

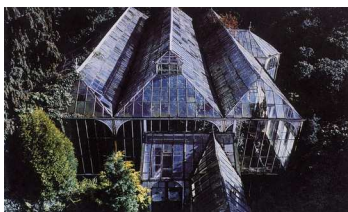
# Conservation Bulletin, Issue 34, July 1998

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## BUILDINGS AT RISK INITIATIVE

### Rescue work becomes more pro-active



*Conservatory and linking bridge, Wentworth Castle, Stainborough, S Yorkshire: within a Grade I listed park and conservation area, this Grade II\* building was built in the 1840s, probably by Crompton*

*The recent publication of our Register of buildings at risk, launched in May, has received extensive coverage in the national and regional press. Paul Drury explains our intention to heighten awareness, promote debate and focus attention and money where they are needed*

In 1992, English Heritage published the results of a *Sample survey* of buildings at risk through neglect and decay. Since then, we have been taking an increasingly pro-active role in the rescue of important historic buildings and monuments, including acquisition, repair and resale on a 'revolving fund' basis; and our more extensive and detailed remit in London has given us first-hand experience of the use of statutory powers.

### The national register

We produced our first, comprehensive, *Register of buildings at risk in Greater London* in 1991. More recently, we have developed a national database of Grade I and II\* listed buildings and structural scheduled ancient monuments, which are at risk, based on our own direct involvement with them, often over a considerable period of time, and information from others, particularly local planning authorities. The result is *The English Heritage register of buildings at risk 1998*, launched at the Roundhouse in London on 19 May. It takes the form of a national summary volume and regional volumes, which include details and illustrations of the buildings concerned. The London Region volume includes buildings at risk listed Grade II, as well as Grades I and II\*. The database will be updated

constantly, and we intend to publish the *Register* annually. Given its bulk, we are considering doing so in electronic form, perhaps on the Internet.

The national *Register* contains 1,500 of our most important buildings and monuments whose future gives serious cause for concern. There does appear to have been a significant improvement, at least in the number of Grade I and II\* buildings at risk, since the *Sample survey*, which suggested that 5.6% and 6.5% respectively were at risk in 1990, compared to 3.07% and 3.85% now. But our current figures for London, which are likely to be more complete simply because the *Register* has been maintained comprehensively since 1991, are 4.96% and 5.54%, much closer to the *Sample survey* average. There can be no doubt that the data in this first edition of the *Register* underestimate the national total. We welcome information about potential additions.

The London Register supplies another uncomfortable statistic. While the future of 65% of the 1,000 listed buildings of all grades on the first, 1991, Register had been resolved by 1997, the total has dropped by only about 4% each year, because successes have tended to be almost matched by additions. Of course, such statistics present a very crude view of a complex picture, in which many particularly long-standing and difficult cases have been resolved, and many of the additions have been made primarily because they need careful, indeed public, monitoring. While 3.6% of Grade I and II\* buildings are known to be at risk nationally, the proportion is much higher in the North (7.7%) than in the South East (2.3%). Ownership by local or central government is a consistently high risk factor, accounting for 17.5% of entries nationally, rising to 27% in London. This reflects the dramatic rate of change in the size and role of local authorities, and government departments, over the past 25 years, leaving many highly specific buildings functionally redundant.



*Chandos House, Westminster, London: built in 1770 for the 3rd Duke of Buckingham and Chandos, to the design of Robert Adam, this is a Grade I town house. English Heritage served an Urgent Works Notice to deal with water ingress and dry rot in 1995, followed by a Repairs Notice and then by a Compulsory Purchase Order. The CPO was contested by the owners and a public inquiry scheduled. However, the owners then began to undertake repairs and English Heritage has agreed to hold the CPO public inquiry in abeyance. Repairs are now nearing completion*

## **Priority categories**

To help prioritise action through taking account of the rate of deterioration rather than current condition of buildings – the dynamics of the situation – we have developed the idea of *priority categories*, to set alongside the well-established *risk scale*, which measures the degree of risk as a factor of condition and occupancy on a static basis. The priority categories range from A, 'Immediate risk of further rapid deterioration or loss of fabric; no solution agreed' to F, 'Repair scheme in progress, and – where applicable – end use or user identified'. They should provide us with a more meaningful basis with which to assess whether the overall situation is improving, deteriorating or static over time, through changes in the percentage in each category, rather than the much more crude indicator of the total number of buildings on the list.

## The new strategy

The Register is not an end in itself, nor does it represent the full picture, for outside Greater London it does not address the 97% or so of listed buildings in Grade II. But it should help everyone involved to focus on the issues, prioritise action and resources to halt decline, bring neglected historic buildings back into full use and, most importantly of all, prevent other buildings from falling victim to decay and neglect.

English Heritage cannot become directly involved with every building at risk. But we are keen to help local authorities, as the primary custodians of the historic environment in their areas, to do so. In parallel with the *Register* we have produced *Buildings at risk: a new strategy*, based on our own direct experience. This emphasises the overriding need for prevention rather than cure – just as the emphasis has changed from dealing with dereliction through the planning system to preventing it (see *Environment Circular 02/98*). Monitoring and managing the historic environment in a pro-active way requires not only expertise and persuasion, but a greater willingness to use statutory powers – Urgent Works and Repairs Notices – early on, in order to stop buildings becoming derelict, rather than to rescue them from ruination. This not only reduces loss of historic fabric, interest and authenticity, but also will often (for usable buildings) avoid repair costs rising above end value, creating the added problem of the need for grant aid or ‘enabling development’ if the building is to survive.

We will be offering more practical advice, especially to local authorities grappling with particularly complex and important cases. We have produced *Stopping the rot: a step by step guide to serving Urgent Works and Repairs notices*, rooted in our own direct experience of doing so. Our restructuring is intended to make us more accessible, particularly in the North where the *Register* shows that the greatest problems lie. By the autumn, we shall have added a new professional post to each of our regional teams, so that everyone has more time for a pro-active role in resolving the future of key buildings at risk.

## Grant initiatives

Advice alone can only go so far in addressing the problems. We have also focused our existing grant schemes on buildings and monuments at risk, and added some new ones: grants to help local authorities establish permanent conservation staff, where they are currently lacking, since their skills are the bedrock of progress. The usual basis is 50% of the cost over the first three years

grants to local authorities to underwrite up to 80% of the irrecoverable cost of serving an Urgent Works Notice on an unoccupied listed building, provided it is listed Grade I or II\*, or Grade II in a conservation area

Emergency Works Grants – normally up to £10,000 at 80% – to prevent rapid deterioration, whether through decay or following a catastrophe, of an occupied listed building (again, provided it is Grade I or II\*, or Grade II in a conservation area, for such are the limits of our statutory powers) or a scheduled monument

grants to local authorities to underwrite much of the irrecoverable cost of serving a Repairs Notice on any listed building

an extra £5m pa for grants for substantive repair works, particularly of buildings in private and commercial ownership, under the Historic Buildings and Monuments scheme

## The way forward

We see establishing the *Register* as a key step in developing our understanding of the problems and issues, and improving not only our response to them, but also the help we can offer to others, particularly owners, local authorities and building preservation trusts, by focusing our resources where they can be most effective. A key long-term objective

must be to raise awareness of the need for, and standard of, routine maintenance of all historic buildings.

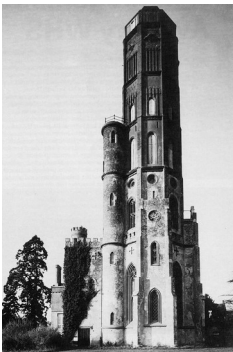
Over the next year, we intend to look much more closely at the split between those buildings and monuments whose future lies in beneficial use, and those which by their nature are incapable of it. The division is not always clear-cut, but it is important because non-beneficial buildings can present much greater problems, since their future depends on long-term stewardship as well as short-term major repair.

We need to generate some idea of the size of the conservation deficit needed to secure the future of the buildings and structures on the *Register*. Some, such as Chandos House in the West End of London, have no need for public funds to secure their future, since they have a significant market value even allowing for repair costs; at the other extreme, buildings such as the Darnley Mausoleum at Cobham have no market value, and a repair cost of around half a million pounds. Most cases lie somewhere in the middle. Our own work at Danson House, in Bexley, and Hill Hall, in Essex, will continue to help us understand how this heritage deficit is seen by the market. We also intend to look at the percentage of cases where statutory action – the service of an Urgent Works or Repairs Notice – could expedite or achieve a solution. (For a related article see Geoff Wainwright's article, p 24.)

Paul Drury

*Consultant, Buildings at Risk Initiative (formerly Director, London Region, Conservation)*

All the publications mentioned are available from our customer service department on 0171 973 3434. The *English Heritage register of buildings at risk 1998*, plus one regional volume, together with the *New strategy*, are available as a package for £5; additional regional volumes are £2 each. *Stopping the rot* is available free to local authorities. A related publication, from The Architectural Heritage Fund, and to which English Heritage contributed financial assistance, is *Funds for historic buildings: a directory of sources*. Its aim is 'to point everyone with an interest in or responsibility for historic buildings to possible funding sources for their repair, conservation, conversion and rehabilitation'. It is available from The Architectural Heritage Fund, Clareville House, 26–27 Oxendon Street, London SW1Y 4EL, telephone 0171 925 0199; price £13.50.



*Hadlow Tower, Kent: this 1832 tower is all that remains of a late 18th/early 19th century country house. The tower, an extraordinary, 170-foot high monument, is in a critical condition. The top of the tower was dismantled under two Dangerous Structure Orders. Kent County Council and English Heritage have given grant aid of more than £56,000*

## **A management plan for Avebury WHS**

*Avebury and Stonehenge contain some of the most important prehistoric remains in the world – and are jointly inscribed as a World Heritage Site (WHS). Since September 1996, English Heritage has funded the preparation of a Management Plan. Amanda Chadburn, of English Heritage Conservation South-West Team, and Melanie Pomeroy, Avebury Management Plan Officer, outline the aims and objectives of the Avebury Draft Plan*



*The south-west quadrant of Avebury Stone Circle is much visited and is vulnerable to visitor erosion.*

The Avebury World Heritage Site comprises an area of 23 square km and includes a variety of archaeological remains, many of them prehistoric. This complex occupies the edge of the Marlborough Downs, Wiltshire, and represents a unique surviving example of outstanding human endeavour in Neolithic times and later. A key characteristic of the area is the relationship of the prehistoric remains such as Avebury Henge and Stone Circles, Silbury Hill and West Kennet Long Barrow to later historic features, and it is clear that such prehistoric monuments have had a considerable visual and cultural influence on the surrounding landscape for almost 5,000 years. The interior of the henge contains part of Avebury medieval village. Elsewhere, small villages, parklands and manor houses contribute to a distinctive historic and cultural landscape. Since November 1986, the outstanding value of the Avebury complex has been recognised by its inscription, together with Stonehenge, as a WHS under the UNESCO World Heritage Convention.



*Right: the map of Avebury World Heritage Site*

## **The current management**

Previous issues of *Conservation Bulletin* (**29**, 1–3; **33**, 2–7) have referred to the importance that the Government now places upon the management of England's WHS and its view that all such sites should be cared for in an appropriate way. Within the Avebury WHS there are six prehistoric monuments in the care of the state ('In Guardianship'): Avebury Henge and Stone Circles, Windmill Hill, Silbury Hill, West Kennet Long Barrow, West Kennet Avenue and The Sanctuary. These monuments are managed by the National Trust under a local management agreement with English Heritage; the National Trust also owns just under a third of the WHS for the purposes of permanent preservation and public access. The rest of the WHS is in multiple ownership and is intensely farmed, with a thriving local village at the core of the area.

The Avebury WHS also contains many important features of built heritage and nature conservation value. The majority of the WHS is, therefore, subject to a variety of pressures from modern life, which arise principally from agriculture, tourism and traffic.

## **Need for a Management Plan**

These pressures could irreversibly damage fragile archaeological monuments and their settings unless they are checked. While the area is subject to the usual planning controls and statutory designations for conservation purposes, it is difficult to protect a whole landscape in this way, so guiding principles of sustainable management for the WHS are needed in order to protect and preserve the area's archaeological heritage. These principles will be set out in the Management Plan, which although only advisory will still influence land use changes while respecting the views of the owners, farmers and residents of the area. Fortunately, the Government is committed to producing management plans for all UK WHS.

WHS designation brings enormous prestige to Avebury but does not carry with it any additional statutory controls. It is, however, a key material factor, which must be taken into account by the local authorities when making planning decisions. The Management Plan will not be prescriptive or binding on landowners and management agencies, but will aim

to set a framework for coordinated management and the development of partnerships. The Management Plan is intended to enhance the existing plan coverage (such as the local statutory plans and the National Trust's Estate Management Plan) and will serve to inform existing and future management documents.

## **Draft plan**

The Draft Management Plan has been prepared on behalf of the Avebury WHS Working Party (chaired by English Heritage), as a basis for consultation with local people and all those who take part in the management of the area. The Working Party comprises representatives from the agencies who hold ownership or statutory responsibilities in the WHS, such as the National Trust and Avebury Parish Council. English Heritage has funded the two-year collaborative project through the National Trust, which aims to have a Management Plan in place for Avebury before the end of 1998.

The preparation of this strategic Draft Management Plan is a significant move forward in securing the future character of the landscape and provides a framework for the holistic and pro-active management of the landscape.

The process of developing the Draft Plan has involved a great deal of research, survey and consultation. As part of this process, English Heritage employed consultants to undertake a landscape assessment and a visitor and traffic management assessment. In addition, English Heritage developed a comprehensive database of all the cultural and environmental assets of the WHS, held within a Geographical Information System (GIS).

The results of these projects formed the main building blocks of the Draft Plan. A Management Plan for the other parts of the WHS at Stonehenge is currently in preparation, but is not as advanced as the Avebury Plan. The plan aims:

to establish an overall vision for the long-term future of the Avebury WHS that will be accepted

to explore opportunities for positive management with farmers, landowners and other agencies that will enhance the landscape character of the WHS while respecting economic interests

to provide guidance and attract widespread support that will lead to an increased understanding, respect and care for this exceptional cultural landscape

## **Contents of the plan**

The Draft Plan contains four main sections. The first part contains an assessment of the cultural values that make Avebury special, including a reasoned justification for its inscription as a WHS.

The second part contains the descriptive information used in the identification of 51 issues related to management needs. The third part sets out objectives for the management of the WHS based on a strategic view over 30 years, and medium-term objectives for 5 to 10 years. In total, 25 objectives have been identified. The final section sets out a strategy for implementing these objectives.

The plan outlines the objectives necessary for the long-term preservation of the site and its setting. The objectives aim to balance the interests of conservation, public access and the interests of those who live and work in the WHS. The objectives are based on the identification of the values of the site, key management issues and an assessment of why the WHS is sensitive and vulnerable to the pressures of modern life.

## **Objectives for the next 5 to 10 years**

The objectives within the Draft Plan fall into five categories: the land use and condition of the monuments and their immediate setting; the planning and policy framework, public access and sustainability, traffic and parking management and archaeological research. The principles behind the objectives relate to ensuring the long-term preservation and the

most appropriate landscape setting for all important monuments through the use of improved management agreements, agri-environmental schemes, traffic and visitor management, and improved archaeological knowledge.

### **Objectives for the next 30 years**

The Draft gives four main long-term objectives:

to understand and influence the long-term change in the WHS cultural landscape for the benefit of the historic environment

to gain recognition for Avebury as a place for which special treatment should be given by government departments, agencies and landowners, in order to safeguard the historic environmental assets of the WHS and their setting for the benefit of future generations

to meet Britain's obligations under the World Heritage Convention in relation to the effective management of the Avebury WHS

to ensure the sustainability of all uses of the WHS

### **Future action**

An Implementation Officer is to be employed by Kennet District Council (funded by English Heritage) to ensure that the objectives in the Plan are met. Further details on the Draft Plan and the Management Plan can be obtained from Melanie Pomeroy at: Management Plan Office, The National Trust, Avebury Estate Office, High Street, Avebury, Wiltshire, SN8 1RF; tel/fax: 01672 539698. (For a related article see Kate Clark's article on p 14.)



*Silbury Hill, is also important for its rich chalk grassland, but is surrounded by arable fields.*



*The West Kennet Long Barrow is in a good state of preservation, although its ditches are still under cultivation*

Amanda Chadburn

*Inspector of Ancient Monuments*

### **The struggle to preserve Gettysburg**

*Against the background of continuing concern about preservation of nationally important battlefield sites in England – the result of the inquiry into house-building proposals for part of the Tewkesbury site is due in September – we invited Dr Walter Powell, Historic Preservation Officer at Gettysburg, Pennsylvania, to write about the effects of local development at the American Civil War battlefield*



*The National Tower, Gettysburg, looking west towards the Union battle line on Cemetery Ridge*

### **National Park and tourism**

When the US Congress established Gettysburg National Military Park on 11 February 1895, veterans of the Union Army, who had lobbied for its creation, identified 3,874 acres to be eventually set aside to preserve the important lines of the battle of 1–3 July 1863. At

that time the prospect of development on the site seemed remote. Despite steady growth of the adjacent Borough of Gettysburg, the veterans who returned for the 'Last Reunion of Blue and Gray' in July 1938 were reassured to see much the same rural landscape that they had fought over 75 years before.

This changed after WWII when visitor numbers swelled. As tourism increased, so did the demand for attractions – many on private land within the National Park boundaries. Their location was driven by the proximity to the Gettysburg National Museum – Home of the Electric Map (founded by the Rosensteel family in the 1920s) and the new National Park Service Visitor Center on Cemetery Ridge, completed in 1962.

## **Alarms**

On the eve of the 100th anniversary of the battle, the Gettysburg Battlefield Preservation Association (GBPA) raised alarms at how quickly this development was encroaching on battlefield land, and pointed to such attractions as Fantasyland Storybook Park, Fort Defiance and the Battlefield Motel. GBPA launched a national campaign and urged the National Park Service (NPS) to allocate more funds for purchasing land.

In the late 1960s and early 1970s public awareness of the importance of Gettysburg was heightened by the approaching bicentennial of the American Revolution. Funds appropriated to the NPS for land acquisition made it possible to buy Fantasyland, Fort Defiance and other commercial enterprises within the Park, so that by 1977 the government owned nearly 3,500 acres.

## **Ordinances**

These successes were overshadowed by construction of a 307-foot observation tower on private land close to the National Cemetery. Despite public protest and a lawsuit filed by the Commonwealth of Pennsylvania, the National Tower opened in 1974; its construction is considered one of the greatest set-backs in the history of Civil War battlefield preservation.

In the mid-1970s, the Gettysburg Borough Council developed ordinances permitted under the laws of the Commonwealth of Pennsylvania to protect its historic resources. The Borough had adopted a Historic District (Conservation District) in 1972 and further adopted a Zoning Ordinance in 1975.

## **'Administrative understanding'**

Ironically, despite the concerns raised by the Tower, the NPS seemed content that most of the critical areas of the battlefield land had been acquired, and in the late 1970s advised the GBPA that they would not be needed to assist with the purchase of additional property. Subsequently, the GBPA learned that the NPS had established an 'administrative understanding' with the US Congress limiting further land acquisition to areas defined in a map, which had been transmitted to the Senate Appropriations committee in May 1974. That map, however, had deleted several parcels of the 3,874 acres identified in the original 1895 legislation.

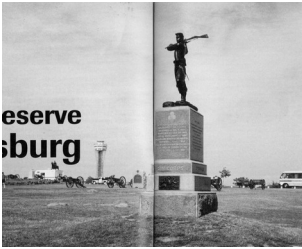
## **Successful challenge**

In 1985, following its purchase of the 31-acre Taney Farm tract near Culp's Hill, the GBPA sought to test the 'understanding' by donating the land to the Gettysburg National Park, which could not accept it. Learning of the impasse, Congressman Peter Kostmayer of the 8th Congressional District (Bucks County, Pennsylvania) authorised the GBPA to donate the property to the Park.

After initial opposition from Congressman William F Goodling, whose 19th District includes Gettysburg, a compromise led to the passage of legislation that enabled the GBPA to



donate the Taney tract, but stipulated that the NPS must conduct a study to determine 'the final development of the Gettysburg National Military Park'. That legislation led to the 'Boundary Study', completed in 1988, which proposed protective measures for another 1,900 acres of land. Those recommendations were passed by Congress and signed by President Bush in August 1990.



*Monument at the 'Bloody Angle' at Cemetery Ridge, Gettysburg.*



*Gettysburg Battlefield Tours*



*Gettysburg National Cemetery*

## **Limited success/new challenges**

The bill has had only limited success and large commercial projects have been sited on land located within or adjacent to the larger Gettysburg Battlefield National Registered Historic District. Although the boundary legislation encourages the NPS to work with local governments to protect historic resources, and to provide technical assistance funding for such efforts, only \$100,000 (£62,000) has been provided for this effort. While these limited funds have been used to great advantage by the Borough of Gettysburg and the County of Adams in important historic preservation planning, other local governments have not taken part.

Straban Township, for example, has virtually ignored its historic resources: in recent years a historic house and barn have been demolished to make way for a Wal-Mart and efforts to improve the Historic District Ordinance have failed. Additionally, two commercial projects now underway in the township will eliminate all that remains of the site of Camp Letterman, the largest field hospital established after Gettysburg. A superstore is under construction and a remaining wooded tract is slated for another major retail outlet.

## **'Gettysburg Village'**

In Mount Joy Township, south of Gettysburg, a developer has submitted plans to the Township Planning Commission for 'Gettysburg Village', an 80-store shopping mall. In plans of the complex, the developers show a market square with buildings done in a 'sympathetic' style. This complex will, in effect, create an artificial Gettysburg outside Gettysburg. Despite opposition from residents and businesses, it is likely that the mall will be built. This project, and the developments in Straban Township, highlight the limitations of land use planning, which gives each municipality in Pennsylvania the ultimate authority to determine how it will be developed.

## **135th anniversary plans**

On the eve of the 135th anniversary of the Battle, the residents of Gettysburg, the adjacent municipalities in Adams County, the NPS and the American public are engaged in a debate that may ultimately decide how much more of the battlefield will be saved, and who

will pay for it. Driving this debate is a plan announced in November 1997 by the NPS to enter into partnership with private developer Kinsley Equities of York, Pennsylvania, to finance the construction of a \$40m (£25m) visitor centre, cyclorama and museum on a private site near the intersection of Hunt Avenue and the Baltimore Pike. In return for buying the land and constructing the building, the developer would have a long-term concession to operate a theatre, gift shop, restaurants and bus tour in the same complex. The NPS asserted that it does not have the funds to build the needed facilities itself, and must rely on help from the private sector. The NPS also noted that while some \$18m (£11m) would be financed by the developer, the remaining \$20–22m (£14m) would be raised directly from the public by a new non-profit foundation. The NPS announced that the plan would involve the removal of the existing Visitor Center and Cyclorama building, and the return of that portion of Cemetery Ridge to its 1863 appearance.

A key issue is whether it is appropriate for the NPS to permit commercial activities within the park. Critics argue that the size and cost of the new building is being driven by the commercial components to be added to it, and consequently the project is opposed by the Gettysburg Retail Merchants Association, by the Gettysburg Borough Council, and by a number of local residents. The Park argues that years of under-funding and long-deferred maintenance projects leave it no choice.

Others, however, feel that it is the responsibility of Congress to provide the necessary funds, pointing to other Congressional Districts where funds have been made available for a variety of NPS projects.

This debate will continue for some time, and drives at the very heart of the issue of how much Americans are willing to pay to preserve national treasures such as Gettysburg Battlefield. But in the final analysis, how much of Gettysburg will ultimately be preserved will depend on the commitment of local residents. Major challenges lie ahead.

Dr Walter L Powell

*Historic Preservation Officer, Gettysburg, Pennsylvania*

## **Saving England's military heritage**



*HMS Drake, Devonport: the Officers' Mess and quarters, built between 1898 and 1902, comprise the architectural high point of these barracks, the most expensive of the barracks for sailors built at the three main fleet bases towards the end of the 19<sup>th</sup> century*

*The recent contraction of Britain's armed forces has led to a reassessment of the Ministry of Defence's real estate and the historic buildings in its ownership and care\* Jeremy Lake, from English Heritage's Listing Team reports*



*The garrison chapel at Colchester*

## **Deserted bastions**

An exhibition mounted in 1993 by SAVE Britain's Heritage, entitled *Deserted Bastions*, highlighted the losses of valuable, historic military buildings and the threatened condition of many more. Increasing national awareness of what was becoming known as the 'defence heritage' led to the realisation that the long neglect of sites such as barracks

provided no basis for judging which were of historical significance, if any. These circumstances have prompted English Heritage to commission thematic studies of various categories of site, starting with barracks. As a result, revised list descriptions and all new recommendations for the protection of the best and most representative examples are now based upon a thorough understanding of a hitherto unexplored subject, taking into account the results both of fieldwork, on over 80 sites, and focused documentary research.\*

## Protection

The principal reason for protecting some barracks is to protect the unique way in which they illustrate particular aspects of national history. Changes in their geographical distribution reflected developing strategic considerations of national defence and internal security, as well as moments of acute social instability. The very scale of barracks demonstrates the way in which the size of the military organisation at home and the scope of its operations continued to grow, from a tiny rump of guards and garrisons at the Restoration in 1660, to the Victorian army and its extensive voluntary reserve.

Site layout reflected the internal hierarchy of the armed forces, their vulnerability to attack and how the relationship between the armed forces and the civilian population changed. Within the overall scheme of each barracks, individual buildings manifest wide changes in social conditions and attitudes towards the welfare of soldiers, in provision for education, worship, health and exercise.

It follows that the foremost principle underlying the selection of barracks for listing has been to find the most complete examples from the main phases of development that relate to the principal branches of the armed forces: the infantry, cavalry, marines, artillery and engineers, and the navy, after they moved into barracks at the end of the 19th century. Thus the architecturally plain buildings at Hounslow Barracks have considerable historic importance as the only surviving example of the first domestic barracks in England. Ordered by Pitt the Younger amid quasi-secrecy to avoid political controversy, they speak very clearly of the social instability and confusion in England at the time of the French Revolution. In a similar fashion, the Fulwood Barracks at Preston survive as the most complete complex representative of the defensible barracks built in the north-west of England during the Chartist disturbances of the 1840s. Other sites, whose military role has undergone greater variation, have experienced more extensive alteration. Incredibly, almost nothing survives of either the permanent or temporary barracks at Aldershot, the 'Home of the British Army' for over a century.

The earliest and most complete surviving site of the more open method of barracks planning seen at Aldershot, which marked a shift from the traditional quadrangular plan, is the Le Cateau Barracks at Colchester, which was started a year later than Aldershot, in 1861. Two of the barrack blocks remain which, with the officers' and NCOs' accommodation, school and riding school have been recommended for listing. The garrison church of 1856 is the only survivor from the hut camp that was rebuilt during the Crimean War, and so important a type-example that it has been recommended for upgrading to II\*. Of c 25 Localisation Depots built in England during the 1880s, only the depots at Reading and Bodmin survive as nearly complete representative examples.

## Publication

The discovery of so much new material, combined with a desire on the part of English Heritage and the Ministry of Defence to foster a broader understanding of the subject, led to the results being published more widely. The result is *British barracks, 1600–1914: their architecture and role in society*, by James Douet, and with an introductory chapter by Andrew Saunders (see p 21). It is the first in a series of books resulting from the thematic surveys of the defence heritage, entitled *Themes in military architecture and archaeology*.

Books on the archaeology of the steam navy and on the development of military aviation are in progress.

Earlier research has been supplemented by further primary and illustrative material, and Andrew Saunders has contributed a chapter that explores continental precedents and the early history of barracks. Also, while the report was limited by English Heritage's geographical remit, a proper understanding of the subject had to take account of the British context, and particularly of developments in Scotland and Ireland.

The launch of this publication, and the new listings that have resulted from the first thematic survey to have been completed in partnership with the Ministry of Defence, is particularly relevant in the light of the changes facing the Defence Estate. In the past, the demolition of important groups, such as the mid 18th-century marines barracks in Chatham, had proceeded without thought to their historic value or potential reuse. The prospects for the future are now much more secure. Far greater care is now exercised in the repair and adaptation of the nation's military heritage by the Ministry of Defence, and many important sites – such as the Royal Marine Barracks at Stonehouse in Plymouth – have been the subject of major refurbishment proposals. Hillsborough in Sheffield was one of the first barracks to be protected and given a new lease of life, as a supermarket and offices.

The increasing popularity of conversion to housing – such as the Marines Barracks at Eastney in Portsmouth and the Peninsular Barracks in Winchester – is a further reflection of how attitudes have changed. At the Stoughton Localisation Depot in Guildford, reuse and sensitive conversion was preferred by the developer despite the barracks not being listed.

The thematic survey by the Listing Team, and the associated publication, aim to foster a greater interest and understanding of military barracks and to help to inform proposals for their reuse.

(At the time of going to press Tony Banks was due to announce his decision on English Heritage's listing recommendations for barracks.)

Jeremy Lake

*Listing Team*

*\*Guidelines and recommendations for listing are contained in a summary report, including a gazetteer of principal sites, available from the Listing Team, Room 240, 23 Savile Row, London W1X 1AB*

## **Opportunities for change**

The Government recently published *Opportunities for change – a consultation paper on a revised UK strategy for sustainable development* as part of its preparations for publishing, during 1998, a new Sustainable Development Strategy for the UK (see Notes, *Conservation Bulletin* **22**, 26). In his foreword to the document, the Deputy Prime Minister describes sustainable development as 'a new and integrated way of thinking about choices right across Government, and throughout societies'.

English Heritage has warmly welcomed the Government's initiative in this field. We have been developing our ideas in this area for some time. Last year we published a leaflet, *Sustaining the historic environment: new perspectives on the future* setting out our views on sustainability in the context of our own work. This emphasised the need for a stronger understanding of the whole of the historic environment, and not only individual buildings and monuments, nor only special places. It identified the important role that the historic environment plays in modern life, and the need to achieve greater public involvement in making decisions about society's needs and the environment. We were pleased to see that many of our ideas found a full reflection in *Opportunities for change*.

In our response to the Government on the consultation paper, we made the following main recommendations:

that the social role of the historic environment should have an important place in the new UK Strategy for Sustainability

that English Heritage should have the opportunity to work with all parts of government in the preparation and implementation of the new UK Strategy and on individual issues papers as they are produced

that the new UK Strategy should highlight the positive contribution the historic environment makes, socially and economically, to the achievement of economic growth and regeneration, higher living standards, employment and environmental health

that the new Strategy should include meaningful indicators of the health of the historic environment and of the contribution it is making to economic and social regeneration

a central plank of the new UK Strategy should be government support for capacity building (ie equipping communities to take and implement their own decisions to ensure the sustainability of their environment) based on historic identity within communities at all scales

that the Strategy should seek to find practical economic measures to encourage further the resource-efficient use of the built heritage, notably by introducing zero-rating of VAT for the repair or sustainable adaptive reuse of historic buildings

that close cross-reference is made between both the European Union's European Spatial Development Perspective and relevant Council of Europe conventions and other agreements concerning the protection, use and appreciation of the cultural heritage

Taken together, these recommendations to government indicate the extent to which

English Heritage's agenda – for example our work in conservation areas and urban regeneration, and our Buildings at Risk programme – is able to make a central and

positive contribution to sustainability. We have the achievement of sustainable tourism as one of our goals for our own properties and in World Heritage Sites, and we pursue

sustainability inherently in all our building and monument identification and conservation work.

We therefore look forward to working ever closer with government as the new UK Strategy is developed.

Graham Fairclough

*Head of Monuments Protection Team*

## **A conservation engineering case study**

*When 143 Lower Clapton Road, Hackney, was taken into care under a compulsory purchase order in 1995 to prevent structural collapse and demolition it gave the English Heritage Conservation Engineering Team the opportunity to use repair methods normally reserved for scheduled ancient monuments. Here Arthur McCallum describes how this exemplary conservation work was accomplished*



*eastern elevation before repair work began*





*143 Lower Clapton Rd after repairs were completed*



*South wall showing separation of facade*

Before 1750 the building was small and rectangular, as shown on Rocque's map of 1745 and confirmed during the repair contract. This structure can only be dated sometime between 1550 and 1750.

During the late Georgian period (1765–1800) the building's facade was rebuilt in yellow stock bricks and realigned 750mm in front of the original. Documents and physical evidence in the fabric support the dating of these alterations, which have caused the main modern structural problems.

In the early 19th century a narrow extension on the north side, a rear wing with a bay window on the west side and the present roof were added. Fabric, stylistic and documentary evidence help date these changes, including late 19th-century photographs showing the facade and the adjoining building to the south.

No other alterations are recorded until 1915, when the London Borough of Hackney received proposals to convert the building into three flats. A photograph dated 1930 shows that the house to the south had been demolished (with a major structural effect on No. 143) and the south ground floor sash had been removed and replaced with a plate glass window. Some time later the other window was replaced in plate glass. No further structural alterations have taken place. Until about the mid 19th century it was a single occupancy, in private ownership. A photo from c 1894 shows that at least the ground floor was in use as a registry and probably stayed as such until 1915. The building was then returned to domestic occupancy as three flats.

Photographs from 1930 show that the south ground floor had been converted to a wireless shop, and a photo from c 1952 indicates that it was a builders merchant/contractors or similar. The same photo shows that the wall south of the door had been rendered, while that north of the door was brick. From 1952 to 1981 the ground floor was used for business and the upper floors as residential accommodation.

## **Compulsory purchase**

The building has been unoccupied since 1981, and until 1991 had been left to deteriorate. Dry rot had developed in the interior, the roof was in a dire state and the front elevation had begun to separate from the rest of the building. Because of these conditions, No. 143 was added to the Register of buildings at risk in Greater London in 1991.

The threat of an Urgent Works Notice prompted the owners to start limited repairs. In consideration of the extent of the repairs required, a grant offer was made for major works, but was not taken up. English Heritage and the London Borough of Hackney then served a Section 48 Repairs Notice in June 1994. When the owners failed to comply, compulsory purchase proceedings were instigated and completed in October 1995. The aim was to repair the building to make it structurally sound and watertight and then to sell it to an owner who would refurbish the house.

## **Monitoring and survey**

Scaffolding straddling the pavement (which had been erected by the owners) was used to assess the building's condition and to monitor the full-height fractures on the north and

south gables. Inspection confirmed that the fabric was deteriorating rapidly, internally and externally, and that urgent works were required to stabilise it. Ad hoc patching of the roof had failed to make the building weathertight and interior deterioration was accelerating. Monitoring continued between the end of 1994 and January 1996. In spite of the shoring there was continued movement of 0.73mm c/m above ground and 1.4mm at a height of 4.0m, equating to about 3mm at roof level.

A complete structural survey was carried out to determine the extent of repairs necessary. Measurements on site showed that the front wall was rotating about its foundations and therefore a geotechnical survey was done to ascertain the ground conditions along the front of the building.

## **Survey conclusions**

The main defects involved the roof, the floors, and the exterior and interior walls. The roof timbers were basically sound, but the roof covering was in an extremely poor condition; replacement was necessary. Most of the floors were intact and sound, but leaks in the roof had left three areas on each floor with dry rot and requiring repair.

The front elevation required underpinning and tying to the other walls. Small areas needed to be rebuilt and repointed, and other areas needed patching. New windows had been made for most of the house and would have to be overhauled and refixed properly to make the building weatherproof. The interior walls also had dry rot and poorly executed previous repairs, but most of them could be saved intact.

Finance and time necessitated two contracts: the first to underpin the front wall and the second to complete the other structural repairs.

## **Phase one repairs**

The results of the geotechnical report showed that underpinning was necessary from the chimney breast on the south wall of the front elevation to the chimney breast on the north wall. The mass concrete foundations range from 1.6m to 2.0m in depth and are 200mm wider than the original stepped brick foundation. They were cast in 1.0m long sections with timbers set in the side of the excavations to provide additional keys to the adjoining sections. The sequence was worked to allow maximum curing of each section before the adjoining sections were excavated.

Brickwork defects at this level were repaired and gaps between the underside of the brick foundations and the top of the mass concrete foundations were dry packed. All excavations were done from inside the building. The original foundation lines were uncovered and recorded as the underpinning proceeded.

## **Phase two repairs**

These repairs were carried out to comply with the Conservation Engineering Team's philosophy of minimum intervention.

The front wall was tied to the north and south flank walls with 'Cintec' Anchors. Seven 20mm square stainless steel anchors, 2.4m long, were inserted into the south wall at c1.3m centres, and six 20mm square anchors between 5.5m and 6.6m were inserted into the north wall at varying centres to avoid window openings. The cracks in the brickwork were brick stitched and the external render on the south was made good.

The intention was to tie the front elevation along its length at first and second floor levels using straps fixed to the wall and joists with additional straps straddling the main beams to provide continuous ties from the front to the back of the building. Ties had already been installed by the previous owners, who had concreted them into the front elevation.

Although chemical anchors are preferable, too much damage would be caused in removing the concrete and so it was left.

Further, lesser repairs included extending the decayed bearing on a ground floor lintel by inserting a recessed steel plate, replacing decayed lintels over the small windows in the side extension, general repairs to small areas of the window jambs at all levels and filling gaps in the walls left by decayed timber inserts.



*Steel beam reinforcements*

## Roof repairs

Roof repairs required replacement of six short hip rafters and the reinforcement of 12 longer rafters by through-bolting new timbers to both sides of their rotted ends.

Approximately a third of the wall plate on the front elevation and 2.5m on the north elevation were decayed and therefore replaced. The only roof truss is along the rear wall, spanning the bay opening. The truss was decayed on one face, at the junction between the principal rafter and tie beam. A steel plate the same depth as the timbers was cut to run along the tie beam and up the rafter. This was coach-screwed to the truss to reinforce the joint.

A decayed section of valley beam, beneath the leaking gutter, was cut away and replaced with a simple half joint, supported on the underside by the wall below. All the gutter boards were replaced. At the same time the unstable top five courses of the parapet were taken down and rebuilt between the chimney stack and the north-east corner. A small area over the north bay window also had to be rebuilt.

A traditional slate covering, with modern vents, laid on roofing underfelt replaced the original slate, but, owing to the restricted falls, the gutters and roof over the bay were replaced in asphalt rather than lead.



*Ground floor plan*

## Floor repairs

Three areas with dry rot required repairs on the first and second floors. Various methods included replacement of floor joists, replacement of boards, reinforcement of a floor beam by bolting a channel to the underside of the remaining sound timber, and reinforcement with steel plates. On the first floor the door lintel in a partition wall required replacement and the collapsed brickwork rebuilding. Support beams and timber posts were repaired and reinforced with angle supports, from which were hung the floor joists.

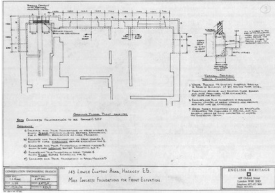
The ground floor had both dry and wet rot. In the two small rooms to the front of the north extension, 12 2.0m-long joists and 8m<sup>2</sup> of floor boards were replaced. Two joist ends and the surrounding boards had to be replaced in the north side of the bay floor. Small areas of floor were replaced at both ends of the hall and new sleeper walls were formed to support floor joists where the floors along the front elevation had been removed during underpinning. Other missing and damaged joists and boards were also replaced in the front rooms. About 50% of both jambs of the doorway beneath the first floor had to be rebuilt.

At all elevations the windows were repaired. Where possible existing windows were used, but two frames on the east elevation had to be replaced with matching softwood frames. The sash windows, which were replacements of the originals, were removed, refurbished and refixed properly.

At ground floor level the two plate glass windows were removed and replaced with triple sash windows to the original pattern. (It is worth noting that their more robust construction also helps to stiffen the elevation.) The existing bay windows fell to pieces when attempts were made to refurbish them, so they were replaced with new windows left on site by the



previous owners. The external stone sills were also repaired so that they shed water away from the frames and all cracks and holes were filled before decoration.



*Plan of mass concrete foundations*

## **External works**

Attempts to patch repair the cement rendering at the rear of the building revealed the original render and a painted section of brickwork. The existing rendering was repaired and the painted section repainted to reflect the prior paint line. On the front elevation the existing render was removed and replaced in a style more suited to the building's period. A new lead cap was fitted over the doorcase. External brickwork was inspected and defective pointing repointed. Dampness along the east end of the north wall was repaired by removing the earth against it and laying a polythene membrane against it before backfilling. Plastic rainwater goods at the front and back were replaced with cast-iron pipes and hoppers. Doors, windows, sills, render and painted brickwork were repainted.

## **Results**

The building is now structurally sound, water-tight and undergoing refurbishment under new ownership.

The project was completed on time, within budget and with minimum loss to the historic fabric. Much valuable experience was gained and some of the original fabric was revealed.

Arthur McCallum

*Conservation Engineering Team*

## **Mapping Roman rural settlement**

*During the past 10 years the Monuments Protection Programme has sought to define and assess the known archaeological resource in order to guide management and conservation decisions. Here Deborah Porter and Jeremy Taylor describe the commissioned special study on rural settlement in late Iron Age and Roman Britain*

In some areas of archaeology, the MPP Team has found that too little is known or accepted for its inspectors and archaeologists to be able to offer confident guidance within existing frameworks of understanding. In such cases they commission new work to review and reassess the state of knowledge, and to create new academic frameworks to guide its work. Such national evaluation projects have included medieval settlement, the industrial heritage, and 20th-century defences (see *Cons Bull* **26**, 17-19, and **27**, 8-9 and 12-13). More recently the MPP has commissioned Professor Martin Millet and Dr Jeremy Taylor of the University of Durham to carry out new work on rural settlements in the Roman and immediately preceding periods.

## **Monument class descriptions**

In 1989, the MPP commissioned a series of monument class descriptions (MCDs) as part of the initial single monument phase of the programme. A core of five MCDs were produced: major villas, minor villas, aggregate villa ges, linear villages and farmsteads. Other classes of monument, eg temples, field systems, *vici* and *mansiones*, arguably also

have a place in any analysis of Roman rural resources. Following desk-based evaluation of sites in the county Sites and Monuments Records (SMRs) and collation of the results nationally it became clear that considering Roman rural settlement as part of the single monument stage of the programme would not provide an adequate sample. A number of weaknesses were identified.

The traditional dominance of the 'villa' in Roman settlement studies had led to a patchy and highly regionalised recorded distribution of sites. Although there had been some excellent studies of other forms of settlement in some areas, these did not fill all of the gaps, and much data about the diversity and pattern of settlement during the Roman period remained locked in local SMRs. Because of this it had not been possible to evaluate the majority of recorded sites on the basis of an understood resource, which was largely based on excavated examples and was strongly biased towards certain types of settlement. Moreover, the MCDs did not make allowance for recognised settlement continuity from the late prehistoric period into the Roman and early medieval periods. These biases were unacceptable for a programme that seeks to evaluate the full archaeological resource.

## Starting with basics

To address these difficulties, the project would need to start from basics and without preconceptions. It would have been desirable to work within a simple theoretical framework (eg 'nucleated' and 'dispersed' settlements), as was the case with the medieval settlement project (see *Cons Bull* 26, 17), but no such usable conceptual framework currently exists for Roman rural settlements. The MPP project therefore started by reassessing the character of our basic data and the extent of our understanding. As usual, the work will be carried out in partnership with the country's local authority archaeologists and their SMRs.

We have also broken new ground by holding a successful discussion seminar for academic and conservation professionals at the Society of Antiquaries, London (on 24 October 1997), and incorporated the many useful comments of the discussions into our approach. A pilot project in five counties (Cornwall, Essex, Lancashire, Northamptonshire and West Sussex) began by compiling a database of sites drawn from the widest resource, including not only those sites that were manifestly Roman (eg those termed villas) but also those that followed more native traditions. The sites have been recorded from a full range of archaeological information, including excavated and surveyed sites, as well as those identified by aerial photos and diagnostic finds scatters. It covers a wide date range from the late prehistoric period to the early medieval period. The information extracted has provided baseline information for each of the pilot counties and has enabled background maps of sites to be drawn. It has also provided more detailed information, which is already beginning to show the diversity of settlement across the regions during the Romano-British period.



*Ewe Close, Cumbria: unfortunately, not all Roman rural settlements are so easily identifiable. The MPP Roman Rural Settlement Project should address this problem*

## Maps and classification

The survey has now been expanded to include most counties in England. The ultimate aim is to produce not only a national map of recorded settlement sites, but also a simple classification of Romano-British and early medieval settlement sites that will be robust and capable of use for MPP evaluation purposes. We intend to define new settlement types,

which reflect better the diversity of settlement across the country. We expect the results of the Roman project to be comparable and compatible with the results of the MPP on regional patterning in medieval and later settlement by Dr Brian Roberts and Stuart Wrathmell.

Deborah Porter

*EH Monuments Protection*

and Jeremy Taylor,

*University of Durham*

## **Conservation plans for historic places**

*There has been a lot of debate about Conservation Plans, but love them or hate them, they are here to stay. This was the conclusion of a conference on Conservation Plans, organised by English Heritage with the Institute of Field Archaeologists, the National Trust, WS Atkins, ICOMOS and the Heritage Lottery Fund, to mark the launch of the new Heritage Lottery Fund guidelines, Conservation Plans for historic places. Kate Clark reports*



*Birds Eye Headquarters, Walton on Thames, where listed building management guidelines have been agreed between the owner, the local planning authority and ourselves. These have already assisted with the restoration of the courtyard, as well as with new internal arrangements, which have enabled the firm to introduce open plan working in a way that is consistent with the modernity of the building*

*Conservation Plans for historic places* is aimed at applicants for Heritage Lottery funding and is a response to an increasing sense of frustration over the lack of a single approach to assessing historic sites.

At its simplest, a Conservation Plan states why a place is significant and what policies or approaches are needed to retain that significance. A Conservation Plan is not a quinquennial, an archaeological evaluation, a countryside or collections management plan. It is in effect a helicopter view, which takes an overview of everything that is important about a site: archaeology, history, architecture, landscape, collections, ecology and, often most importantly, the social dimension.

In practice, that helicopter view is achieved from the bottom up. At its most basic, this is a thinking process. The starting point is understanding the site, bringing together the documentary evidence with the physical evidence. This analysis is the basis for defining the significance of a site, both generally and in detail. The next stage is to think about how that significance is vulnerable – factors affecting it now, in the past or possibly in the future – and to use that understanding to create policies for retaining significance in any future use, alteration or management. This, in fact, is simply a crystallisation of the thinking process that most of us use when making decisions about historic sites.

*'Isn't a Conservation Plan just more bureaucracy? Shouldn't we be putting more money into repair?' Delegate, Oxford Conference*

Once a Conservation Plan is in place it is much easier to see opportunities for new development or to resolve potential areas of conflict, eg between ecology and heritage, or health and safety issues. It is also a good basis for prioritising repair or new work, briefing an architect or beginning a landscape restoration plan.

## A matter of debate?

The Oxford Conference on Conservation Plans brought together 200 experts to discuss the issue. It began with a day of presentations on the methodology, followed by a day of debate. The opening address was given by James Semple Kerr, who had first set out the Conservation Plan approach, and who has been preparing plans for many years. He explained that a good conservation plan was flexible, brought together different professional ideas, was clear and relevant. It was up to those commissioning plans to make sure that they got what they wanted. He pointed out wryly that the thickness of a plan was in direct proportion to the fee and warned about trying to write plans with large teams of people. However, he stated unequivocally that every plan he had ever done had resulted in the owner of the site becoming much more enthusiastic about their site. Stephen Johnson announced that the HLF will be asking for Conservation Plans for some applications at the second stage of their new two-stage procedure. Not all applications will need a Conservation Plan, although they are particularly useful for major sites, sites with more than one type of heritage and sites in multiple ownership. Cathedrals have already been asked to provide Conservation Plans in support of applications to the HLF. The cost of preparing the plan can be considered as part of project development costs for applicants, which go through two stages.

The principles of a Conservation Plan are, said Paul Drury, consistent with the requirements of statutory legislation and with new developments in the European heritage field. They are also, noted Peter Inskip, a useful tool for complex conservation projects. David Thackray explained how the National Trust in England is exploring the use of Conservation Plans and Jamie Simpson set out various Scottish initiatives underway. Paul Walshe noted the parallels with the management approach of the Countryside Commission and Simon Cane of Manchester Museum of Science and Industry showed how they are relevant to the management of museum buildings. In the private sector, Jason Wood explained how the Conservation Plan approach provides a way of integrating professional teams.

The second day was devoted to debate. On the one side there were those who saw Conservation Plans as providing rigour to conservation thinking and greatly assisting owners, site managers and decision makers. Conservation Plans could incorporate ideas of sustainability into conservation thinking, and take on board new heritage issues such as local distinctiveness.

On the other side were those who were worried about the process. Conservation Plans could become advocacy documents, supporting a particular scheme under the guise of an objective overview. Others felt that they would add more paperwork to an already complex process. There were also warnings that they could become an excuse to do nothing. Behind much of this debate were larger questions: how can we reduce bureaucracy while improving the standards of care we give to the heritage? How can we ensure that the sites we hand on to future generations are as important as those we inherit today?



*Whitby Headland: a Conservation plan for the headland has brought together architectural, archaeological and landscape issues at a complex site. The plan will help shape future management of the site*

## Conservation Plans and the work of EH

The current initiative has been led by the ELF, albeit with a significant input from English Heritage. But as EH Chief Executive Pam Alexander pointed out in her welcoming

remarks, understanding a site should always be the first step in any conservation process. Conservation Plans, she said, are an immensely useful tool in managing the dynamic process of conservation, whether in managing our own sites, in administering grant aid or for major buildings at risk.

'It's very simple. A Conservation Plan is about what is important, and what you're going to do about it'

James Semple Kerr

In April 1997, Commissioners agreed that English Heritage would prepare Conservation Plans for each of our historic properties. As the first step, staff from Historic Properties and Conservation met at a two-day seminar in Sheffield in September. The result was a model template and a set of notes which could be used for our own properties; they would then be the basis for the guidance prepared for the Heritage Lottery Fund.

Since then we have agreed to prioritise the preparation of plans. Priority 1 are sites subject to major proposals for development/partnership, Priority 2 sites are those where significant conservation projects are coming to an end and Priority 3 sites those where issues are likely to arise in the future. Plans are underway at Bolsover, Fort Cumberland, Wrest Park, Brodsworth Hall and Scarborough Castle.

Conservation Plans, of course, run parallel with other site management initiatives. A Conservation Plan for a building or site would nest easily with a World Heritage Management Plan for example, and equally, the policies in a Conservation Plan should relate to a Conservation Area Appraisal. Conservation Plans have their roots in initiatives such as the plans used in the restoration of landscapes and in Listed Building Management Agreements, and are very close to the principles of archaeological assessment. They also bring in the idea of sustainability by forcing us to think harder and more explicitly about the long-term implications of our actions.

No doubt the debate will continue – people may continue to see Conservation Plans as intrusions or as an excuse to earn fat fees for documents that say little that we do not already know. But this is also an opportunity to inject some clarity into current thinking, to remember what is important about a site, why we care about it and to use that, rather than short-term strategies, to drive how we care for it now and in the future.

Not everyone who attended the Oxford conference would have agreed. But then Conservation Plans are no more a panacea than any other heritage management technique, and should only be used when they are genuinely appropriate. 'After all,' as Kerr said at Oxford, 'you don't take a mud-runner to Alice Springs'. (See the article by Amanda Chadburn on p 4.)

Kate Clark

*Head of Historical Analysis and Research Team*

## **The case for grant aid for our historic churches**

*Judy Hawkins explains how a survey commissioned jointly by English Heritage and the Council for the Care of Churches has helped to identify the future funding requirement for Church Grants*

England's historic churches are often described as 'the jewels' in its heritage crown. Parish churches alone represent over 30% of all the Grade I buildings of England. Since 1977 the care of these, and of other outstanding churches, has been regarded as a shared responsibility, a partnership between Church and State that has helped to repair over 3,000 Grade I and II\* churches with grants totalling £96 million. The recent extension of grant aid to Grade II churches by Lottery funds has brought this total to £120 million.

The case for grant aid was established in 1973 following a survey of the 'resources and needs' of 'listed and listable' churches in the mainly rural dioceses of Lincoln and Norwich. This, and a supplementary report on the urban deaneries of Cheltenham and Newcastle, resulted in a recommendation to the General Synod, and thence to Government, that £1 million was needed annually to meet the shortfall between the anticipated repair requirement and the ability of parishes to fund the necessary work.

With the incentive of State Aid (administered by English Heritage as Church Grants from 1984) repair programmes became more ambitious and fund-raising reached new heights. The increased cost of 'historic' building materials helped to inflate repair totals and by the 1990s the demand for grant aid regularly outstripped the annual budget. A fresh assessment of need was required and discussion began with the Church of England on how this might be achieved. The outcome, the Churches Needs Survey, was launched jointly by English Heritage and the Council for the Care of Churches in 1994.

## Selection of sample areas

As constraints of time and cost ruled out a full national survey, five deanery (or deanery-sized) areas were selected from the dioceses of Gloucester, Newcastle, Manchester, Portsmouth and St Edmundsbury & Ipswich. The areas chosen reflected the range of parishes found in the country as a whole: inner city, suburb, market town, satellite village and depopulated rural area. Within these areas 137 churches were assessed. They included every Anglican church (with one atypical exception), and 18 other places of worship that had volunteered to take part. These latter were drawn mainly from the Roman Catholic and United Reformed Churches, but also included one Congregational Church, one Independent Chapel and one Synagogue.

**Table 1: Capital expenditure 1984–94 (£)**

sample area	major church repairs	new church works	works to other buildings
Cheltenham (31 churches)	737,610	1,516,420	497,360
Eccles and Salford (32 churches)	2,699,490	205,390	176,600
Newcastle (24 churches)	975,590	94,500	224,470
Petersfield (19 churches)	417,510	272,410	35,510
Halesworth (31 churches)	1,119,700	131,410	88,270

## Survey questionnaire

Individual letters enclosing the Survey questionnaire were sent to each Church of England parish, and to their counterparts elsewhere. Information was sought on the size of the congregation, its annual income and expenditure, the major repairs undertaken and new work completed in the last 10 years, and the future repair requirement identified in the latest Quinquennial Inspection Report (QIR).

## Validation of results

After collation, the summary data were examined by the Statistics Unit of the Central Board of Finance and the Church of England figures compared, where feasible, with the annual diocesan survey returns for the equivalent period.

## Fabric report

To provide a consistent assessment of the cost of major repairs needed over the next five years, and a 'snapshot' of current maintenance standards, every church was visited by an independent consulting architect (Geoffrey Claridge RIBA FRSA) highly experienced in church repair. Each church was inspected afresh without reference, initially, to its most recent QIR.

The fabric was examined as a whole and then in terms of its individual elements to discover where the stresses lay and where there were clear signs of failure. To ensure a uniform reporting standard for churches of varied size, quality, age and style a format was devised that dealt with each element of the building in turn and allowed space for a general comment in the form of a summary. Separate sections dealt with maintenance standards, the efficacy of previous repairs, the likely repair need and its cost.

### **Expenditure on major repairs and new works 1984–94**

The questionnaire asked parishes to divide their capital expenditure into three categories: major church repairs, new church works (including extension and re-ordering), and works to other buildings. The responses varied greatly in detail, and in interpretation, with some parishes handicapped by gaps and contradictions in older records.

The character of the work undertaken was also influenced by local factors. The size and age of churches, different architectural styles and materials, income levels within the parish, the commitment and energy of the incumbent and of the worshipping community, may each affect the ability of a congregation to care for the building(s) in its charge. The sensitivity of the area totals (Table 1) to a small number of large-repair or 'one-off' building projects was also evident, as was the occasional difficulty of apportioning expenditure where several churches used a single parish account.

### **Predicted expenditure on major repairs 1994–9**

For the sampled churches the average cost of QIR-predicted repairs for the period 1994–2004 was £50,599 (exclusive of fees and VAT) against an average QIR prediction of £38,630 for 1984–94. The consulting architect's prediction of the total sum to be spent on the same churches for 1994–2004 averaged £59,673.

He assessed 98% of the work as major repair, with 52% of this being either urgent or medium term items to be completed within five years. Multiplying this element by the number of Church of England parishes, and assuming one church per parish, yielded a potential expenditure figure of £398 million for the Church of England as a whole over five years – an average of £80 million per year exclusive of fees and VAT. Relating this figure to the proportion of listed churches in the survey indicated a potential annual repair requirement of £38 million for Grade I/II\* churches and a Grade II requirement of £20 million.

Table 2 illustrates the impact on these figures of the addition of fees and VAT and an adjustment to 1998 prices.

### **Minimum annual grant requirement 1994–9**

Assuming grant at 40% of eligible costs, the minimum annual grant needed to assist the repair of Grade I/II\* Church of England churches was gauged at £20 million, with £10 million for Grade II churches (£24 million and £12 million respectively at 1998 prices). These figures related solely to major repair and took no account of the higher rates of grant frequently awarded to ensure completion of work within a reasonable timescale. As they were calculated on a parish basis they also largely excluded the non-Anglican requirement, although the consulting architect's analysis of quinquennial costs, and the listing statistics, reflected the needs and status of those non-Anglican churches in the sample.

### **Maintenance standards**

It proved impossible to identify a reliable expenditure figure for routine maintenance from the Survey returns, but work was clearly being done. The consulting architect's fabric report indicated that most of the churches surveyed were basically in good condition, with

78% of those inspected maintained to a satisfactory standard or higher. Relatively few churches were considered to be seriously neglected and these tended to lie in small, remote communities with several churches in their care or in areas of urban deprivation. In some cases neglect was a consequence of the redirection of parish effort towards the provision of new buildings and/or facilities, or of a lack of regular professional advice. Of the churches which had received grant aid from English Heritage (25% of the sample or just over half of those eligible in principle for grant aid), 80% were maintained to a satisfactory standard or above, with 23% achieving the highest standard.

## Review of listing grades

In parallel with the Survey, the listing grade of each of the sampled churches was reviewed against current listing criteria. The listing grade can have important financial consequences as only those churches that are listed Grade I or II\* are normally eligible for English Heritage Church Grants.

The review suggested that a 14% shift into Grades I and II\* would be justified with a 5% increase in listing overall. Four buildings were considered to be over-graded at Grade I and recommended for regrading to Grade II\*. These findings, however, are unlikely to represent the full national requirement for the non-Anglican denominations whose sampled churches were largely self-selected.

Overall, the Survey demonstrated that most congregations were committed to the maintenance of the historic building in their charge, making whatever provision they could within limited budgets to undertake the most urgent works. This commitment undoubtedly reflected the success of the State Aid and Church Grants programmes in focusing attention on the needs of the ecclesiastical heritage, so encouraging congregations and church trusts. This message was reinforced by the introduction in 1996 of the Joint Grant Scheme, managed by English Heritage on behalf of the Heritage Lottery Fund, with its ability to assist the repair of any church of 'heritage merit'.

But access to enticing new sources of funding should not disguise the fact that the key to the conservation of historic buildings is continuous care. If parishes are to continue to plan ahead with confidence they need the reassurance of a firm partnership between Church and State. The Church of England has already declared that adequate funding for English Heritage is the most effective way for the State to protect the ecclesiastical heritage, not least because it offers hope to those denominations and individual congregations with moral objections to Lottery funding.

Judy Hawkins

*Architectural Conservation*

The Report of the *Churches Needs Survey* will be published later this summer. Copies will be available on publication, free of charge, from either the Council for the Care of Churches, Fielden House, Little College Street, London SW1P 3SH (0171 222 3793) or English Heritage, Customer Services Department, PO Box 9019, London, W1A 0JA (0171 973 3434).

### Table 2: Predicted cost of major repairs 1994–9 (£m)

urgent/medium term repairs	annual cost less fees & VAT at 1994 prices	annual cost with fees & VAT at 1994 prices	annual cost with fees & VAT at 1998 prices
all churches	80	103	124
Grade I/II* churches	38	49	59
Grade II churches	20	26	31



## Prehistoric fortresses yield their secrets

*A recent partnership project, between English Heritage's Ancient Monuments Laboratory and Oxford University, has shed new light on the character and function of Iron Age hillforts. This has laid the foundation for better management and greater public understanding and enjoyment. Andy Payne and Stephen Trow describe the work*



*Peter Cotrell surveying site*

Among the most visually dominant features in the rural landscape of central-southern England are the earthwork forts that surmount many of our hills. These sites, defended enclosures occupied from the end of the Bronze Age to the Roman conquest, are among the largest and most dramatic of the prehistoric features that survive in our countryside. Hillforts have attracted archaeological interest for much of this century, and debate on their function and significance continues to be central to the academic study of the Iron Age. The sheer scale of the defences at many sites indicates great expenditure of communal effort and a high degree of social organisation. Despite this interest, however, it remains unclear whether they were the strongholds of Celtic chiefs and their retinues, communal centres of population akin to large villages, or temporary refuges occupied seasonally or in times of unrest. Reliable interpretation of the role of these sites continues to be hampered by the small number which have been extensively examined archaeologically.

### Early studies

Early work on hillforts in Britain was limited to sections cut through defensive banks to examine their development over time. It was not until the 1960s that attention moved to the large-scale excavation of their interiors. The cost and effort involved in the digging of large areas within hillforts has meant, however, that work has been limited to a handful of sites in southern England and in the Welsh Marches. These sites have revealed contrasting patterns of occupation, exemplified by the two forts on which the largest area excavations have yet been done – Balksbury and Danebury – which lie within a few miles of each other in Hampshire.

Investigations at Balksbury revealed very sparse evidence for early Iron Age occupation within a large, but lightly defended, enclosure. In contrast, Danebury revealed longer-term and far more intense activity within a smaller, but more strongly defended, area. Analysis of the limited evidence available led the excavator of Danebury, Professor Barry Cunliffe of Oxford University, to suggest that these distinctions occurred more widely, and to predict that those hillforts with strongly elaborated defences, such as Danebury and Maiden Castle, would generally be intensively occupied and long-lived sites, in active use for several centuries and serving as the centre of a wider territory.

### Scheduled monuments and management

The majority of hillfort sites in England are now scheduled monuments, and it is unlikely that many will succumb to large-scale development pressure in the foreseeable future. They do, however, face a number of management problems. Given their prominent locations, many of these sites have been acquired by public bodies, such as the National Trust or local authorities, and they are popular attractions for visitors keen to enjoy walks and the historic landscape. A number of hillforts are linked by long-distance trails such as the Ridgeway and the South Downs Way, and attract riders and serious walkers. As a

result, they are among the sites most frequently visited by the public, and can suffer from severe erosion. Paradoxically, given this ready audience, those who manage publicly accessible hillforts are able to offer only the most basic interpretation to the public. Other hillforts are in private hands, and the interiors of a significant proportion of these are cultivated. In these cases it is likely that continued ploughing is severely damaging important remains within the forts. English Heritage management initiatives, and those of schemes such as the Countryside Stewardship Scheme, have successfully removed a small number of hillforts from cultivation but, without detailed information on the survival of features within sites, the choice of sites for intervention of this kind remains arbitrary. Elsewhere, problems can be caused by forestry. Many hillforts have their ramparts managed as woodland, and some are planted internally with trees. The archaeological response to proposals for harvesting and re-planting woodland is often constrained by a lack of individual site information. More information about the character, density and location of internal features would be of tremendous assistance in improving future management.

## **Non-invasive surveys**

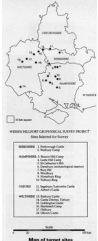
In 1995 a project was conceived by the South East Conservation Team and Ancient Monuments Laboratory of English Heritage, in partnership with Oxford University, which, by the adoption of non-invasive geophysical techniques, would enable a significant sample of hillfort sites in central-southern England to be surveyed. The aim was to characterise activity in the interior of the forts in order, firstly, to test current hypotheses about the development and role of hillforts in Wessex and to provide a platform for future research; secondly, to improve the information available for taking management decisions on the sites surveyed and hillforts in general; and, thirdly, to provide material for public interpretation. The project would demonstrate the complementary academic and practical value of 'thematic' geophysical surveys aimed at a single type of archaeological site, for which there was a recognised range of management challenges and a clear research agenda.

The technique adopted for the survey was magnetometry, which locates archaeological features by means of the slight magnetic variations caused by past human activity and which, unlike excavation, does not damage remains. Refinements in equipment sensitivity and information technology over the last 10 years allow large areas to be surveyed rapidly with great clarity and detail. The survey was conducted by two geophysicists, based at Oxford University, and directed by Ancient Monuments Laboratory specialists in archaeological geophysics, over eight months in 1996 and 1997.

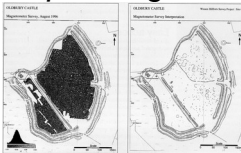
## **Spectacular results**

The fieldwork has recently been completed with spectacular results. Eighteen hillforts across Hampshire, Wiltshire, Oxfordshire and Berkshire have been comprehensively surveyed and provisional results confirm Professor Cunliffe's proposed distinction between the early hilltop enclosures and later developed hillforts. In a number of cases, the surveys are so detailed that they reveal a complex pattern of round houses, pits, roadways and other features. Important information on specific aspects of a number of sites has also been recorded. For example, at Oldbury in Wiltshire, a previously undetected length of defences, no longer visible on the ground, suggests two distinct phases of development or, possibly, a Dark Age re-fortification (see figure). At Ladle Hill, in Hampshire, the absence of internal features supports the long-held theory (based on the character of the ramparts) that the site is an 'unfinished' hillfort. At Bury Hill, in Hampshire, survey both inside and outside the hinfort revealed that a large and densely occupied enclosure exists a stone's throw from the equally intensively occupied hillfort.

Work has commenced on the detailed analysis and publication of these results. The future management of these sites, including their interpretation for the public, is also being considered. The results of the survey will, undoubtedly, have a major impact on hillfort and landscape studies, and should stimulate lively debate on approaches to archaeological site sampling strategies and the use of non-destructive survey. It is thought-provoking to consider, for example, that the costs of geophysically surveying all 400 or so hillforts in Wessex, would be roughly comparable to the costs of fully excavating a single site. It is hoped that, in the future, similarly cost-effective projects can be undertaken, focused on different types of sites or undertaken in different parts of the country.



Map of target sites



Greyscale plot and interpretation of the magnetometer survey of Oldbury Hillfort, Cherhill, Wiltshire

Andy Payne

Geophysical Survey Team

Steve Trow

South East Team

## BOOKS

### Future perfect



Science in Archaeology: an agenda for the future, edited by Justine Bailey. From English Heritage Postal Sales, PO Box 229, Northampton, NN6 9RY, or call 01604 781163 with credit card details; £28.50 (inc p&p). Quote product code: XB20001

The proceedings of a 1997 conference on the contribution of the sciences to archaeology. Each paper includes an element of reporting and review and identifies archaeological questions that existing scientific techniques, or refinements of them, have the potential to answer in the short to medium term. It is thus also contributing to Archaeology Division's future agenda.

The papers are grouped into four broad periods, from the Palaeolithic through later prehistory to Roman and medieval and later times. The authors were encouraged to draw examples from other periods to provide better overall coverage. As the concluding remarks show, there were many recurring themes that cut across these conventional chronological divisions.

## New transactions

English Heritage Research Transactions (*Volume 1*), published for English Heritage by James & James (Scientific Publishers) Ltd, £30. From James & James 35–37 William Rd, London, NW1 3ER, tel 0171 387 8558; fax 0171 387 8998; e-mail [orders@jxj.com](mailto:orders@jxj.com)

This is a new technical and scientific journal for building conservation, the first volume of which is devoted to metals. It is aimed at people involved with the technical and scientific aspects of building conservation, and has been launched by the Architectural Conservation Team to release the findings of the first five years of its strategic technical research programme into historic buildings materials decay and treatment. It also draws together the considerable body of scientific and technical knowledge produced by all our work in conserving the nation's historic buildings.

An independent peer-review procedure has been implemented and this will make the findings from English Heritage's research and case work more accessible to other scientists and testing engineers. The articles and issues dealt with will underpin the technical advice and published guidance that English Heritage gives to the Government, local authorities and the public on conservation matters generally.

This new series fills an important niche in English Heritage's overall publishing strategy.

## Easy access



Access to the historic environment: meeting the needs of disabled people, by Lisa Foster, 1997, Donhead, £32

This attractively presented book sets out examples of good practice to help managers of historic buildings and sites to resolve the dilemma of providing access for all, while meeting their responsibilities to the properties they maintain.

The approach to this dilemma is two-fold. Firstly, with changing attitudes and legislation, access for all must now be regarded as an obligation. Secondly, by responding to a range of access problems we are improving the environment for everyone.

Disability in its widest sense affects us all: sloped or wider entry points help pushchair users, as well as wheelchair users. Similarly, installing hand rails enables people with minor mobility problems to help themselves without needing to ask for assistance.

Lisa Foster's book takes a constructive approach and, after addressing the issue of 'why improve access', sets out to assist those to whom this is unknown territory. Chapter 2 starts with a useful access checklist, which follows a framework devised by English Heritage for its own properties. It pulls together the information needed to develop an access strategy for a historic property which must meet the needs of the users while preserving and even enhancing a historic property's special architectural interest.

This chapter also explains the implications of the 1995 Disability Discrimination Act. This does not override existing conservation legislation but imposes an obligation on service-providers to take all reasonable steps to provide access for people with disabilities. In a small number of cases it may not be possible to provide access as altering the building in any way may harm or destroy its special architectural or historic interest. For most sites, however, it will be possible to devise an access strategy that meets both objectives.

Chapters 3 and 4 assess the options for choosing the right point of entry, and the design implications of any alterations that are needed. Chapter 5 looks at how best to help people move around inside the building while the final chapter examines the methods for helping people to move around outdoor sites. This chapter should be compulsory reading for all

site managers and town planners, as everyone benefits from even, firm surfaces to walk on.

The most valuable part of this excellent book is the Appendix: five pages of practical guidance. It gives details of the clearance needed by wheelchairs for entrance doors, interior doors and the turning radius, the degree of slope for ramps, heights for setting wash basins and public telephones, and much more.

With the help of this book one cannot plead ignorance in failing to provide adequate facilities for disabled people. Lisa Foster has pulled together a wealth of practical data into a single easily accessible format. It is now up to the managers of our historic environment to take up the challenge.

Anne Jones

*Museum of Farnham*

## Conservation cruise



The Conservation of Archaeological Sites in the Mediterranean Region: an international conference organized by the Getty Conservation Institute and the J Paul Getty Museum 6-12 May 1995, edited by Marta de la Torre, 1997, Getty Conservation Institute, £38.50

In May 1995 60 experts responsible for the conservation and development of archaeological sites – from 17 countries bordering the Mediterranean – visited the archaeological sites of Piazza Armerina in Sicily, Ephesus in Turkey and Knossos in Crete. They were attending a Getty Conservation Institute conference ‘to promote the protection of the archaeological heritage through coordinated management.’

The handsomely presented result of that conference, described, ambiguously, as ‘not strictly speaking the proceedings of the conference’, collects the papers presented. It is in two parts: *Part One* might be said to be general exhortations to do the right thing – to subscribe to the various Charters (of Venice and Burra etc: a useful historical summary is given), to consider and balance the differing values invested in a site by all the key interest groups involved, and not to forget any interested party, lest, as Susan Sullivan expresses it, the bad fairy arrives to spoil the christening feast.

Sullivan’s essay ‘A planning model for the management of archaeological sites’ is a key contribution – and seems to have formed the basis for the ‘Conclusions of the conference participants’. In general, however, the essays in *Part One* are not ground-breaking.

*Part Two* is a different matter. Here Nicholas Stanley-Price, John K Papadopoulos and Martha Demas each provide what the editor describes as an ‘introduction’ to the three sites. In much more than an introduction, each site is presented as the rich result of the intersection of often conflicting values and histories. The three essays adopt a common format, conveniently signposted for the reader, offering first an account of the values – social, aesthetic, archaeological, economic – placed on the three sites by different interest groups, then an account of the delightfully complex and idiosyncratic histories of intervention, and finally, clearly related to these factors, a discussion of the present problems and opportunities of each site.

The concentration, for example, of the early excavators at Piazza Armerina on the spectacular mosaics has been at the expense of study and presentation of building and occupation phases (as well as of the architecture itself), and the often-controversial architectural inventions of Sir Arthur Evans at Knossos are now the subject of conservation in their own right. As a result of the adopted format, each site appears richer than the archaeological literature alone might indicate. More importantly, the articles illustrate and

develop the general exhortation of *Part One* that anyone working to conserve and develop these sites now starts with a vivid picture of the relationships that must be addressed in the interlinked tasks of conservation and interpretation. The essays are a model for archaeological site assessment and almost justify in themselves the considerable investment of the Getty Conservation Institute in the Conference.

Martin Goalen

*University College London*

## NOTES

English Heritage on its own account and as agent for RCHME has awarded a contract to IBM UK Ltd for the delivery of the Heritage Spatial Information Service (HSIS) under the Private Finance Initiative. HSIS is a partnership venture for the implementation of a Geographic Information System to better manage the spatial elements of our heritage information. It aims to provide a more comprehensive service, meeting increased demands for digital mapping and integrated databases. Production of distribution maps showing sites in specified areas will be possible, making it easier to identify heritage sites affected by road schemes and or other development and speeding response times.

Bronwen Knox

*Head of Records Office*

### **Library Association Prize:**

Cherry Lavell, whose long association with referencing, indexing and archiving – including indexes for *Conservation Bulletin* – is well known, has been awarded the Besterman Medal for outstanding bibliography by the Library Association. The prize was awarded for her reference work, Handbook for British and Irish archaeology which lists all the sources of information any archaeologist needs to know. Edinburgh University Press, £29.95.

### **Just deserts:**

Brian Davison, who retired from English Heritage in January, after 35 years, received an OBE in the Queen's Birthday Honours List. Brian's outstanding contributions to archaeology in England and Wales have been instrumental in creating the network of county-based Sites and Monuments Records. He helped to draft the Ancient Monuments and Archaeological Areas Act 1979, providing more protection to scheduled ancient monuments. Brian has been instrumental in establishing the discipline of medieval archaeology and is an authority on castles. He was a founding member and chairman of the Institute of Field Archaeologists. At his retirement, Brian was Senior Inspector of Ancient Monuments and Head of the Historic Team in Historic Properties SW.

### **Neglected military barracks on heritage map at last**



British barracks 1600–1914 – their architecture and role in society, by James Douet, English Heritage, published by The Stationery Office, price £40. Product code XC20009, ISBN 0-11-772482-3. From English Heritage Postal Sales, PO Box 229, Northampton NN6 9RY, or call the credit card hotline on 01604 781163.

Britain's barracks, described as 'sort of discipline factories for soldiers', are an important but sorely neglected part of the nation's social, political and military history – enduring

examples of soldiers' living and working conditions for centuries, bearing tangible witness to our military and cultural heritage.

*British barracks 1600–1914 – their architecture and role in society*, an authoritative new English Heritage book born of pioneering research by the conservation organisation's experts in conjunction with the Ministry of Defence and published by the Stationery Office, establishes the historical importance of these buildings for the first time.

Barracks provide witness to domestic instability as much as to the threat of foreign invasion, and some are now very rare. For example the last surviving pair of singularly unwelcoming brick huts at Aldershot provide poignant examples of the living conditions of thousands of soldiers from 19th-century volunteers to post war servicemen.

This important book explores, for the first time, the whole range of activities experienced by officers, men and their families who lived and worked within forbidding barrack walls – from drill on the square to the impact of Victorian reformers who encouraged schools, libraries, sports halls and married quarters.

With dazzling colour plates, rare detailed plans, maps, emotive photographs and original drawings covering four centuries of development, this unique, fascinating book is a must for soldiers past and present, social, political and military historians, architects and all heritage enthusiasts.



*An aerial view of Fort Brockhurst Hampshire*

## **New strategy to save farm buildings**



*It is important to identify the most complete and significant steadings, which are strongly representative of specific periods and areas. One example recommended as a result of the Norfolk survey is Church Farm at Hethel, which retains an exceptionally rare grouping of barn, stabling and cartshed in timber frame with daub infill. The 19th-century cowsheds, in brick and clay lump, have also been identified as an important historical element within the group*

*Historic farm buildings are a valued part of the landscape, reminding us how farming has helped shape our countryside. Jeremy Lake reports on developments in systematic listing*



*Manor Farm, Freethorpe: dominated by an imposing barn, the significance of this building could be missed. It is an exceptionally rare example of an important group of buildings planned for cattle management, first noted by William Marshall in the 1780s along the Broadland edge in Norfolk. Cattle in the lean-to aisles faced into a central 'nave' for the storage of fodder. This example, dating from 1822, is the most complete example to have survived (with its original stalls) and, as a consequence, has been upgraded to II\**

Listing of farm buildings has formed part of almost every listing survey in rural areas since listing began, but a full understanding of their importance has taken as long to develop.

The field workers on the first listing surveys, conducted in the immediate post-war years, were instructed to 'only look at the village centres and go up no farm tracks'. Rural areas continued to be very poorly covered by subsequent survey work, and in 1980 the Montagu report noted that 'the vast majority of architecturally or historically interesting farm buildings remain unidentified and unprotected'.

## Criteria for selection

While the Historic Buildings Resurvey of the 1980s resulted in new discoveries and additions to the lists, from truck-roofed hogg houses to medieval barns, the fieldwork conducted on these parish-by-parish surveys drew our attention to the lack of good research upon which to develop sound criteria for listing. In terms of historic structures in the countryside farm buildings are the most numerous, yet they have only recently been subjected to systematic survey and recording, eg by the National Trust on its estates, the RCHME's National Farmsteads Survey (now published as *English farmsteads, 1750–1914*) and the Kent Farmstead Survey. Local authorities and national bodies have, as a consequence, been hindered by the absence of a sufficiently sound factual basis and analytical assessment of the significance of historic farm buildings, against which to develop policies and determine the importance of particular buildings or features.

What we understand about the farm buildings we list has changed as the listing process has developed. Making the right choices for listing has become even more important in recent years, because rapid changes in modern agriculture have led to many farm buildings falling into disuse and being demolished or converted. Buildings at Risk surveys have shown that this is the category of listed buildings most at risk from decay.

As a consequence of the pressure to find alternative uses for redundant listed farm buildings, many of the structures listed during the 1980s resurvey have been converted, the majority into housing. Those local authorities approached in the 1989 SAVE survey (*A future for farm buildings*) had already confirmed that 25%–50% of listed farm buildings had been converted in many areas, the figures being higher in counties which were subject to the greatest development pressures. Some of these are sensitive conversions, but many of the barns listed on resurvey or later have been so badly altered that delisting has been recommended.

Though spot listing is one solution to addressing weaknesses in the lists, it is not the most effective means of targeting limited resources, nor is it always the most appropriate solution to the recognition of the importance of extensive groupings, which can be so characteristic of their areas.

It is now recognised that enhanced understanding of the historic landscape and its component parts is the first step in a process that embraces all stages of assessment, from selection and identification to recording and planning consent. National policy (English Heritage, Countryside Commission and English Nature, *Conservation issues in strategic plans* [1993] and *Conservation issues in local plans* [1996]), has placed an increased emphasis on the understanding of the 'total resource' and its integration into planning policy, and the importance, for example, of defining local distinctiveness. The English Heritage document, *Sustaining the historic environment* (1997), has emphasised the need for a holistic approach, 'based on a thorough understanding of the historic environment and the options for its management', as providing the best method of informing long-term change.

The best way, therefore, of selecting the right buildings for listing is to place them in their historical and regional contexts and, where necessary, to carry out research and survey work to underpin and justify the selection. Well-researched and clearly explained listing descriptions and guidelines enhance the likelihood of good communications between ourselves, building owners and local authorities and improve the chance of a building being properly understood at the stages of negotiating a new use. Guidelines for selection also provide a critical evaluation of farm buildings by type and region. Such guidelines can be used to provide the context against which the importance of farm buildings can be defined when they are affected by other policies and environmental schemes, eg in Conservation Areas.



## Thematic listing

To make this possible, we have started a series of thematic listing surveys of farm buildings beginning in East Anglia. A colour booklet, *Understanding listing – the East Anglian farm*, explains what the most significant developments in this important region were, and why we consider certain kinds of historic farm buildings to be particularly significant. Norfolk was chosen as a pilot study area because it provided an excellent opportunity to test the selection represented in the 1980s resurvey lists against the results gleaned from the Centre for East Anglian Studies' later survey of selected areas in the county, and Susanna Wade Martins' pioneering work on the Holkham estate.

A number of 'exemplar listings' forms one outcome of this project. Detailed guidelines for the assessment of farm buildings in the county have been compiled, using the results of both recent research and specialist knowledge to provide a framework for future listing decisions and guidance to owners and local authorities. These draw attention to the historical factors that have influenced the diversity and development of building and farmstead types in the county, and include an analysis of the lists and an explanation of the features associated with each building type.

This project has provided us with significant data: our analysis of the existing list coverage of farm buildings in Norfolk revealed that 98% of all listed farm buildings in the county are barns, the majority from the 17th and 18th centuries. It has also drawn attention to the concentration of pre-1700 barns in the wood-pasture areas of south Norfolk, where few other farmbuilding types of special interest can be identified.

In contrast, 18th-century barns are concentrated in the fertile-soiled north-east and broadland fringe, often with evidence of cattle lean-tos. Our research has shown that this emphasis on the barn can work to the detriment of other key buildings on the farmstead, most notably those relating to cattle husbandry. The increasing use of livestock played a crucial role in the great improvements that characterised the Agricultural Revolution, and our research has established the extreme rarity and importance of the few surviving farmsteads that have ranges of buildings exemplifying these trends up to the middle of the 19th century. These examples range from Waterden Farm, South Creake, a late 18th-century group recommended for Grade II\*, to Church Farm, Hethel, a rare surviving group in the vernacular tradition, recommended for Grade II.

While our work in Norfolk used the results of research to provide a qualitative basis for analysis and assessment, our survey of planned and model farms has provided a statistical analysis of the resource. These consciously planned complexes were the product of not just the Agricultural Revolution, but also of specific ideologies and scientific experimentation. They are unique to Britain, yet their significance, distribution and survival rate have been difficult to establish within a national context. Our work has aimed to establish how many farmsteads of this type were built, how many survive and where they are. The first phase of the survey has resulted in an illustrated summary of the historical development of this building type and an illustrated area-based and statistical analysis of both documented and surviving (listed and non-listed) examples. A separate county-by-county gazetteer of sites has drawn on a wide range of sources, including the RCHME's National Farmsteads Survey, and has been distributed to relevant conservation officers and to all County Sites and Monuments Records.

Our knowledge of the extent of planned and model farms has also been expanded and our consultation process has met with a positive response from SMR and conservation officers. We can now liaise more effectively with owners and other agencies, and make properly informed assessments for listing. Some of the survivals are quite astonishing, eg the farmsteads developed in and around Belper and Milford in Derbyshire by the Strutt family to provide fresh produce for their workforce.

## Computerised database

The computerisation of the lists has facilitated analysis of the existing listed stock of farm buildings and the identification of typological, geographical and grading imbalances. Our work in East Anglia will continue, building on the pilot project approach and using consultation with our partners as a basis for selecting other areas in the region. Consultation is also providing a valuable opportunity to establish the need for regional surveys in other areas of the country.

Jeremy Lake and Bob Hawkins

*Listing Team*

For copies of the East Anglian leaflet, the Norfolk and Planned and Model Farmstead reports contact English Heritage, Listing, 23 Savile Row, London, W1X 1AB.



*Park Farm, Bylaugh: the Norfolk survey identified this remarkable mid 19th-century farmstead, with covered yards for the management of cattle. The entire farmstead has been recommended for listing at Grade II\*, its importance in a national context being confirmed by our initial work on planned and model farmsteads*



*Home Farm, Culford, Suffolk: our research on planned and model farms has underpinned the II\* listing of this important farmstead. It was originally built in the 1830s and remodelled in the 1890s as a dairy farm. The machinery was powered by water, and tramlines with turntables enabling feed to be taken to the cow stalls in specially designed trucks*

## MONUMENTS AT RISK

### The importance of 'humps and bumps'



*Top: the quarry at Boxgrove Sussex, site of the discovery of Homo cf. heidelbergensis  
Above: site director Mark Roberts with a jawbone found on site*

England was first colonised half a million years ago when Britain was still joined to the Continent, and elephants, lions and wolves roamed the South Downs. The Romans invaded 2,000 years ago and it is only from that time that we have the remains of masonry buildings and written script. Our past becomes evident through structures and documents that can be analysed. In addition to what can be derived from archaeology, this accessibility becomes more pronounced with time so that for many people our past is equated with the built heritage of the past two or three centuries. This material can be assessed through a variety of architectural tastes, and is vociferously defended by a number of special interest groups and national bodies.

## **Public heritage**

Yet the evidence for 500,000 years of our past lies largely beneath us, visible only as 'humps and bumps' and accessible only through the archaeology. The finding of the shin-bone of the earliest 'European' at Boxgrove, the debate over Stonehenge and the fate of London's Tudor theatres all receive wide publicity. The reason is not solely the interest that exists in finding something that adds a new chapter to what we know of our origins, but a recognition by the public that we are dealing with irreplaceable fragments, some of which will be recorded and destroyed and some of which will be handed down to future generations.

I have been asked often how many archaeological sites we have in England, what is their variety, what do they tell us, what condition are the remains in, what are the agencies of destruction and what is the trajectory of that decay? Hitherto, my answers were largely guesswork, but to progress, we need to put our knowledge on a secure footing. This need led to the *Monuments at Risk Survey* (MARS) – the first general census of the archaeology of England. The project was ambitious and I am indebted to Tim Darvill, of the University of Bournemouth, for his vision.

## **Shared vision**

The shared vision is of a census of archaeological sites in England, which will provide us with an overview of our changing heritage. Implementing that vision was complex: an acceptable sampling framework had to be devised that could be applicable to the whole country. MARS is the first survey of its kind. Other surveys of environmental resources are in their third generation and have consequently weeded out technical problems. These issues were faced in peer review meetings and will be encountered again when MARS 2 is planned.

MARS was not designed to identify specific monuments that are at risk. It is concerned with the national picture and with large groupings. The aim of the project was to look for general patterns that can be used in the development of strategic policies. The census year for the project is 1995. The report is intended for archaeologists, professional planners, heritage and conservation officers, and local and national government administrators whose work embraces preservation and management of our archaeology; and politicians seeking facts and figures as the context for continuing support of existing programmes and developing new ones.

## **The future of MARS**

Since 1995, important initiatives have been concluded, the results of which will change the picture of the archaeological resource post-1995. These changes will be accommodated when MARS is repeated. For the foreseeable future though, MARS and its archive will be the essential source for anyone wishing to comment on the condition of England's archaeological heritage.

Geoff Wainwright

*Chief Archaeologist*