There are clearly many advantages with the MasterClasses being run at West Dean. The college already has the infrastructure for administering and marketing courses. There is also excellent on-site residential accommodation together with catering facilities and a bar based in an imposing, Edwardianised early 19th-century mansion.
With these facilities available on-site it should mean that more training can be carried out each day than was possible at Fort Brockhurst. Courses should therefore be shorter and delegates will be able to gain from the shared experiences with fellow students who are often experienced practitioners. The college also intends to combine with the Weald and Downland Museum to operate some of its courses as part of the MasterClass programme and this should enable it to widen the range of specialist subjects covered.
English Heritage will monitor and validate its original courses as well as advise on new ones. Our Architectural Conservation Team will still have access to the facilities for research purposes and there remains the potential to disseminate some of the research results through new courses at West Dean. The opportunity to continue some of the group training initiatives started at Fort Brockhurst still remains.
The most important point, however, is that these unique courses, with their emphasis on the practical aspects of conservation, will still be available and will continue to be run and delivered by very experienced trainers and leading practitioners.

Colin Burns and David Sleight pointing one of the ruinettes at Fort Brockhurst.

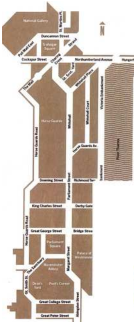
The 40-foot articulated lorry being loaded with materials and equipment en route to West Dean

Chris Wood

Architectural Conservation Team

How to govern London?

English Heritage broadly supports the Government's outline proposals for the establishment of a Greater London Authority. Paul Drury, former Director of Conservation for the London Region, describes how English Heritage would continue to play a key role



Apart from conservation, listing and archaeological work in London, English Heritage also manages 'Blue Plaques' (above right) and has a key role in 'World Squares for All', a plan to improve pedestrians' conditions in the area above

At the end of July, the Government published a consultation paper entitled *New leadership for London*, seeking views on their proposals for a Greater London Authority (GLA).

English Heritage has a particular interest in this proposal, for we inherited, in 1986, the responsibilities of the former Greater London Council (GLC) in relation to listed buildings, conservation areas and archaeological advice in the capital, together with the GLC Historic Buildings Division, which exercised them.

Over the past few years, we have felt very keenly the need for a strategic planning and transport authority for Greater London. In our response* to the consultation paper, we have expressed strong support for the establishment of a Greater London Authority. Within its overarching objective of promoting a sustainable city, the new authority should play a key role in promoting the value of London's historic environment as part of a wider commitment to maintaining and improving urban quality.

We have proposed that responsibility for strategic planning for the historic environment, currently split between English Heritage, the London Planning Advisory Committee and the Government Office for London, should pass primarily to the GLA. The existing arrangements under 'conservation agreements' between English Heritage and individual boroughs, under which they determine the vast majority of listed building consent applications without external scrutiny, should be made permanent.

We would continue to provide a high level of professional expertise in relation to the more important cases and the most significant buildings, and retain the right to intervene in their determination. We suggest that our other statutory powers and roles, currently different in London from the rest of the country, should ultimately be harmonised nationally, as should the arrangements for handling listed building consent applications. Our Greater London Archaeology Advisory Service, the equivalent of county archaeological services outside London, should become regionally based, possibly by uniting with the London Ecology Unit to form an Executive Agency of the GLA.

Since 1986, we have continued the practice of the GLC and its predecessors of erecting commemorative plaques to noteworthy people on their London residences. This does not appear to sit comfortably with the role of a strategic authority, and requires a considerable input of historical research, which our staff can readily undertake. On the other hand, we recognise that the scheme is essentially a service to the people of Greater London. We have indicated that we would be willing to transfer this role if the new authority wishes; but equally, we would be happy to make the Blue Plaques Working Group, which currently advises on nominations through our London Advisory Committee, a joint working group with the GLA, and indeed, the scheme a joint one.

We shall be commenting further on the detailed proposals for the role and powers of the new authority when these emerge, probably later this year.

Paul Drury

(*At the time of writing, Mr Drury was Conservation, Director, London Region, English Heritage)*

** For copies please contact our Customer Services Department on 0171 973 3434*