URBAN MATTERS

By Geoffrey Wilson

Major initiatives being developed by England Heritage, in partnership with the Commission for Architecture and the Built Environment, will strengthen urban regeneration and encourage good architecture which enhances the historic environment

At a time when a great deal of building is taking place in our towns and cities, involvement in urban regeneration is understandably high on English Heritage's agenda. This issue of *Conservation Bulletin* focuses on urban matters.

The link between successful urban regeneration and urban conservation must be strong if what emerges is to be viable, congenial and truly enhance the sense of local character. The turn of this century, as with its predecessor, is marked by a striving for progress and modernity. English Heritage acknowledges and responds to this development with all its skills and experience at its command.

New building forms are appearing in our historic towns and cities, as once factories and warehouses did. English Heritage seeks to help rather than hinder in the search both for appositeness of impact and for quality of architectural expression. In this task we are greatly assisted by the burgeoning relationship with our colleagues at the Commission for Architecture and the Built Environment (CABE).
English Heritage's regional organisation supports teams of specialists who have not only a knowledge of local places but also all those involved. The value of this understanding cannot be overstated and strengthens our credibility in situations where local knowledge and involvement are paramount. Our role is to assist and advise creatively and positively, recognising the supremacy of environmental character as a benevolent component in the regeneration process.

Towns and cities have a temporal as much as a physical layering, though the degree to which the past productively informs the present is not always, at least initially, a truth widely acknowledged. Thus there is a need for advocacy and

The first of a new generation of Exploratory Science Centres, Explore at-Bristol by Wilkinson Eyre Architects, is a sensitive conversion of and addition to a listed concrete structure built in 1903 by Great Western Railways as a goods shed. It was one of the first structures in this country to be built using the reinforced concrete system developed by François Hennebique – most evident in the elegant tall arched structure of the ground floor space, which once spanned across railway tracks

New public square above an underground car park, stainless steel Planetarium and connected concrete structure with corporate roof terraces and exhibition space

The Planetarium by night, with glass bridge to main building. The final concrete half arches meet pillars with original metal cladding showing the level of a former station platform

restrained yet informed debate within the compendium of skills brought to bear on an holistic regeneration. Within the complexities of the urban setting, a host of different aspects – social, economic, historic and aesthetic – must mutually contribute to an organic urban development.

In the midst of many good developments during the 1960s and 1970s, some schemes intended to relieve traffic congestion have proved ill-conceived. Once-living areas have been isolated by ring roads or stultified by too many surface car parks. With heightened contemporary public awareness and involvement, however, it is an ideal time to work with the grain of local environments to achieve better urban solutions.

The articles that follow offer a robust view of the opportunities given by a conservation-based urban regeneration. We hope both to inform and stimulate further discussion and activity within and without English Heritage. □

Geoffrey Wilson
Chairman of the Urban Panel
Former English Heritage Commissioner

The Urban Panel

Urban regeneration

The new Urban Panel, working with a wide range of partners, offers advice and support both for developing the historic environment and promoting an urban renaissance

To see urban Britain, where the vast majority of our fellow citizens live and work, as a dynamic historic environment continually being refurbished, reshaped and renewed, is one of the major themes of *Power of Place*. That English Heritage should champion such a vision surprises those more familiar with the image of an organisation with responsibilities for preserving our past by protecting individual sites, buildings and areas of special character. Yet from its inception English Heritage has increasingly concerned itself with the whole rather than the partial in the historic built environment, as the success of our engagement in Conservation Area Partnership Schemes, Heritage Economic Regeneration Schemes and Townscape Heritage Initiatives has demonstrated in delivering substantial funding to assist conservation-led regeneration.

The setting up last year of our new advisory group, the Urban Panel, demonstrates that English Heritage is now enlarging its vision and sharpening its focus on urban issues. Our statutory remit has, of course, always engaged us in major developments in historic towns and cities. The challenge today, however, is to show how we can also contribute to the large-scale regeneration initiatives being brought forward for urban areas not perhaps previously considered natural English Heritage territory – the worn-out parts of our inner cities, industrial settlements brought low by the collapse of our manufacturing base in the latter part of the 20th century, and the so-called brownfield sites targeted for major residential development in the next decade. Many of these areas tell us much about how our culture has evolved since the Industrial Revolution, and a proper understanding of them is the key to retaining and enhancing their character. More than that, English Heritage believes that the uniqueness that distinguishes one place from another should be the springboard for its continuing development.

The historic environment

Over the last decade English Heritage has undertaken important research into the archaeology and history of many of the sites and buildings of our industrial and urban past through our national evaluation programmes. The Monument Protection Programmes and Thematic Listing projects have both led to the establishment of benchmarks for statutory designation as well as informing our wider understanding of cultural significance, complementing collaborative work on similar projects undertaken by the former Royal Commission on Historic Monuments. The merging of the two organisations in 1999 has strengthened our ability to deliver the vigorous and authoritative research vital for proper evaluation. We are now well placed to use this knowledge to contribute to characterisation of the historic environment as a whole, focusing on those urban areas that are about to undergo dramatic change, as we are now doing in a carefully selected range of urban projects across the country described elsewhere in this issue.

While brownfield sites are natural targets for contemporary regeneration, they are not usually devoid of history. They could, for example, be former military bases like Bicester or Old Sarum airfields, important for their historical associations with 20th century defence history as much as for any archaeological remains or

Aerial photograph of Nelson, a planned industrial town based on the textile industry, in urgent need of appropriate regeneration

standing buildings. The historic commercial or industrial areas of cities overtaken by change, to the point that they are redundant or even derelict, have much to say about how that city has evolved over centuries. This is as true of the great city – the docks and bonded warehouses of Liverpool, the commercial packing warehouses of Manchester, the former metal trades area of Sheffield – as of the smaller town with a specialist industrial base – carpets in Kidderminster, textiles in Nelson, shoes in Northampton, leather in Walsall. English Heritage is bringing forward projects on a selection of different urban environments, including seaside resorts and market towns, and will be publishing guidebooks, such as the highly successful popular guide to the Birmingham Jewellery Quarter, to promote better understanding of what makes each place unique.

Such publications, together with exhibitions and educational initiatives, are vital to promote understanding, but they are only the start of English Heritage's engagement in regeneration. Characterisation does not imply that every component of the historic built environment is equally significant; rather it provides a basis for evaluating relative significance and identifying opportunities for regeneration. In a joint initiative with European Objective I funding in Cornwall, for example, we are identifying regeneration opportunities in the context of clear archaeological and historical evaluation of an area bidding for World Heritage Site status.

A typical residential streetscape in Nelson

We hope that our work on the Cornish industrial landscape, to be paralleled by a similar project in Lancashire and possibly South Yorkshire, will demonstrate that English Heritage's role in assisting the renewal of urban Britain is an enabling as much as a regulatory one, in which a proper understanding of the past can be shown to be the inspiration for building for the future.

Urban strategy

Raising English Heritage's profile on such urban issues and persuading our partners that we are positive agents of change was one of the primary objectives in the establishment of the Urban Panel. Its role is not only to advise on major regeneration initiatives but, from its experience of examining schemes all across England, to help develop our corporate approach to urban strategy. With an inter-disciplinary membership of 18 engineers and property developers, architects and archaeologists, historians and planners, the Panel makes carefully targeted two-day visits to urban areas where major change is proposed. Each visit is designed to engage English Heritage, through its regional teams, in constructive dialogue with all the parties involved in promoting regeneration. Open debate is positively encouraged, and after the visit a Review Paper summarising the Panel's views is immediately made publicly available so that the dialogue can be carried forward.

The starting point for a Panel visit may be a proposal for a major scheme of redevelopment. One current stream of regeneration initiatives flows from the need to revisit those post-war city centre shopping developments that, half a century on, often look tired and in need of refurbishment to meet the very different retail needs of the early 21st century; the Panel has already looked at replacement schemes for such shopping malls in Bath and Chester. Or it may be the new wave of city centre-based retail

© North News

Gateshead Millennium Bridge. The Urban Panel and CABE are working together to promote high quality new design that enhances the historic environment

schemes such as the Panel has examined at Liverpool, Norwich and Southampton. Or again it could be the development of a wholly new brownfield site, such as the new university campus at Lincoln or the proposed reclamation of land from the sea at Southampton Water. Whatever the starting point, the Panel attempts to see the whole picture, seeking to understand how the town or city works, testing the strategic thinking behind the specific proposal, and so putting a particular proposal in the wider context.

This has sometimes come as a surprise, albeit a refreshing one, to local authorities and other partners expecting English Heritage to be interested only in a narrowly defined historic component of a city rather than urban culture in general. To stake English Heritage's claim to be a willing contributor to enriching the culture of cities, however, strengthens our ability to deliver critical messages that may not always be welcomed. When the Panel visited Southampton, members could express their reservations about proposals for the Waterfront in the context of support and encouragement for the city's overall cultural and design strategy for its future growth. Similarly, on our first visit to Chester in 2000, we urged the City Council and their consultants, Michael Hopkins and Partners, to widen the brief for Northgate to take in contiguous areas in order to achieve better integration of the new quarter with the City's historic street pattern and urban grain. We were heartened to see that our message had been received when the Panel revisited Chester earlier this year to review the emerging masterplan. And in two visits to Liverpool, the Panel examined two major schemes on contiguous and overlapping sites – the Paradise Street triangle and Chavasse Park – where, while clearly preferring the former to the latter, we could nevertheless report objectively on the strengths and weaknesses of both in the context of what they offered that great city.

Importance of characterisation

What messages, then, are emerging from the Panel's first 18 months' work, during which we have visited Birmingham, Bristol, Manchester, Nelson, Newcastle and Walsall in addition to the places already mentioned? Certainly the most persistent is how frequently inadequate characterisation had led to poorly informed proposals being brought forward. The central message of *Power of Place* about the primacy of understanding in the regeneration process could not be more timely. What it is that makes a place special must be the starting point for framing a design in its civic as well as its architectural dimensions if a new component is to integrate not just successfully but inspirationally into the historic built environment. The Panel has become especially concerned that, even if archaeological, building or streetscape evaluation is successfully addressed, the historical morphology and topography of our cities is so often sadly neglected.

The lack of integration between the different strands of a city has been another major theme of the Panel's initial period of work. Cultural diversity, local distinctiveness and its expression in the historic built environment should be

increasingly recognised and celebrated so that we can sustain the distinctive character of our cities, and neighbourhoods within them, when planning for their future. This is one of the aims of our major project about to start in Liverpool, but such cultural connectivity is important in every urban environment. The Panel was heartened, for example, to see the attention being paid to addressing issues of social deprivation in Lincoln in the context of ambitious schemes for new development throughout the historic city: weaving the new with the old reconstructs social and economic fabric as much as streets and buildings. When we visit Sheffield in October, we shall be seeking to engage with the City Council and CABE in the regeneration of Park Hill, one of the most significant but problematic post-war housing estates now listed Grade II*.

Partnerships

Another significant concern is the primacy of partnership in the regeneration of the historic built environment. Where there have been sustained attempts to build effective working relationships between different interest groups, the sense of common purpose and ability to confront difficult issues is impressive. This was again evident in the Panel's visit to Lincoln, where not only had the City and County come together to design a new museum, but the Lindum Hillside Partnership had brought together the Dean and Chapter, English Heritage, the two local authorities and other interest groups to address the strategic planning of the area. At the other end of the city, a similar partnership, including the University of Lincolnshire and Humberside with its exciting new Rick Mather campus masterplan fresh off the drawing board, was facing up to the implications of Railtrack's proposals to route

© English Heritage

Sparky's Pianos in Digbeth, an historic suburb on the edge of Birmingham's modern city centre about to undergo regeneration but currently finding other uses

vastly increased rail freight traffic through a city centre with three level crossings as part of its proposed upgrade of the East Coast main line.

Partnership is the key to English Heritage's contribution to urban regeneration, so we are giving special priority to developing an effective joint working relationship with the Commission for Architecture and the Built Environment (CABE). Both organisations believe that powerful advocacy is required to promote the best contemporary design in the renewal of sites, spaces and streets in urban Britain; in making common cause, English Heritage and CABE can together make a contribution greater than their two constituent parts. Already the first fruits of our partnership are visible in our joint sponsorship of the consultation paper, *Guidance for Tall Buildings*, and in the forthcoming publication, *Building in Context*, which champions excellence and innovation in new buildings in the historic built environment. Both organisations are now working together on specific projects in the regions, including our new major project on Liverpool over the next three years. In the latest example of our increasingly close collaboration, the Urban Panel's recent visit to Lincoln was undertaken with CABE representatives participating fully throughout.

We are at a moment when English Heritage has a great opportunity to contribute to the regeneration of urban Britain. The Panel's work is already an indication of how determined we are to take full advantage of this time. We aim to show that we are eager partners in this vital work of renewal, that we bring a special contribution by offering clear evaluation based on authoritative research early in the development process, and that we can, with partners like CABE, promote excellence and innovation in both masterplanning and architecture as part of an urban renaissance. □

Peter Beacham
Head of Urban Strategies and Listing
Convenor of the Urban Panel

© Elain Harwood

Park Hill, designed by Sheffield City architects, J Lynn and I Smith, 1957–61

THE HISTORIC URBAN ENVIRONMENT

The key to understanding

Major urban projects are being developed to increase the understanding of economic, historical, archaeological and topological aspects that contribute to the unique quality of towns and cities and should together provide the foundation for regeneration

Before making a major intervention in the fabric of an historic place, it is essential to understand it in its entirety. As Peter Beacham has indicated in the previous article, English Heritage's Urban Panel has found that almost all of the proposals for change in the major cities that it has visited, while having much to commend them, have been in some way flawed. This is in part because of a failure to grasp the essentials of the way in which a place has developed and the qualities that give it its distinctiveness: to see it in the round.

This failure to appreciate the overall character of a town or city is usually the result of inadequate evaluation of what is there, how it developed and the significance of what survives. But in all fairness, the present planning framework hardly encourages a comprehensive approach. PPG16 requires developers to carry out archaeological excavations prior to (or mitigate the effects of) new development in sensitive areas but briefs seldom place the site in question in the broader context of the town as a whole. Sometimes, less now than was once the case, no clear academic justification for the expense likely to be incurred is provided by the local authority. The English Heritage-funded Urban Archaeological Strategy (described in this issue by Roger Thomas) is designed to provide context and justify the need to know.

The listing of historic buildings has tended to identify significant individual components of the historic environment but without being able to address the needs of the wider environmental context. While having served many old towns well, in some places listed historic buildings appear isolated and deprived of meaning set in a sea of new development. Elsewhere, the effects of listing can be bizarre for different reasons. Until recently, one of the most radical transformations in England – Birmingham's in the 1960s – was reflected in a single city-centre post-war listed building and perhaps the most atypical: the signal box at New Street Station. Although now joined by a small number of post-war companions, that group of listed buildings gives a strangely partial early-21st-century view of what was significant from the late twentieth. If listed buildings were by themselves taken to represent all that is significant about the fabric of the past, a view still widely held, what possible sense could one make of the most cataclysmic half century in urban history?

The designation with the greatest potential for providing the basis for holistic management – conservation areas – has had many of the few teeth it ever possessed knocked out by Shimizu (UK) Ltd v. Westminster City Council (1997). The failure of so many urban developments to respond to the sense of place and the fragmented nature of the designations and controls we are bound to use call out for an integrated approach both to evaluation and management. English Heritage's urban programmes, some of which are discussed in this issue, are testing a number of different routes towards achieving this integration. All place understanding the historic dimension of the environment centre-stage rather than as the bit part it plays in so many developments. But the objectives run deeper than this. There are three elements. One is exploring and exploiting the synergies between the historic fabric, its conservation and the regeneration of the city. The second is the need to understand the whole as well as the parts and provide clear advice on relative significance, thereby providing certainty to planners and developers alike about what should be retained, allowed to change or go. The third element is to ensure that all the values attached to a place by those who live and work there are taken into account. These themes underpin the heritage sector's views expressed in *Power of Place*.

Conservation and regeneration

In an important series of essays looking back at post-war urban redevelopment from the vantage point of the early 1970s, the City Planning Officer for Newcastle, Kenneth Galley, reflected a consensus view when he wrote that 'redevelopment can be regarded as the active element in the process of urban renewal, and conservation the passive element.'[1] Thirty years later the future of our towns and cities depends upon an active and more equal partnership between conservation and regeneration if we are to strike a balance between renewal and retaining a sense of place and belonging.

The positive economic impact of conservation can be measured.[2] Over a five-year period, English Heritage conservation area partnership funding of £36 million levered in almost five times as much, along with other benefits such as job creation and improved commercial floorspace. Increasingly, it is important to measure the potential conservation benefits as part of the initial appraisal of historic places in order to focus energy, forge partnerships and realise potential.

In Birmingham's Jewellery Quarter, an innovative partnership between English Heritage and the City has identified a strong complementarity between conservation and economic requirements. English Heritage has established, through detailed research and survey work, both the international significance of the Quarter's industrial buildings and the rate of change threatening its historic character. A parallel analysis of land use, valuation and business profiles commissioned by the City indicates that 41% of the 1200 or so businesses in the area are still jewellery-related, employing around 6,000 people. For these to survive it is very important that they remain located here (see John Cattell's article on the Quarter in the last issue of *Conservation Bulletin*). Because the quarter lies within ten minutes' walk of the city centre, this mix of small businesses, many operating from original premises and giving the quarter its distinctive character, is threatened by dramatic increases in residential use, the single largest threat to the quarter's unique architectural integrity. The developing conservation and regeneration strategy, to be published as supplementary planning guidance later this year, will achieve two inter-related objectives. First, careful use of heritage designations will bring speculative market values within realistic margins and relieve some of the pressures on the traditional industries that need to remain in the quarter. Second, the SPG will identify areas suitable for substantial development and provide a flexible framework for sensitive change within the historic core of the area. Flexibility, diversity, character and viability will be the four guiding principles used to establish a long-term future for the Jewellery Quarter.

Understanding significance

The historic environment, as we have argued, should not be sidelined, ignored or taken for granted. Its contribution, actual or potential, needs to be measured as part of a comprehensive evaluation of what is there. We should, in other words, be attempting to identify all those factors that presently contribute to the quality of life.[3] Not all are subject to quantification. Among the most difficult to gauge is the significance people attach to the historic environment. These include

A view from the Rotunda over the former Bull Ring Centre, Birmingham, by Sidney Greenwood, now demolished and under development. St Martin in the Bull Ring is on the left

The Rotunda, Birmingham, by James Roberts, 1964

the values of those who may feel excluded from establishment mores or whose emotional attachment may be to places or structures that never register on the professional or establishment scale of worth reflected in listing or scheduling.

Reflecting value through national designation is challenging enough and changes over time, as we have seen with the New Street signal box. When Pevsner visited Birmingham in the mid-1960s to assess the City for the *Buildings of England* series, he made no mention at all of the Jewellery Quarter but could hardly conceal his excitement for the new city centre. He admired its realism (traffic-led) and humanity (segregating cars from people). It set a trend that came to dominate thinking about the shape of the late-20th-century city. First as a trendsetter, then as a household name for city-centre squalor, the Bull Ring has been a main feature in recent urban history. Now it is the largest building site in Europe outside Berlin. Were we right to let it go? Almost certainly. Were we right to let it go without first fully evaluating its cultural significance? Almost certainly not. It is a point worth making, because unscrambling the effects of 1960s redevelopment in cities as diverse as Bath, Chester, Liverpool, Newcastle and Southampton is now one of the major regeneration headaches. Full evaluation of the significance even of things we love to hate is essential if we are to avoid bequeathing evidence of post-war urban development by chance rather than strategy.

Conventional modes of public consultation go only so far in eliciting real views about the importance of the historic urban environment although sometimes the results of such exercises can surprise. A straw poll indicated a surprising degree of affection for Birmingham's 1960s Rotunda when this was put forward for listing last year. But consultation is no substitute for real engagement if we are to re-fashion cities with full regard for how people see and respond to them. The matter is well expressed in an earlier and highly regarded *Power of Place*:

> Identity is intimately tied to memory: both our personal memories (where we have come from and where we have dwelt) and the collective or social memories interconnected with the histories of our families, neighbours, fellow workers, and ethnic communities. Urban landscapes are storehouses for these social memories, because natural features such as hills or harbors, as well as streets, buildings, and patterns of settlement, frame the lives of many people and often outlast many lifetimes.[4]

Rooms in houses where first-generation immigrants set up temporary mosques, temples or synagogues, or public spaces where political rallies were held or festivals staged, may be key components in many people's sense of place and need to be registered as important through community participation in the planning process. Crude correlation between social deprivation and old housing may obscure deep ties and community support networks where historic buildings have a pivotal role. English Heritage's survey work on surviving workers' housing in the North-West has identified at Nelson in East Lancashire a remarkable and rare survival that is home to a vibrant (but not prosperous) Bangladeshi community threatened by proposals to compulsorily purchase and re-house. Here, the physical urban fabric, old but not worn out and adapted by local people to meet their own needs, makes a vital contribution to a sustainable community. Together, we will challenge the decision to demolish at public enquiry.

English Heritage, as indicated above, is engaged with its partners in a number of urban projects to ensure that comprehensive evaluation may lead to clarity, not over-simplification, and reflect the diversity of community values. Some, such as the Newcastle Project, will characterise the distinctive qualities of private spaces in cities (interiors and backlands) to provide guidance about managing change beyond the public sphere. Other projects will characterise at a high level the distinctive qualities that embed small industrial towns in the landscape and economy

and help direct regeneration funding so that it mends as well as revitalises the local urban fabric. The Cornish Towns Project has already attracted substantial ERDF Objective I funding to help accomplish this. Some projects are small in scale, as in Walsall, Hayle and Bridport, but consistent with the objective to regenerate economically and culturally through understanding. Still at the design stage is the most ambitious of all the urban initiatives: the Liverpool Project, discussed in this issue by Malcolm Cooper. Here, in partnership with many other individuals and organisations, we hope to engage the widest possible public to help build a total view of the historic city, its distinctiveness and the values all sections of the community attach to it.

Through workshops, exhibitions, conservation projects, community action and public art and sculpture, we hope, as a major player in the North-West, to make celebration of the city's rich architectural and historic diversity the basis of planning for its future. □

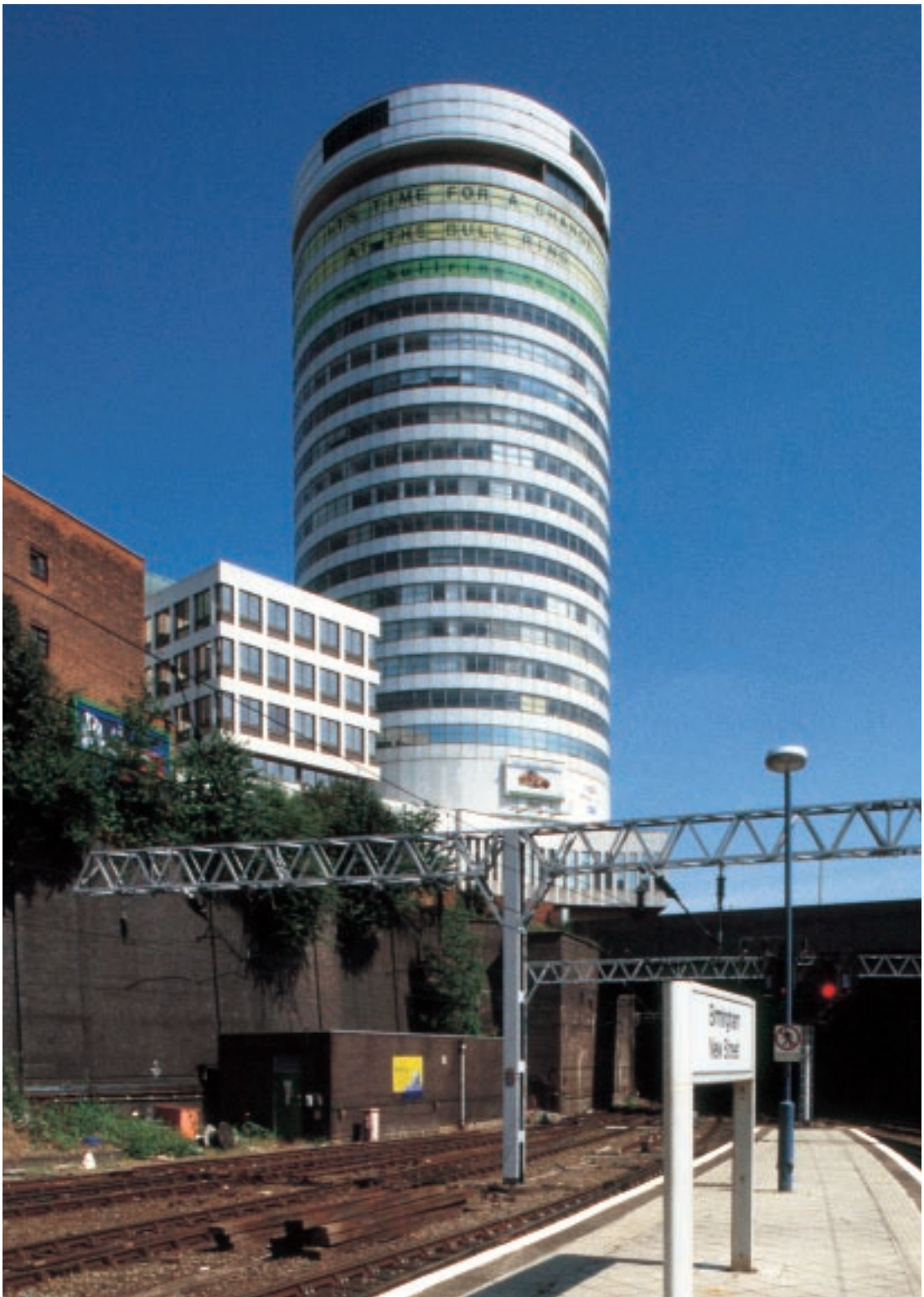
Martin Cherry
Director of National Programmes

1 John Holliday (ed.), *City Centre Redevelopment: A study of British city planning and case studies of five English city centres* (London, 1973), 227.

2 *The Heritage Dividend: Measuring the results of English Heritage regeneration* (1999) based on independent research carried out by the London School of Economics.

3 English Heritage, Environment Agency, The Countryside Agency, English Nature, *Quality of Life Capital: Managing environmental, social and economic benefits* (2001).

4 Dolores Hayden, *The Power of Place: Urban landscapes as public history* (The MIT Press, 1995), 9 (1999 reprint).



View from New Street Station. The Rotunda has become central to Birmingham's self-image, and its recent listing has been warmly welcomed

PLANNING AND HERITAGE

A role in the mainstream

Planning procedures, including the development of master-plans and planning briefs, will support both the regeneration of the historic environment and the government's policies on sustainability, social inclusion and economic development

Now is the time of unrivalled opportunity for the heritage sector, unprecedented in recent memory. All the conditions are right for the historic environment to feature strongly in the attainment of key government objectives, but it is not enough to put the goods in the shop window. We now have to find ways of making sure that potential customers are induced to look in.

Maximising urban potential

There is widespread acceptance that the need to provide for higher than expected rates of household formation in a sustainable way means maximising the potential of our existing urban areas. Existing built-up areas will have to consume more of their own smoke if pressures for development are to be reduced, both on peripheral greenfield sites and, more generally, in rural areas accessible to commuters within the penumbra of the major conurbations. Also, as both the Urban Task Force Report, *Towards an Urban Renaissance*, and the Urban White Paper suggest, 'more than 90% of our urban fabric will still be with us in 30 years'. This means that new development realistically 'can only be a small proportion of the urban environment'. The rest will therefore have to be 'maintained and improved' to ensure that our towns and cities are 'attractive places in which people want to live and work'. It is clear that the achievement of an urban renaissance depends crucially on the viability, vitality and, above all, the intrinsic quality of our existing urban areas.

A winning formula?

The historic environment, including buildings, the spaces between them, urban parks and other incidental open space, is an important yardstick of quality and a source of local distinctiveness. It is key to delivering the attractive living and working conditions that are both conducive to a market-led return to urban living and important in influencing inward-investment decisions. It provides a basis for reinstating patterns of sustainable urban living and helps to provide the references for repairing tears in the urban fabric. Cleared urban brownfield sites, for instance, are seldom totally devoid of traces of the past: archaeology can help to reveal 'the bones beneath the skin'. The emphasis on avoiding unnecessary demolition, and concentrating on maintaining and improving existing buildings, means that regeneration initiatives can both take place without displacing existing communities and also be geared to preserving, if not enhancing, community linkages.

The adaptive re-use of existing buildings, which embody environmental capital and where environmental impacts have long since been discharged, are inherently sustainable. Larger commercial buildings that are redundant or underused, and which commonly have a strong urban presence and no little historic interest, lend themselves particularly to conversion to mixed uses, higher densities and the application of urban village principles. Furthermore, as Lord Rogers himself has argued, the historic environment – terraces, squares, crescents, mansion blocks – provides a valuable template for achieving intensification involving significantly higher residential densities than the norm, without sacrificing the attributes of civilised urban living (such as the more expensive parts of Notting Hill and Westminster). All this is quite apart from the economic benefits deriving from historic buildings and landscapes through the stimulation of tourism, which unfortunately is commonly assumed to be the only direct economic benefit attributable to the historic environment.

Distinctive character

Writing in the *The Times* recently, Simon Jenkins suggested that 'people do not like visiting hideous places. To be cool, the city has to be alive, and to be alive it helps to be beautiful'. In the face of a development industry that has not so far been conspicuously successful in recreating the intimacy, local distinctiveness and incremental feel of the traditional town centre, Jenkins notes that the search is on to locate 'any canal, bridge, warehouse, Georgian façade or Victorian palace' that might lend 'a touch of urban distinction' and serve as a counterpoint to the dreary sameness of countless High Streets and suburban centres dominated by standard format retail outlets operated by the multiple chains. The features of the historic environment will often provide the basis for enhancing the distinctive character of a

© Urban Splash

The Collegiate School on Shaw Street, Liverpool, was a burnt-out shell until converted to residential apartments by Urban Splash, with financial assistance from English Heritage. The project, together with the repair of the nearby church of St Francis Xavier which is now a part of Liverpool Hope University, has provided a catalyst for regeneration

place and differentiating one centre from another. Such an approach was successfully adopted by Stockport MBC in the Market Underbanks area at a time when centres within the Manchester conurbation were seeking to maintain local loyalties against any loss of retail trade to the Trafford Centre, then about to open.

Countering political apathy and raising the profile

If now is a time of opportunity for the heritage sector and, as we have seen, the logic supporting the case for an enhanced role for the historic environment in the pursuit of mainstream government policy objectives is so powerful, why does it still appear to rank low in the list of political priorities? The MORI poll commissioned as part of the Heritage Review showed that people place a high value on the historic environment – 85% of the population consider it has an important role in promoting regeneration in towns and cities – yet still the government remain unconvinced. The stark fact that grant-in-aid to English Heritage since 1994–5 has declined by some 20% in real terms is proof positive of this lack of concern. How can this perception be changed?

© Urban Splash

The Collegiate School: detail of interior

Whitehaven Castle, rebuilt by Sir James Lowther in 1769, was subsequently used as a hospital until the early 1990s. The building stood vacant until last year when it was re-opened as residential accommodation by a housing association after major repair and refurbishment. It has become a flagship for much of the successful heritage-led regeneration work in Whitehaven

There are hopeful signs, and *Power of Place* has sought to build on these in its recommendations to the government. Indeed, the very first recommendation is firmly directed at the need to 'put conservation at the heart of regeneration and renewal'. It takes as its cue the recognition in the Urban White Paper of the importance of building on the good things, including the 'famous historical and cultural centres', in attempting to recapture 'the tradition of creating towns and cities of quality and beauty'. Similarly, *Power of Place* draws on references in the UWP to English Heritage's regeneration schemes, and the fact that their value-added effects have been validated in *The Heritage Dividend*, to emphasise the social and economic benefits of conservation-led regeneration, including a key contribution to the attainment of sustainability objectives.

Other recommendations directed primarily at raising the political profile of the heritage sector include a suggestion that the responsibilities of 'green' Ministers should include the historic environment. Such a change, if agreed, should go some way towards restoring the notion of an integrated environment (a view long propagated by the environmental agencies in the preparation of joint guidance, notably on environmental capital). It may also serve to promote a better understanding of the role of the heritage sector in delivering sustainable development. Similarly, the somewhat isolated position of the heritage sector has often been attributed to the lack of direct links to the Department of the Environment, Transport and the Regions. Unlike English Heritage, the other environmental agencies have profited from their sponsorship by DETR and the opportunities this has given them to influence planning policy from the inside. Their recent move to the Department of the Environment, Food and Rural Affairs, however, could well reduce that influence. Accordingly, *Power of Place* calls for better working links between English Heritage (on behalf of the heritage sector as a whole) and the DETR (now the Department of Transport, Local Government and the Regions). More significantly, the report notes that CABE is now jointly funded by the DTLR and the Department of Culture, Media and Sport and remarks that 'many feel' that this arrangement should be extended to English Heritage.

Coping with pressure for development

While English Heritage strongly supports the sustainability principles implicit in developing existing urban assets, there are clearly dangers in a possible proliferation of over-scaled, ill-consid-

ered development, shoe-horned insensitively into the urban fabric without proper regard for such matters as historic character and context, massing, grain, materials, local distinctiveness and topographical modelling. The current resurgence of demand for high buildings is another manifestation of this pressure, and with the introduction of very high buildings of up to 1000ft, it has the potential to cause even greater damage to the urban fabric than conventional buildings.

In such circumstances, the clear preference of the heritage sector, put forward in one of the key recommendations in *Power of Place*, would be the preparation of spatial masterplans to guide urban development, based on an integrated characterisation including environmental, economic and social/community factors. English Heritage's guidance note on *Conservation Area Appraisals* and the Countryside Agency's *Village Design Statements* both provide ready models for what should be a participative and inclusive process, well attuned to the government's growing support for community planning initiatives, as exemplified by Community Plans and Local Strategic Partnerships.

Planning gain and Compulsory Purchase Orders (CPOs)

There is little doubt that the current emphasis on inner city regeneration will involve greater use of CPO procedures, and it is confidently expected that the forthcoming Planning Bill will include measures to facilitate their use. Similarly, in anticipation that planning gain will continue to be important to LPAs as the principal means of securing other planning benefits from major development proposals, English Heritage launched in June 2001 its *Proposal for Enabling Development affecting Heritage Assets: A Practical Guide to Assessment* as an adjunct to its policy statement, *Enabling Development and the Conservation of Heritage Assets*, which had been well received last year by conservationists and the development industry.

Increased use of CPO procedures poses a particular problem for the historic environment. The CPO process demands that a planning permission should be in place before a CPO can be considered, yet many developers (and frequently their Local Authority partners) do not wish to go to the expense of preparing detailed proposals – often for large parts of the historic core – before they know that the CPO will be confirmed. There are obviously special problems here when proposals are likely to have significant environmental effects, because outline applications are unlikely to be acceptable as a basis for assessing the impact on the special character of conservation areas, or of individual listed buildings, nor are they likely to pass muster in the event that an Environmental Impact Assessment (EIA) is required under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999.

Part of this problem can be overcome by the preparation of master plans and planning briefs, but the heritage sector will have to adjust to a greater use of CPO procedures and, in the wake of the Planning Green Paper, to a shift towards 'in principle' decisions for major infrastructure projects and significant job-generating proposals, without being an identifiable source of delay or acceding to proposals that would cause unwarranted damage to the historic environment. English Heritage is currently investigating how 'approval in principle' might be feasible, without any loss of control over the subsequent details, and whether ways might be found in particular circumstances to insist on the retention of the concept architect through to the completion of the development. CABE supports this latter point which both organisations will no doubt be seeking to raise in the debate on the Green Paper.

What the heritage sector must do

The lesson in all this is that the heritage sector must be confident and united in pressing the claim that the historic environment is a major component in the delivery of the urban renaissance envisaged by Lord Rogers and his Urban Task Force. It must also be proactive and engage positively with government, local authorities, developers and local communities to demonstrate how conservation-led regeneration aligns closely with mainstream policy objectives for sustainability, social inclusion and economic development. Finally, rather than simply accept the limbo state induced by the delay in the Government's response to the Heritage Review, there is a need to start acting on the recommendations in *Power of Place* and to prompt a robust debate with government to maintain a high profile for the historic environment and influence for the better the content of the forthcoming Planning Green Paper. □

Michael Coupe
Head of Land Use Planning and Regeneration

URBAN ARCHAEOLOGY

Knowledge and understanding

The English Heritage-funded urban archaeological strategies programme, led by county archaeologists in conjunction with local authorities, is using GIS-based characterisation models to inform development decisions affecting our towns and cities

'Everything rests on sound knowledge and understanding', Sir Neil Cossons, Chairman of English Heritage, wrote in his letter commending the *Power of Place* report to the government. His words succinctly state the premise on which English Heritage's current urban archaeological strategies programme is based. The purpose of this article is to show how this programme produces 'sound knowledge and understanding' of England's historic towns and cities and how it contributes to the regeneration agenda in *Power of Place*.

Urbanism in England

England has an exceptionally long and complex urban past. This extends from the Iron Age *oppida* which developed in England before the Roman Conquest of 43 AD, through the towns and cities of Roman, Saxon and medieval England, to the great conurbations of the industrial age and the 'new towns' of the 20th century.

This has left a rich legacy in the form of buried archaeological remains, monuments, buildings and urban topography. Not simply a matter of antiquarian interest, the modern physical character of our towns derives very substantially from their long past. Just as importantly, the civic identity of many English towns and cities draws heavily on an awareness and appreciation of their historical roots and longevity. For all of these reasons, the historic urban environment deserves recognition and care.

© Roger M Thomas

Historic townscape in Winchester. Thirty-five major historic urban centres, including Winchester, are included in English Heritage's programme of intensive urban archaeological studies

English Heritage's urban archaeological strategies programme

Until the 1980s, a large proportion of the total archaeology budget available to English Heritage and its predecessors was devoted to campaigns of rescue excavation in advance of redevelopment in historic towns and cities throughout the country. PPG 16 has shifted the onus for such work onto the developers but requires planning authorities to be much better informed and prepared in relation to archaeological matters than before. This is now especially so in an urban context because of the government's commitment to urban regeneration and the re-use of 'brownfield' land.

In 1992, as part of our response to PPG 16, English Heritage published *Managing the Urban Archaeological Resource*. This policy statement signalled English Heritage's intention to promote, in partnership with local authorities, the production of urban archaeological strategies for England's historic towns and cities. The aim is to reduce uncertainty for planners and developers by providing better information, understanding and guidance on the location and importance of archaeological remains in towns. Uncertainty is a major obstacle to regeneration, so the value of the programme should be obvious to all.

The programme has two strands. The *intensive* strand covers thirty-five major historic urban centres which possess chronological depth, good survival and obvious development pressure. Each town or city is the subject of an individual project, for which English Heritage is providing grant-aid to the city, district or unitary council in question. The *extensive* strand covers all remaining towns on a county-by-county basis. These projects are led by the county

© Roger M Thomas

Roman remains in front of the Jewry Wall Museum in Leicester, with the Saxon and medieval church of St Nicholas behind. Archaeological remains displayed in public open space can make a major contribution to the interest of the urban environment

archaeological services, working in conjunction with the district and unitary councils for each county. Each project has three stages: setting up a database, assessment and strategy.

The database stage

This involves the compilation of information from archaeological records and other sources (such as historic maps, documentary sources, topographical drawings and museum collections). The results are held either as part of the county Sites and Monuments Record (SMR) or in an 'Urban Archaeological Database' (UAD). In this way, a large amount of disparate and scattered information is being brought together and made readily accessible. In particular, the results of the very intensive campaigns of archaeological investigation which have taken place since the 1960s in many historic towns have been brought together in a consistent format, often for the first time.

A key feature of the databases is the use of Geographical Information System (GIS) technology. This allows many different layers of mapped information to be held and viewed over a large-scale digital Ordnance Survey base-map. This is ideal for examining the development of a town through successive periods. Other mapped information can be integrated into the GIS. Scanned images of the large-scale Ordnance Survey maps of the 19th century are one example: these are a key source for archaeological and historical analysis. The databases can be integrated into the local authorities' GIS and planning information systems and thus be readily available to inform planning decisions. Archaeological information can be displayed on-screen alongside information on other planning constraints, such as protected trees or drainage. This enables archaeology to be considered with all the other relevant issues when new development is under discussion.

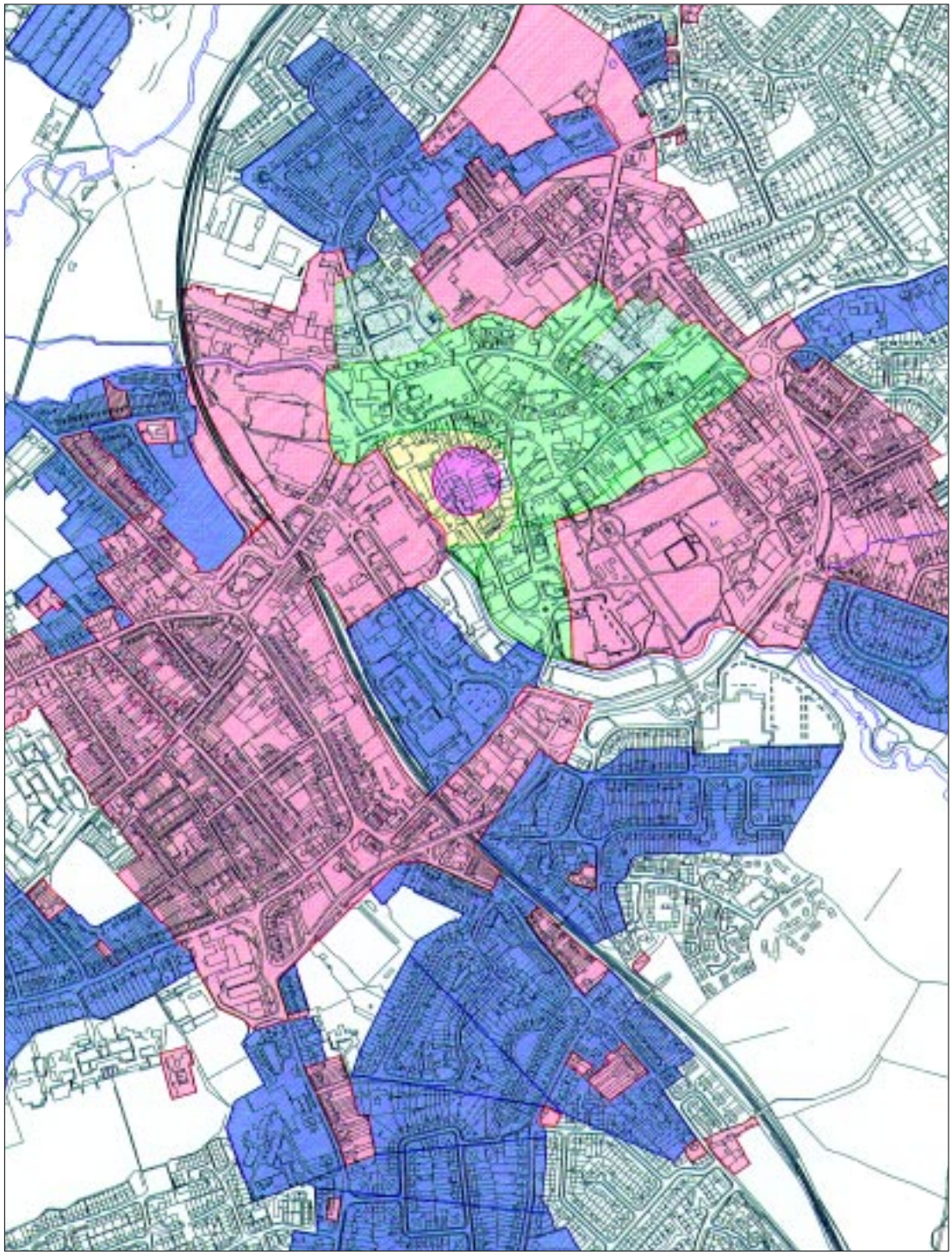
The assessment stage

This stage results in a report, founded on the database, which assesses and maps the archaeology and historical character of each town. The treatment is period-based. A 'plan-form analysis', which divides the town into a series of discrete topographical components (market place, monastic precinct, burgage plots and so on), is an important element of the assessment reports. This analysis will help to identify the archaeological potential of each part of the town, especially in the smaller towns, many of which have been subject to very little archaeological investigation.

The intensive assessment reports will be published by English Heritage. The extensive reports may be disseminated via the Internet. This could do much to meet a large, but currently unmet, demand among local people for information about the history of their town.

The strategy stage

The strategies, based on the assessments, will provide a sound framework for future management. They define areas of archaeological importance or sensitivity within each town, in order to guide development control and strategic planning decisions. They may also help to define monuments for scheduling through the Monuments Protection Programme. The strategy documents also cover the positive management, presentation and interpretation of the archaeological heritage which will underline the value of archaeological remains as an asset to



Map showing the growth of Trowbridge, taken from the English Heritage-funded extensive urban survey of Wiltshire. Colours show successive phases in the expansion of the town from its Saxon core up until 1945. Source: Archaeology Service, Wiltshire County Council

local communities (for education, leisure, tourism and as a contributor to the quality of urban environments) rather than simply a constraint on development.

The strategies are being formally adopted by the local authorities, often as Supplementary Planning Guidance. The close involvement of local authorities in each project serves to heighten awareness of archaeological matters among both officers and elected members. The value of the strategies in providing a clearer planning framework is widely recognised; the Essex project recently won a 'highly commended' Royal Town Planning Institute award.

Progress to date

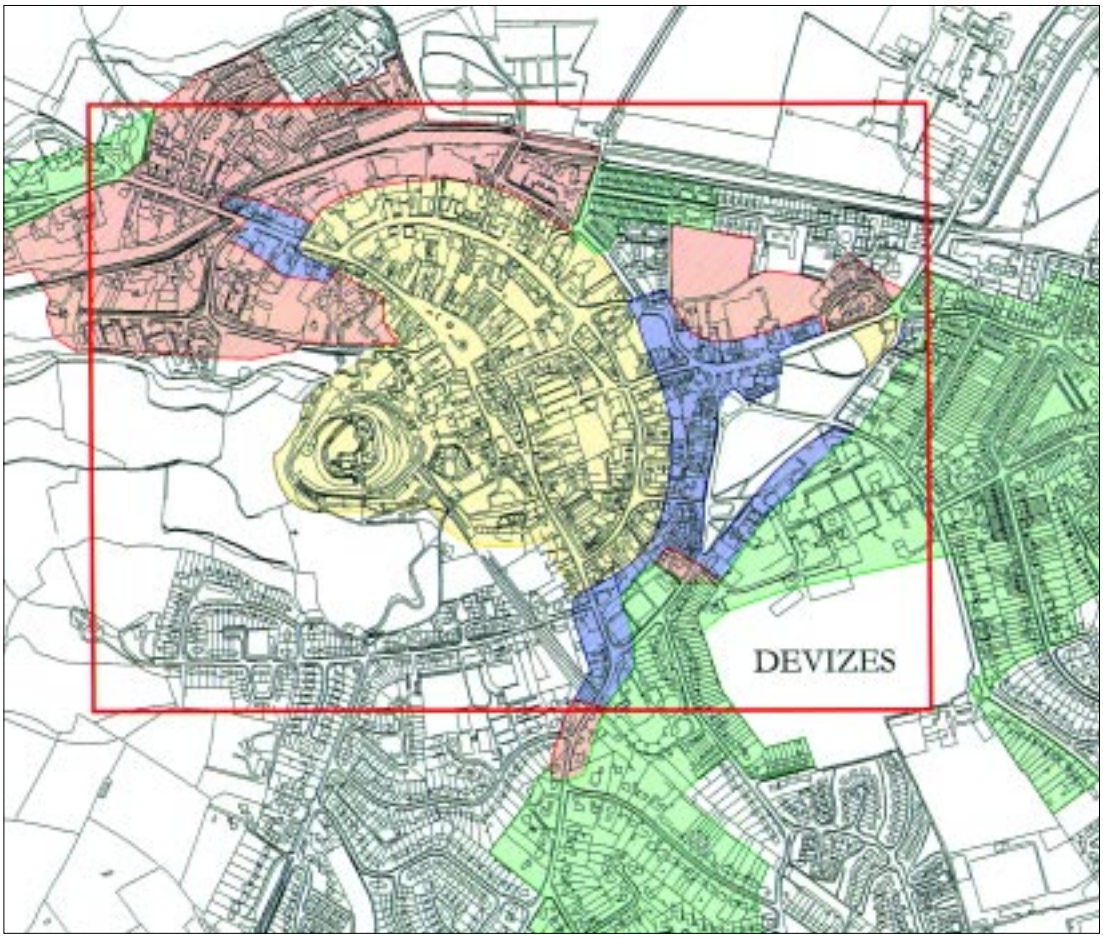
Following pilot projects in Cirencester, Durham and York in the early 1990s, the majority of the intensive projects are now in progress. Those for Bath, Bristol, Cambridge, Lincoln, Newcastle, Plymouth, St Albans, Shrewsbury and Winchester are all well advanced. Work is also well under way in Canterbury, Colchester, Exeter, Gloucester, Norwich, Oxford and Worcester.

A pilot extensive project covered Shropshire and Hereford & Worcester. Projects for Avon, Essex, Gloucestershire, Hampshire and the Isle of Wight and Somerset are now completed. Work is under way in Bedfordshire, Cambridgeshire, Cheshire, Derbyshire, Hertfordshire, Kent, Northamptonshire, Nottinghamshire, Northumberland, Tyne and Wear and Surrey.

Recent developments

Until recently, the main focus of the programme was on buried archaeological remains and the earlier periods. Now, in line with *Power of Place*, its scope is being enlarged to take an integrated view of the historic urban environment. Two new projects exemplify this new approach.

The Lancashire extensive urban survey is being carried out by the Archaeology Section of Lancashire County Council. The project has much in common with other extensive projects, but it also tackles the problem of how to document and characterise the 18th- and 19th-century industrial towns typical of the county. The approach uses the methodology for



Map showing the growth of Devizes, taken from the English Heritage-funded extensive urban survey of Wiltshire. Colours show successive phases in the expansion of the town from its medieval core up until 1940. Source: Archaeology Service, Wiltshire County Council

Medieval settlement

Growth to *c.*1760

Growth to 1890

Growth to 1940

Study Area

© Roger M Thomas

The Whitefriars area just inside the city walls of Canterbury. The tower of the cathedral can be seen beyond the modern developments. This area is now being comprehensively redeveloped, with major archaeological excavations in advance

characterising historic *rural* landscapes but applies this in an urban context. GIS, and the availability in the GIS of scanned copies of large-scale Ordnance Survey maps from the 19th and earlier 20th centuries, is essential for this. Using these facilities, it is possible to characterise the townscape as it was, say, in 1890 and then to assess (by viewing the modern digital map over the historic ones) how much of that earlier townscape still survives.

The Lancashire project will produce an improved database (held in the County SMR), an archaeological assessment, a broad characterisation and management guidance for every town in the county. The guidance will be worked up in close consultation with the district or unitary authorities. The results will help to inform decisions on future development, such as that currently being contemplated in Nelson. At an average cost of less than £5,000 per town, the approach represents remarkably good value for money. We hope the project will provide a model for historic characterisation in metropolitan areas such as Merseyside and Greater Manchester.

The Cornwall and Scilly Urban Survey is being carried out by the Historic Environment Section of Cornwall County Council. The cost (£300,000) is being met jointly by English Heritage and the European Union Objective I (economic regeneration) fund. The project will focus on 18 Cornish towns expected to be the subject of major regeneration programmes over the next few years. The archaeology, architecture and townscape of each town will be documented and its historical development and character analysed. The results will be lodged in the Cornwall County SMR. Again, the use of GIS

© Roger M Thomas

Archaeological excavations by Canterbury Archaeological Trust in advance of redevelopment of the Whitefriars area, just inside the city walls of Canterbury. Viewing facilities and an on-site display area enable the public to watch the progress of the work

The medieval walls of Southampton, with post-War developments in the background. Substantial redevelopment of this area has taken place since this photograph was taken. The Urban Panel visited Southampton in March 2001

and other digital technology is essential to the project. The project will then identify, in conjunction with other relevant bodies, opportunities for economic regeneration which build on and enhance, rather than diminish, the historic character of these towns. Maintaining regional distinctiveness is one of the aims of the Objective I programme, and the project should make a major contribution in this area. Finally, information from the project will be disseminated via a web site. This increased access to information will enable local people to participate more fully in decisions that affect their surroundings.

The future

The programme is likely to evolve further in the future, and the Lancashire and Cornwall projects indicate the way ahead. Our approaches to characterisation must integrate the treatment of buried remains, standing buildings and the wider urban topography. These approaches must be academically robust, and they must be able to inform the regeneration agenda. We are now exploring how the urban programme can be extended into major conurbations such as those of Merseyside and South Yorkshire. The use of GIS to provide 'broad-brush' map-based historic characterisation will be essential in providing the geographical context for more detailed studies, such as the Birmingham Jewellery Quarter work. GIS could also help a wider public to engage in the characterisation debate.

The post-*Power of Place* future, then, offers new challenges to this programme. The aim of achieving 'sound knowledge and understanding' will, however, continue to lie at the heart of the work. □

Roger M Thomas
Head of Urban Archaeology

The Liverpool Project

Pursuing urban strategies

Liverpool's extraordinary history is reflected in its built environment. English Heritage is about to launch a project that will offer a new strategy for understanding the city's environment and managing the process of regeneration and change

Following a long newspaper campaign, the *Liverpool Echo* enthusiastically reported in February 2001 that 'Liverpool is to appoint a heritage "tsar" to spearhead a campaign to stop the rot in the city's derelict buildings'. The *Echo's* campaign had raised awareness of the number of persistently decaying and derelict buildings in the very core of the city and emphasised the huge and adverse social impact that such buildings have on local communities, their self-perception and confidence. Part of English Heritage's response was to joint-fund a dedicated post – a Buildings at Risk Officer – to tackle this widely recognised problem. This initiative, taken forward jointly with Liverpool City Council, will lead to the creation of a prioritised Buildings at Risk list for the city and will be followed by an assertive campaign to tackle individual historic buildings at risk. Important though they are, such initiatives on their own, however, are unlikely to realise the potential that the historic environment offers for successful urban regeneration.

It has been generally recognised that urban regeneration will not achieve effective results when based around single strategies or with delivery being the responsibility only of a limited number of public bodies. More recent approaches have emphasised multi-layered and coordinated economic, physical, social and environmental approaches. They have also sought a greater balance between public, private and voluntary bodies working in partnership, with an emphasis on the role of local communities. If the historic environment has a key role to play in urban regeneration and renewal, what then is the implication of these wider changes for conservation-led regeneration?

Multi-layered strategies

It seems increasingly likely that strategies for the historic environment will need to be similarly multi-layered, pursued in partnership, emphasising local involvement and local benefit. Our work in the Birmingham Jewellery Quarter has already shown the benefits of working in partnership and has resulted in the historic quarter – its buildings and open spaces – becoming a central element of regeneration (see *Conservation Bulletin*, Issue 38, 18–19).

Liverpool presents us with a significant challenge for the continued development and refinement of our approach in urban areas. From its early-13th-century borough charter, the city has had an extraordinary history reflected in its unparalleled built environment. Its waterfront structures, including docks and warehousing, the city centre's civic buildings, the Georgian, Victorian and later suburbs and parks, as well as many other elements of the city, all deserve more detailed study and far wider recognition.

In the 20th century, the influential work of Charles Reilly and the Liverpool School of Architecture carried on the tradition of civic architecture. Liverpool, although quick to take advantage of government policies in the public housing sector, suffered widespread urban decline as the British economy restructured itself in the post-World War II period, leading to deeply rooted dereliction, poverty and urban deprivation. Ironically, this decline and the lack of investment has helped to an extent to preserve both buildings and the underlying historic urban grain. There are increasing signs, however, that the local economy is beginning to improve following regeneration initiatives and increased support for the local economy. This offers significant opportunities for conservation-led regeneration. Alternatively, it poses the threat of a wholesale loss of the city's undervalued historic urban environment and with it the opportunity for exploring the phenomenon of urbanisation and its cycles of development and decline.

To respond to these challenges and to those recently identified in *Power of Place*, English Heritage will soon launch a multi-layered project in Liverpool – a range of linked initiatives within an overarching project framework – in partnership with Liverpool City Council and other bodies. Activities will include a detailed survey of public attitudes to the built environment in Liverpool (building on the earlier MORI research conducted for *Power of Place*), survey and investigation as part of a wider characterisation exercise and the development and implementation of a *buildings at risk* strategy to target funds from a range of agencies. Also included is the development of a World Heritage

An aerial view of part of the historic core of Liverpool, an area of which is on the government's Tentative List of UK World Heritage Sites

Site management plan with wider development plan policies for the city.

Characterisation and regeneration

It is hoped the project will demonstrate that urban characterisation can help deliver successful regeneration in cities such as Liverpool. The city can also show how cultural diversity can contribute to urban development. It is important that the development and review of a framework for Liverpool's future continues to draw together agencies such as English Heritage and CABE, local authorities and regeneration agencies, developers and the many other organisations and individuals involved in the development process.

Most importantly, the project should benefit not only those directly involved but also the many who may wish to become involved or who will be affected. In parallel, therefore, we plan to publish a range of educational and academic material. Liverpool deserves a dedicated facility so that local people and visitors can understand the city's built environment and engage effectively with change. Exemplars such as the Hackney Building Exploratory show the immense benefits of such an approach, and our view is that Liverpool, which already benefits from the presence of the National Museums and Galleries on Merseyside, offers an unparalleled opportunity for such an initiative. □

Malcolm Cooper
Director, North West Region

SPEKE • LIVERPOOL

Regeneration partnership

The listing and regeneration of the municipal airport buildings at Speke is an excellent example of finding new uses for old buildings

The Speke Garston area of Liverpool seemed in 1995 to be a highly improbable location for an exemplary regeneration project. Equally improbable was the prospect of an accolade from a development company for English Heritage's involvement in the listing of buildings within a key development site. The improbable has become fact, largely as a result of a partnership opportunity made possible by two sources of European Community funds granted to Liverpool's former municipal airport at Speke. The Speke Garston Development Company was established in 1995 to run an ambitious regeneration project in South Liverpool, centred on the decayed industrial communities of Speke and Garston, funded by the Single Regeneration Budget for Merseyside. At the heart of the project area lay Speke Airport, in its day the most ambitious municipal airport project in Britain but by the mid-1990s eclipsed by Manchester Airport and the rapidly developing new Liverpool Airport close by.

The terminal complex at Speke, developed in the 1930s to the designs of Edward Bloomfield of Liverpool's Public Buildings Department, had survived in little-altered form. An ensemble of three buildings, the terminal building set between flanking hangars was by this time recognised as the outstanding survival of the first generation of civil aviation structures in England. Listed at Grade II in the 1970s, and upgraded to Grade II* in 1996, they were seen initially as an obstacle in the path of regeneration. However, their listed status allowed the Speke Garston Development Company to develop proposals for their adaptation and repair as assets of the regeneration programme rather than obstacles.
Plans for the re-use of the terminal building as a hotel and the conversion of the hangars to form a

One of the two great hangers boldly converted into a sports complex

sports complex and a call centre were worked up in consultation with Liverpool City Council and English Heritage.

RAPHAEL project

English Heritage was invited in 1997 to participate in a research partnership, funded by the European Community's RAPHAEL programme, to study the first civil aviation sites in Europe: Speke, the most complete English survival and the international airports of Berlin Templehof in Berlin and Le Bourget in Paris. This international accolade has provided additional momentum to the regeneration programme at Speke, and it has fully justified both the stringent scrutiny of the development proposals and the faith shown by the Speke Garston Development Company in the potential of these buildings, as exciting in their new role as they were as Liverpool's innovative contribution to the international civil aviation of the 1930s.

The RAPHAEL project provided the opportunity to place the Speke airport buildings in the context of European aviation architecture and to celebrate their special qualities as part of a wider international aviation heritage. A general book, an exhibition and web site and three international workshops attended by specialists from Europe and America will lead in turn to the publication of a major publication in 2002.

The original terminal building has recently re-opened as hotel and the former control tower, the most prominent building on the site, is once again the centrepiece of the historic ensemble, a powerful symbol of innovative renewal. Historic buildings have been shown to be capable of accommodating significant levels of change. Most importantly, the partnerships that have evolved during the last five years have embraced both the public and private sector interests in the buildings, providing a European dimension both to the appreciation of the site and to the issues which need to be addressed in securing the future of internationally significant historic airports elsewhere.

Without the listing designation, the buildings probably would have been demolished. The transformation, which began with the listing, is worthy of celebration and, where possible, replication. □

Bob Hawkins
Listing Inspector
Urban Strategies and Listing

The former control tower is once again the centrepiece of the historic ensemble, a powerful symbol of innovative renewal

Hayle • Cornwall

A sense of place

A pilot project in Hayle, Cornwall, based on the principles of Power of Place, *is a model for the regeneration of historic towns*

Hayle was built on one of the few natural harbours of Cornwall's north coast and has a hinterland rich in tin and copper resources. This combination propelled the town first to regional significance and then, when the town began to specialise from the first half of the 19th century in manufacturing steam pumping engines, to international importance. Many of its historic structures still survive, creating a unique and easily understood industrial landscape and a strong sense of place. Hayle illustrates the power of industrialisation to reshape the economic, settlement and transport patterns of an area, despite significant natural difficulties. It also shows the challenges that face communities when the industry that shaped it has ebbed away.

Much still survives of industrial Hayle: extensive quays built from 1740 onwards, tidal flushing reservoirs, a canal and associated structures. These remains are still linked both historically and visually with distinctive 18th- and 19th-century residential and industrial hinterland behind the waterfronts. These early industrial remains give Hayle a highly distinctive local character. They also have international significance because, in the 19th century, Hayle was the world's leading manufacturer and supplier of pumping engines, especially for deep mining and land drainage.

Because of Hayle's wealth of interest and need for a more secure future, English Heritage has chosen the town to be among the first to benefit

Looking along the curving wall that directed tidal flushing waters through the Carnsew Channel to maintain deep water access to the quaysides

North Quay, originally built in 1740 and extended by the Cornish Copper Company after 1780. It was used mostly to store ore prior to shipment or to import coal

from new ways of working, based on the principles of *Power of Place*, that create an integrated approach to urban conservation. Fundamental to this approach is an assessment that combines all aspects of a town's historical development and importance – whether traditionally considered to be archaeology, architecture or landscape – to provide a firmer base for decisions about regeneration.

The study of Hayle will combine a number of conservation initiatives to produce a coordinated strategy, including listing, scheduling and conservation area recommendations, to inform the future management of the town's historic character. It will also serve as a model for other historic towns so that new development is socially and environmentally as well economically sustainable.

There is strong local commitment to Hayle's industrial archaeology. Hayle needs inward investment and regeneration and English Heritage, as an existing funding partner in the town, is very keen to encourage this. The recommendations we have made are therefore intended not to obstruct the sustainable regeneration of Hayle but to ensure that key elements of the town's historic character are properly featured in any proposals for its future. □

Jill Guthrie
Inspector
Monuments Protection and Thematic Listing Programme

Dave Hooley
Archaeologist
Monuments Protection Programme

NELSON • LANCASHIRE

What future for mill housing?

English Heritage is preparing for a Compulsory Purchase Inquiry over the issue of whether terrace housing in an historic urban environment in Nelson, Lancashire, should be regenerated rather than cleared for redevelopment

The Calder Valley in north-east Lancashire witnessed very significant levels of population expansion in the late 19th century due to the growth of cotton manufacture and weaving in the area. Nelson, which took its name from the Nelson Inn, was the fastest growing town in the county during this period. This was particularly so after the formation in 1864 of the Local Board which controlled street planning, building-plot layout, construction of houses and mills, and was closely involved in the provision of public services, such as gas works, water works, reservoirs and sewerage plants. The Board's work led to a standardisation of the urban fabric, specifically to improve the general health of its occupants and to guard against the worst effects of unregulated building. Before 1890, much development was piecemeal, with terraces resulting from a number of phases of construction by small-scale speculators. This is particularly true in the Whitefield area of the town, where terraces show staged construction and, as a result, subtle differences of form and finish. Elsewhere, in the later parts of the town, the grain of development is larger and a more uniform appearance results from the grid of the streets.

Conservation or clearance?

Areas of terrace housing adjacent to St Mary's Church (Grade II) were designated as a conservation area by Pendle Borough Council in March 2000. However, the council has declined to designate an extension to the conservation area, and the core of terrace housing between this and the Leeds and Liverpool Canal has been declared a Clearance Area by the local authority. The council had concluded that unsatisfactory living conditions are best dealt with by wholesale demolition and redevelopment. Using its powers under the Housing Act 1985 and the Acquisition of Land Act 1981, the council is seeking to use

Shops at Nelson, East Lancashire, serving the Bangladeshi community

compulsory purchase as the first step towards clearance and redevelopment.

The proposals raise serious issues about the value of the built environment for the local community - in this case a closely-knit Asian community, the majority of whom wish to remain, many having invested significantly in their properties. It also raises questions about the local authority's reluctance to explore a more balanced approach that would allow improvements to be stitched into the existing built environment, allowing it to retain its character. The council believes that the condition of the housing is worse than elsewhere in its renewal area and that property values mean that the cost of repair outweighs the end value. In its view, a certain scale of clearance is necessary in order to encourage the private sector to invest.

Compulsory Purchase Inquiry

English Heritage has registered its formal objections to the clearance and is preparing for a Compulsory Purchase Inquiry that is likely to be held in the autumn of 2001. English Heritage's Architectural Investigation Team, under the guidance of Nicola Wray, has undertaken a detailed study of the clearance area's development, form and importance, while the council's condition survey and economic arguments are both being subjected to detailed examination. A wider context for Nelson's housing will in due course be provided by the Lancashire Extensive Towns Survey, being undertaken by John Darlington at Lancashire County Council. A range of other bodies has also indicated their willingness to support English Heritage's case, from the North-West Heritage Trust, who themselves own property in the clearance area and are working closely with the local residents, to national amenity societies.

The inquiry is likely to be charged, not least because of recent disturbances in the North-West. The issues need to be discussed in the light of the continuing debate surrounding the wider social context of the historic environment. It is worth reflecting on a recent article in *The Independent*, 'Whites on the top of the valley, Asians at the bottom. Is Nelson another town ready to blow?' (30 June 2001), by North of England Correspondent, Ian Herbert:

> As in Oldham and Burnley, Nelson's Pakistanis and Bangladeshis pass up social housing and instead huddle together in hopelessly poor Victorian terraces that have been changing hands for £5,500 and provide both back-to-back security and the space large families need to stay together.

This appears to reflect deeply-held prejudices about terrace housing in the North-West, a problem that extends to many other surviving elements of the industrial landscape. It entirely ignores the value placed on the terraces by the local community and the potential for improvement to properties within the existing urban grain rather than replacement. The North-West is said to have one of the highest densities of 'unfit' housing in England. The draft Regional Planning Guidance suggests that as many as 75,000 pre-1919 terrace properties may have to be cleared to stimulate social and economic regeneration. There is a clear need, however, for public debate on whether wholesale clearance is the only approach and whether the problem lies with the image of terrace housing rather than its ability to be sensitively and effectively adapted. □

Malcolm Cooper
North West Regional Director

Nicola Wray, Investigator

The Diocese of Manchester

Handling problems in partnership

The Diocese of Manchester, working in partnership with English Heritage, is giving careful consideration to the future re-use of its redundant churches and the maintenance and repair of those that are priorities for mission

Manchester has one of the most important concentrations of 19th- and early-20th-century churches outside London. Most are Anglican churches of the Diocese of Manchester: around 315 parish and daughter churches. From the Commissioners' Churches of the inner city to the High Victorian churches of the suburbs, they were built in response to the dramatic expansion of Manchester as the world's centre of the cotton industry. Also notable are churches from the post-World War II period in new housing areas such as Wythenshawe.

Established in 1847, the Diocese was divided into the three archdeaconries of Bolton, Rochdale and Manchester, an area including most of Greater Manchester, largely urban but rural on the hills to the north. The churches reflect the social and religious history of the area and are often the most architecturally significant buildings in a parish. Over half are listed. They are remarkable as a building type that has mostly remained in original use, with settings and interiors little altered. This continuity with the past is now under threat.

It is no exaggeration to say that the Diocese of Manchester is facing a crisis, resulting from the over-provision of churches, falling church attendance and a backlog of repairs that parishes are increasingly unable to afford. Consequently, the number of churches being proposed for redundancy under the 1983 Pastoral Measure is increasing: 20 are now redundant and another 12 are candidates. Upon redundancy, the Diocese (rather than the parish) becomes responsible for the church and for finding a new use during the use-seeking period. Not only have viable new uses proved very difficult to find in Manchester but also, during the use-seeking period, churches are at risk from theft and vandalism. The demolition of St Alban's, Cheetwood, in 1998, for example, followed serious vandalism during the use-seeking period, despite the Diocese spending more than £50,000 on maintenance and security once it became redundant.

Holy Trinity has an unusual World War I memorial, a list by each street in the parish of all those who fell in battle

Survey of churches

Against this background, the Diocese began discussions in the mid 1990s on the future of church provision in Manchester. The Pastoral Committee of the Diocese assessed the viability of parishes and prioritised their importance in terms of future mission and worship. In conjunction with this work, English Heritage commissioned Teresa Sladen, an architectural historian who had previously worked for The Victorian Society, to undertake a survey of churches in the Diocese. The Diocese and English Heritage recognised the need to work together to provide a broad picture of the current situation, taking into account pastoral issues, parish resources, and the relative importance of the church buildings. It was hoped that this work would lead to the development of a strategy for the Diocese, to ensure that resources are used in an effective and complementary way.

The survey, completed in 1997, included 315 churches, listed and unlisted. Three main issues were considered for each: architectural and historic merit, condition and the ability of the parish to fund repairs. The Diocese's own assessment of pastoral priority was provided as an appendix. The evaluation of architectural and historic merit has now been reviewed by English Heritage. Six churches have been recommended by the Secretary of State for upgrading to Grade I, such as the suburban church of St Elizabeth, Reddish, by Waterhouse. There are 13 churches recommended for upgrading to Grade II* and 17 for new listing at Grade II. There is only one de-listing and one downgrading, both as a result of fire damage. This list, which the Diocese is now considering, provides up-to-date information on the relative significance of the church buildings and also means that, for the time being, the uncertainty

Holy Trinity, Parkfield, Middleton, by G Shaw, 1861–2, has been recommended for listing in Grade II and is among those churches not deemed to be necessary strategically for the future mission of the church in the area

caused by potential spot-listing is avoided, providing a more secure environment within which to plan for the future.

On condition, the survey revealed a depressing pattern of disrepair. Over 30% of all churches assessed were found to be in poor condition or in need of attention and this proportion rose to over 40% of listed churches in the Archdeaconry of Manchester. The survey cross-referenced listed churches in need of repair with those that are priorities for mission and thus provided a useful list of priorities for grant-aid under the Joint Scheme for Places of Worship. Some of these, like St Nicholas, Burnage (Grade II*), by Welsh, Cachemaille-Day and Lander, have since received grant-aid. It is not all bad news; there are examples of churches, such as Christ Church, Moss Side, which are growing, helped by grants for repair. The survey also grouped those listed churches that are in need of repair but are a low pastoral priority, including St Benedict, Ardwick, by Crowther, recommended for upgrading to Grade II*. Others in this category are so important in architectural terms that their repair with grant-aid is a priority for English Heritage, although the viability of the parish remains fragile. Among these is the exceptionally important St Augustine's, Pendlebury, by Bodley.

The Diocese of Manchester

Difficult decisions

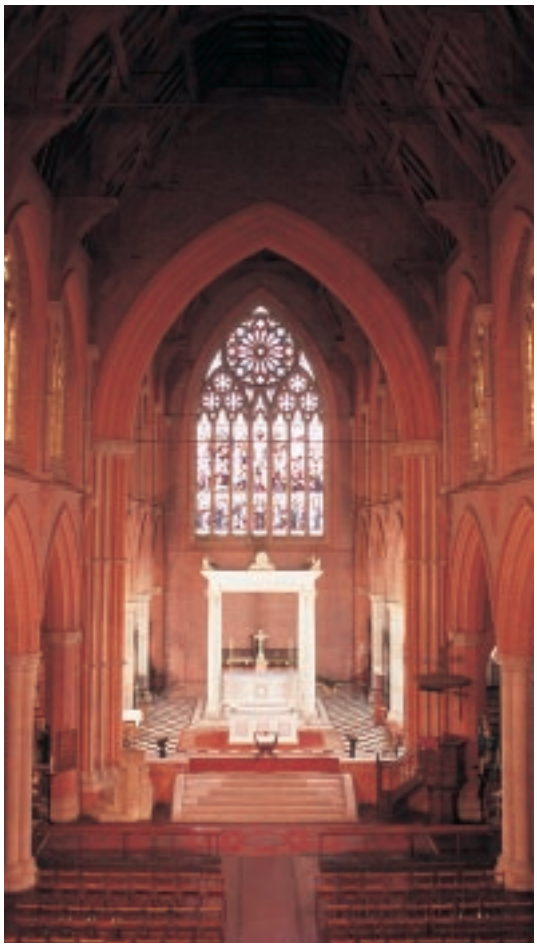
English Heritage faces difficult decisions on grant-aid priorities, as the size of the Joint Scheme budget has proved to be insufficient to meet all the legitimate needs, particularly given the high percentage of grant needed to make these repairs manageable for the congregation. This is compounded where parishes struggle to find matched funding. The survey found that many parishes are barely viable and face the stark choice of either paying their parish share to the diocese or funding maintenance and repair. Most cannot afford to do both.

Although the survey was not intended to be at the detailed level of *Diversity and Vitality: The Methodist and Nonconformist Chapels of Cornwall*,[1] published recently, its purpose was similar: to provide an informed context for discussion and decision-making. We very much support the Diocese's strategic approach and its efforts to tackle individual cases. Given that Manchester's problems are not unique, but part of a national trend, we hope that a similar approach can be adopted by other Anglican Dioceses and by other denominations.

There are simply too many churches supported by too small congregations. Radical solutions will be needed to secure a future for the best buildings, considered in the light of full understanding. It is possible that new ecumenical partnerships and facilities for the wider community, funded from a variety of sources, may be the way forward for some buildings. Where all efforts to find a new use fail, however, it is inevitable that we will face difficult decisions on demolition, under the procedure operated by the Church Commissioners. English Heritage looks forward to contributing to the current review by the Church of England of the Pastoral Measure 1983. □

Marion Barter
Historic Buildings Inspector
North West Region

1 The survey of chapels in Cornwall will be reported on in the next issue of *Conservation Bulletin*.
For details about obtaining copies, please ring 01872 323603.



Interior and exterior of St Benedict, Ardwick, 1880, by J S Crowther. Recommended for upgrading to II, it is among those churches of a lower priority for mission. The Diocese cannot envisage it having a place in its future strategy*

TALL BUILDINGS

The need for a new policy

There have been many recent proposals for tall buildings, particularly so in London. English Heritage is in the forefront of the debate arguing for clear guidelines and policies that reflect the positive contribution to our cities of the historic environment.

History of tall buildings

Most of our historic towns and cities fit the traditional European urban pattern: predominantly medium- to high-density townscapes with few tall buildings. The tallest in traditional urban morphologies were churches and cathedrals, castles and palaces and, since the 19th century, civic buildings. Their height, bulk and architectural expression signalled the temporal and spiritual power of their owners and acted as a focus for community and civic life, a key to the social hierarchies and power structures of society and to the transformation from feudalism to democracy.

The castle gatehouse, church spire and town hall clock tower were central focal points, with functions widely understood by the public. This clarity was eroded in many urban areas during the 19th century as commerce developed and increasingly dominated the activities of the public. The mills and factories of northern and Midland towns and cities have become a rich legacy of industrial landscapes and historic buildings.

New forms of construction and technological development in the 20th century, particularly in the latter half, led to a growth in the height of buildings, both to work in and live in. After World War II, the spread of American culture, economic change, a shift from manufacturing to service industries and pressure for improved housing created a demand for large scale, high-density development. The resulting urban development has not always been attractive, and the mass public housing schemes and town centre redevelopments of the 1960s and 1970s are much derided, not least because of the effect of high-rise buildings on the physical and social fabric of our cities.

Recent tall buildings

There was an understandably public reaction against such forms of development, and the conservation movement grew, in part, because of that backlash. Economic influences, particularly the property crash of the early 1990s, adversely affected the development industry. Consequently, with a few exceptions such as Canary Wharf in London's Docklands, tall building proposals have been restricted in the last decade.

In recent years, there has been a resurgence in the number of tall building proposals in many major cities, including Birmingham, Manchester and Newcastle. In London, an intense, sometimes vitriolic debate, has raged in the wake of a number of schemes. Most proposals have been located in the central area of the City of London and the West End; examples include the Baltic Exchange (Swiss Re) and the Heron Bishopsgate Tower. Other proposals have appeared in the central fringe areas (Paddington and London Bridge), in suburban town centres (Clapham Junction) and on major arterial routes ('The Pinnacle', Chiswick).

Issues of concern

Such proposals often raise issues of concern to English Heritage. In the context of London's pervasive historic environment and the crucial importance of the city skyline, tall buildings will, by virtue of their visibility from a wide area, have an impact on designated sites and areas (listed buildings, conservation areas, world heritage sites) and on other assets, such as strategic views and areas of special character. They have the potential to disrupt the historic relationship between iconic landmarks and the wider townscape, such as that between St Paul's Cathedral and the River Thames, thereby altering the distinctive and defining skyline of the city.

English Heritage held a conference in May 1997, 'Managing Change in a World City', that brought to the fore the issue of tall buildings in the future shape and role of London and demonstrated the polarised nature of the developing debate.

Tall buildings greatly affect our cities. English Heritage and CABE are developing guidelines and policies to protect historic environments and skylines

Policy review

In the summer of 1997, English Heritage supported a review by the Building Design Partnership of strategic policy for tall buildings in London, which resulted in London Planning Advisory Committee Advice, *High Buildings and Strategic Views in London* (March 1999). English Heritage welcomed the advice in principle but expressed disappointment at the lack of clarity, certainty and strategic direction provided to prospective developers and local authorities. In November 1999, however, the advice was endorsed by the government and remains an important policy document.

The Mayor of London's Spatial Development Strategy (known as The London Plan) will replace current Regional Planning Guidance. Though not yet in final form, its provisions on tall buildings may be foreshadowed by the Mayor's recent widely-reported statements on the matter. In the meantime, there is a lack of a coherent strategic policy by which to assess applications.

At a national level, English Heritage has joined with the Commission for Architecture and the Built Environment (CABE) to produce a set of guidelines for evaluating tall building proposals. Our joint document, *Guidance on Tall Buildings*, is out for consultation until October. In London, English Heritage has been working with the Mayor on an interim protocol on tall buildings pending the development of the Spatial Development Strategy. English Heritage is keen to influence policies in London and other major cities. In particular, we wish to ensure that significant city skylines and historic environments are fully acknowledged and protected from potential harmful impacts from tall buildings. □

Alan Byrne
Regional Planner
London Region

View of part of London's historic skyline from the South Bank, with Waterloo Bridge and St Paul's Cathedral

National Monuments Record

News and events

The NMR is the public archive of English Heritage. It includes around 10 million archive items (photographs, drawings, reports and digital data) relating to England's historic environment. This news report is the first of what will be a regular series in *Conservation Bulletin*.

Photographs on-line

*photo*London

*photo*London is a consortium of five major London archives: the NMR, Guildhall Library, London Metropolitan Archives, Museum of London and Westminster City Archives. These major public sector institutions hold significant photographic collections representing London's topography, people, architecture, archaeology and landscape.

The *photo*London website currently acts as an electronic gateway to its five founding institutions, providing background information on holdings and access to the collections. Each institution has provided 15 representative photographs to showcase their collections. The longer-term aim is to create a forum to discuss photography in public London archives and to improve communication and share expertise within the sector. Over the coming months the partners plan to develop the website and carry out a comprehensive survey of all public photographic collections in Greater London. Visit the site at *www.photolondon.org.uk*

Heritage Image Partnership

The NMR has put 1000 images on-line with the Heritage Image Partnership (HIP). HIP, the first fully on-line commercial picture library with a heritage focus, was launched on 2 April 2001. Also participating are the British Library, Science Museum, National Railway Museum, National Museum of Photography, Film and Television, Guildhall Library, and Royal Photographic Society: negotiations with further high profile prospective contributors are underway. HIP will generate revenue from commercial users by providing a rapid digital service, but its content may also be browsed free of charge. Visit the site at *www.heritage-images.com*

Images of England

The NMR's *Images of England* project is continuing to photograph England's 370,000

Statue to Southwest of the Abbey Church of St. Michael and all the Angels, Belmont, Clehonger, Herefordshire (Grade II). A life-size statue to St. Michael from about the turn of the last century.

ENGLISH HERITAGE

NATIONAL MONUMENTS RECORD

A passenger enquires about train times at Liverpool Street Station, the London terminus of the Great Eastern Railway, in 1950. Signs show the location of the seat reservations and booking offices and the refreshment rooms; in the background are the departure board and a W H Smith kiosk

© Derek Le Mare

Former explosives store, Coldberry Mine, Middleton in Teesdale, Durham (Grade II). Possibly originally a stable and lodging shop. Early 19th century, of coursed sandstone rubble with ashlar dressings and quoins

listed buildings. All the photographs will be available on the internet by the end of 2002. The project now has over 500 volunteer photographers, all members of the Royal Photographic Society or local camera clubs, working across England recording their local built heritage. Newly-recruited volunteers have begun photographing in areas where previously there were only a few dedicated volunteers working on their own, including East Anglia and the West Country.

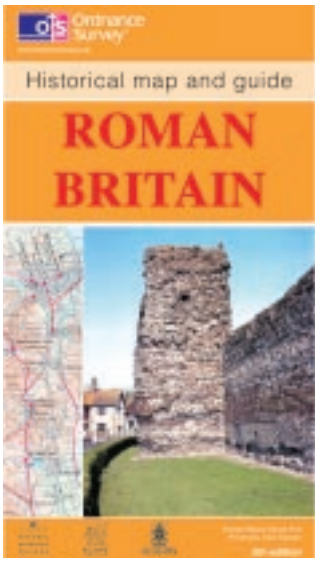
The second stage in the development of the *Images of England* website was launched in July 2001. The updated prototype website allows visitors to register on-line and search in different ways for images and written information about listed buildings. The site now also includes a searchable database of the written descriptions from the Listed Buildings list for each of the buildings that will be photographed for the project.

To receive copies of the project's free newsletter please contact *Images of England* directly on 01793 414779. Visit the prototype website at *www.imagesofengland.org.uk*

Map of Roman Britain

The NMR, together with our partners in the RCAHM Scotland and RCAHM Wales, has prepared a full revision of the Ordnance Survey *Map of Roman Britain*. Completely redesigned, it incorporates advances in our knowledge of Roman military sites, roads and place names since publication of the 1994 edition. The NMR and its partners supplied the detailed Roman information

Unilever House on the Victoria Embankment, London, floodlit at night, photographed c. 1932. The building dates from 1930 and was designed by J Lomax-Simpson with Sir John Burnet, Tait and Lorne. To the left and right of the facade are huge statues of draught horses by Sir William Reid Dick



The NMR was a major contributor to the 5th edition of the Ordnance Survey Map of Roman Britain, *published in March 2001*

that is shown against a background of modern Ordnance Survey mapping at 1:625 000 scale.

The Map, which covers the whole of Great Britain, is illustrated with photographs and diagrams. It includes a text describing many aspects of Roman life, a diagram tabulating key dates, events and archaeological evidence, a list of key sites and museums to visit, and additional reading. It is published by the Ordnance Survey at £6.25.

OASIS Project

In January the NMR completed a year-long concordance between its own Excavation Index (EI) database and the Archaeological Investigations Project of Bournemouth University for the period from 1990 to 1998 and passed this data to the Archaeology Data Service (ADS) in York for inclusion on its web catalogue. As part of this concordance exercise, the scope of fieldwork types recorded by the EI has been widened to include desk-based assessments, management surveys, environmental assessments and building survey by archaeological units. The next stage of the OASIS Project will be the launching of an on-line fieldwork reporting form, with the NMR again taking a central role in checking and cleaning the data before passing it to the ADS catalogue.
To view the database visit *ads.ahds.ac.uk/catalogue*

Collections catalogued by the NMR

The following collections have recently been catalogued and are available for consultation via the NMR's Enquiry and Research Team (see below for contact details).

Burnet, Tait and Lorne collection

The collection is a record of selected architectural commissions undertaken by the architectural practice between 1909 and the 1940s. The collection, 89% of which relates to Greater London, deals mostly with commercial subjects, reflecting the contracts won by the practice.

Gerald Cobb albums

Gerald Cobb (1899–1986) worked as a herald painter for the College of Arms, but his life's interest was ecclesiastical architecture. He built up a collection of illustrative material relating principally to the architecture of the cathedrals and greater churches of England, and especially of Greater London and Kent. The collection is strong on early photographic prints, particularly those that show the fabric of churches prior to the alterations of the Victorian period.

Laurence Goldman collection

Laurence Goldman (1911–88) was an amateur photographer who won several awards for his work. The collection includes many architectural subjects, with good coverage of stained glass.

Goodhart-Rendel collection

H S Goodhart-Rendel (1887–1959) was an architect and architectural critic. His particular interest was 19th-century architects and architecture. The collection spans the period 1910–40 and has a strong bias towards the

A mourning figure from the monuments to John, 4th Earl of Rutland, in St Mary's Church, Bottesford, Rutland. It was photographed by Laurence Goldman in May 1969

south-east of England. Its principal themes include churches, country houses and other domestic buildings.

Philip Norman collection

Philip Norman (1842–1931) was an antiquarian and artist with a special interest in recording historic London buildings before they were demolished. The collection is especially strong on churches and houses, many of which have since been destroyed, and on street scenes. He was active between about 1860 to 1930.

The Gallery, Swindon

Exhibition programme

The NMR's exhibition programme, based at its Gallery in Swindon, is designed to show aspects of the NMR's extraordinary photographic collections. The Gallery is open Wednesday to Sunday, 11am to 5pm. Admission to the exhibitions is free.

The Arts and Crafts Movement:
13 October 2001 to 13 January 2002
Images of the beautiful craftsmanship and design visible in the work of William Morris and Company, among others, with an emphasis on local examples.

Study Programme

Research Projects: a workshop
A day workshop exploring how to organise and manage data from archive resources.
Friday 12 October, 10am to 4pm. Fee: £20

Using NMR resources for archaeological desk-based assessments
A day workshop on the evaluation of a proposed development site using air photographs, archaeological data and surveys, and other resources from the NMR. Friday 9 November, 10am to 4pm. Fee: £20

NMR resources for local history
A day workshop. Wednesday 28 November 10am to 4pm. Fee: £20

Making Visible the Invisible:
using photographs as a historical resource
A weekly class of 10 sessions. Wednesdays 10am to 12 noon, starting 16 January 2002. Fee: £50.
Organised in conjunction with Oxford University Department for Continuing Education

For further information on exhibitions or the study programme and to make a booking, please contact Jane Golding at
The Gallery, NMRC, Kemble Drive,
Swindon SN2 2GZ
Tel 01793 414735, Fax 01793 414606,
jane.golding@english-heritage.org.uk

To make an enquiry about the NMR's holdings please contact
NMR Enquiry & Research Services,
NMRC, Kemble Drive, Swindon SN2 2GZ
Tel: 01793 414600, Fax: 01793 414606,
nmrinfo@english-heritage.org.uk

Coppull Ring Mill, Mill Lane, Coppull, Chorley, Lancashire (Grade II). A 1906 cotton-spinning mill in Art Nouveau style

Balancing act

London's West End theatres

London has one of the richest collections of theatres in the world. Over 50 are contained within a two-mile radius of the West End, and over a 100 in the metropolis altogether, including the remains of one of the oldest, the Rose (1587), where Shakespeare learned his craft, and the Globe, a reconstruction of an Elizabethan theatre built only 10 years ago. Live theatre is one of the chief reasons that people from all over the world visit London. They come to see Shakespeare performed, modern experimental theatre, elaborate 'block-busting' musicals and to enjoy the ambience of the architectural surroundings. But above all, they come to have a great evening out. Expectations of comfort and accessibility are high. Theatre owners are keen to meet these requirements and maximise profits to recoup the costs of mounting lavish productions. English Heritage and other interested parties are facing pressure from owners to alter the 33 listed theatres in the West End, while seeking to retain the historic and architectural character of these gems.

The issues

The West End group includes some of the best work of renowned theatre architects Frank Matcham (1854–1920), WG R Sprague (1865–1933) and C J Phipps (1835–97), as well as the elegant art deco-inspired decoration of Serge Chermayeff (1900–96), at the Cambridge Theatre. It includes good early-19th-century survivals: the Theatre Royal, Drury Lane, with its coffered double-height hall by Benjamin Dean Wyatt (1775–1850), and the Theatre Royal, Haymarket, with a portico by John Nash (1752–1835). Outstanding wooden and iron stage machinery can be found at the Palace Theatre (1891), at Her Majesty's in the Haymarket (1897) and the London Palladium (1910). Many of the West End's listed theatres, built around the turn of the 20th century, were constructed on tight urban sites that have precluded expansion over subsequent years. Often they are seen as relics of the past and inadequate for today's needs. Several aspects of the buildings are of concern to theatre owners, such as Sir Andrew Lloyd Webber of Really Useful Theatres, who manage a large number of West End theatres.

Increasing capacity

Alterations in seating capacity have been made over the years and not many Victorian or Edwardian theatres have their original chairs, but recently radical proposals such as the extended projection of balconies have been put forward. For those with disabilities, access is being dealt with *ad hoc*: some theatres use the former Royal rooms with direct access onto the street to provide for wheelchair-bound visitors, but other slot them in where they can in an unsatisfactorily makeshift way. This is an issue that will have further impact when regulations on access under the Disability Discrimination Act 1995 come into force in 2004. Access corridors and circulation spaces are often cramped and constricting, with fire-safety implications, as well as increasing the uncomfortable crush for the bars at the intervals. Many theatre-goers today like to wander freely about the auditorium and not be confined to one level. Above all, sight-lines must be unobstructed; nobody wants to sit behind a column, even if it is an early use of cast iron in a theatre building!

English Heritage is carrying out a photographic survey of London's West End theatres. The images will be accessible through the National Monuments Record and will inform the conservation management of this glorious collection of buildings, ranging from the early 19th to the 20th century

Sub-stage at the London Palladium Theatre, a view of the hydraulic ram used to raise the safety curtain; above, the frills and furbelows of theatrical costume from the production of 'The King and I'

The opulent interior, auditorium ceiling and gallery fronts in the Garrick Theatre, 1889, by Walter Emden with C J Phipps (Grade II). The auditorium has three U-shaped balconies stacked vertically one above the other, each with a different plaster ornamented front. One common problem is to fix the lighting tracks without damaging the artistic plasterwork*

Behind the scenes there are often operational problems: ageing wooden stage machinery, antiquated lighting, heating and ventilation systems. Dressing rooms are often tiny and minimal in comfort and located underground. A big show requires more dressing room space: the Shaftesbury Theatre recently provided accommodation in the form of 'portakabins' on top of the building. Basements can be subjected to flooding with the rising water table in London: one theatre has a stream flowing underneath the stage. Located in the heavily polluted atmosphere of the West End, theatre buildings need constant maintenance, but while some are simply dirty, others, such as the Shaftesbury Theatre, have terracotta blocks in poor condition on the exterior. Care of the fabric of the buildings varies greatly from owner to owner and depends on the funds available.

English Heritage can play a positive role in working with owners and local authorities to keep theatres in use, with certain parts of the building adapted or upgraded for the comfort of users and audiences. London Region has been involved in a number of major schemes that have been approved and implemented, for example, at the Lyceum, The Savoy Theatre and The Royal Opera House. The key is to identify the areas of special interest: the architecture and original decoration of the auditoria and other public spaces; the quality of the exterior design, construction and materials; the survival of early or rare stage machinery or special dedicated spaces, such as the scenery docks and painting room at the Theatre Royal, Drury Lane. Spaces of lesser historic or architectural interest may then be more flexible in terms of alteration. It is also important that the owners have a sense of responsibility and 'duty of care' towards historic theatres and maintain them properly to secure a long-term future. Each building should be seen on its own merits and its particular problems addressed with informed willingness and flexibility on all sides. □

Susie Barson
Historian, Historical Analysis & Research Team

Further reading:

- *Theatres: A Guide to Theatres Conservation*, English Heritage, January 1995
- *The Theatres Trust Guide to British Theatre 1750–1950: A Gazetteer*, edited by John Earl and Michael Sell, The Theatres Trust 2000
- *Easy Access to Historic Properties*, English Heritage, October 1995

The West End Theatres Survey

In addition to tackling the problems faced by theatres and encouraging imaginative solutions, English Heritage has decided to celebrate and document this extraordinary group of buildings by making a photographic record of every West End theatre during 2001.

The primary purpose of the project is to create a timely record for posterity. The images will illuminate how these complex and, in some respects, unknown buildings function. The images will also capture something of the

overlapping worlds that coexist within each theatre, from the public spaces (entrance foyer, bars and auditorium) to the equally fascinating backstage areas inhabited by the actors and theatre technicians.

English Heritage has consulted the Theatres Trust and The Society of London Theatre about the type of photographic record most useful to them. In turn, these organisations have supplied us with information about ownership and highlighted the areas of concern within the buildings. One of the most vulnerable aspects is the stage machinery, some of it original or early in date, but now out of use or in need of replacement. To prevent these serendipitous survivals of a different theatrical era disappearing unrecorded, English Heritage has sought the advice of the Association of British Theatre Technicians, who are currently undertaking a survey to establish exactly what survives.

The recording began in February and will continue throughout the year, with photography by Derek Kendall who was responsible for the former Royal Commission on the Historical Monuments of England's comparable survey of the City of London's Churches in 1995. The resulting images will be accessible through the National Monuments Record and, it is hoped, in an exhibition in 2002. □

Joanna Smith
Architectural Investigation, London

In London, English Heritage must be consulted by local planning authorities on applications for listed building consent or development affecting listed theatres and their settings. In all cases involving works to listed theatres, early consultation with English Heritage staff and the Theatres Trust is strongly advised.

The fly floor with ship-like hemp lines at the Garrick Theatre. A surprising number of the West End theatres retain their original scenery-moving apparatus, but pressure is increasing to replace it with an infrastructure that is lighter and easier to operate

Statue of Earl Haig

Conservation following May Day riot

The Building Conservation and Research Team carried out stone and metal conservation on one of London's public sculptures following damage during last year's May Day Riot

During demonstrations that took place in London on May Bank Holiday, 2000, damage was caused to a number of monuments on Whitehall and the surrounding area. The publicity that followed centred on damage to the Cenotaph and statue of Sir Winston Churchill in Parliament Square, and in both cases the damage was quickly dealt with. There were other monuments, however, that required more complicated treatment for several months following the riot.

One of these monuments was of Field Marshal Earl Haig, Commander in Chief of the British Army in the Great War, located on Whitehall opposite the Horse Guards. The statue is one of the many London monuments previously in the care of the Department of Culture, Media and Sport (DCMS) for which English Heritage acquired responsibility in early 1999.

Most of the damage that occurred during the riot was caused by graffiti on the stone plinth of the statue, with otherwise limited physical damage to the rest of the monument. Subsequent inspection of both the stonework and the bronze, however, revealed several other conservation issues that needed to be addressed. It would not have been possible to ignore those issues and carry out removal techniques used on the Cenotaph. London Region, the department within English Heritage responsible for the care of the London monuments, adopted an holistic approach and, together with the Building Conservation and Research Team (BCRT), devised a treatment programme for the safe removal of the graffiti and conservation of the stone plinth and bronze statue.

Historical background

The statue of Field Marshal Earl Haig (1861–1928) was unveiled by the Duke of Gloucester on 10 November 1937, the day before the anniversary of the Armistice, now known as Remembrance Day. The statue, the total cost of which was £9000 paid by the Government, was designed by Alfred Frank Hardiman (1891–1949) and is composed of a bronze equestrian statue of the Earl – bareheaded, wearing a uniform and a greatcoat – mounted on a stone plinth approximately 3m high by 4m long which on its south side is decorated with his coat of arms and inscribed 'Field Marshal Earl Haig Commander-in-Chief of the British Armies in France 1915–1918'. Beneath the inscription is a stone block, probably intended for wreath laying.

When unveiled, the statue provoked a great deal of controversy as Hardiman had mixed a realistic representation of Earl Haig with a Renaissance-inspired horse. Despite the fact that the professional panel that had awarded Hardiman the commission, as well as other individuals and organisations, considered this combination to be dignified and original, Lady Haig, the King himself and a great number of the public disliked the horse intensely. *Country Life* remarked that 'The legs behind cry Forward! and the head in front cries Back! The stands of the hind legs will have, to anyone who has had anything to do with horses, an immediate significance of which the artist is unaware'[1].

Condition of stone plinth

It is believed that the initial intention was for the plinth to look monolithic from a distance and consequently the Portland stone was dressed smooth and the narrow joints, approximately 3mm wide, were flush pointed with a pale lime mortar to imitate the surrounding stone.

The graffiti attack on the plinth was as extensive as elsewhere in Whitehall. Paint had been sprayed and daubed on all four elevations in a variety of colours – red, black, yellow, green and blue. Apart from the graffiti, the stone was also found to be very dirty, its surface covered with a substantial yet generally loosely-adhered layer of sooty soiling that rendered the stone a dark brown/grey in colour.

There was also some evidence of previous structural movement within the plinth, with damage to the arrises of some of the ashlar blocks through what appeared to be point loading. The original pointing mortar was lime putty-based and extremely soft and, when dug out from beneath the face of the joint, was found to be moist and completely uncarbonated. The

point loading damage may have been caused by the settlement of the stone blocks on this soft, uncarbonated bedding mortar with the arrises pinched by the outer layer of mortar which had been carbonated through exposure to the atmosphere, thus cracking and fracturing the surrounding stone. Also, many of the joints were open as a result of mortar failure and this was one of the reasons why the graffiti removal methods used on the Cenotaph could not be used; there was a risk that the chemicals could find their way into the open joints and fuel deterioration processes.

Condition of bronze statue

The bronze itself suffered very little damage from the attacks. Flowers had been placed on the horse's head and stickers were adhered to the horse's head and front dexter leg. While structurally sound, its condition caused concern. Overall the statue had a dull dark brown, almost black, appearance, commonly found on London's bronze statues as a result of the long-established maintenance programme that included the regular application of a layer of lanolin, beeswax and pigment. That coating had played a part in protecting the bronze from the aggressive effects of the environment, though it did have a tendency to darken the surface, disguising any variation in the original surface patination and also, more seriously, attracting and holding acidic particles against the bronze that could initiate corrosion of the surface areas.

On the statue of Earl Haig, though this layer of wax was largely intact, there were a number of areas where it had worn thin or washed away. Once this protective layer is lost, the bronze is exposed to environmental weathering and begins to corrode. There were some areas of the bronze, therefore, that were covered with green corrosion products, perhaps from lapses in the previous maintenance regime, while others exhibited signs of active corrosion characterised by light green corrosion products and surface pitting.

Conservation of stone plinth[2]

Graffiti removal: There are certain dangers involved in removing graffiti from a porous substrate. Depending on the type of paint used and the medium it contains, graffiti applied to the surface may penetrate deeply within the substrate pores. Mechanical methods, such as air abrasive or laser, may be suitable for the safe removal of surface deposition but they cannot deal with sub-surface staining, although this is often attempted and results in considerable surface damage. Unless accretions are entirely superficial, safe removal of graffiti is best carried out by chemical removers that penetrate within the stone and affect the paint binder, enabling its withdrawal. There is still a danger, however, that they might cause additional displacement by carrying the medium and paint particles to areas previously unaffected as well as by reacting with natural minerals in the stone to induce unsightly and perhaps irreversible staining.

In most cases it is practically impossible to remove all the paint without damage to the substrate, since it is difficult to extract it from any depth. It is therefore very often that a partial staining of the marking is left behind, known as 'ghosting'[3]. For these reasons it was essential to develop an effective and safe way of removing graffiti from the plinth of Earl Haig. Based on experience of cleaning other Whitehall monuments that had also suffered graffiti damage during the riot, such as the Cenotaph and statue of King Charles I, and extensive in-situ trials with the open masonry joints temporarily stopped, a programme of chemical-

Close-up of the bronze statue of Earl Haig during treatment

Following in situ *tests, a series of chemical products was used to remove graffiti from the stonework*

Statue of Earl Haig

based removal was initiated. Carefully monitored, the treatment proved very successful and most of the graffiti was removed with very little residual ghosting.

Stone cleaning: Following graffiti removal, an aqueous nebular spray was used to clean the stone and remove the sooty surface soiling. Localised areas of more persistent dirt were cleaned with the Jos system.

Re-pointing: All the failing mortar joints were raked out and re-pointed using a hydraulic lime mix. Though the original mortar was non-hydraulic lime putty, the decision to use a moderately hydraulic lime was based on prevailing weather conditions; the almost continuous rain would have easily washed out any uncarbonated lime putty mortar that had become uncovered, leaving little chance of its survival over the winter.

Conservation of bronze[4]

Cleaning: Conservation of the bronze was aimed not only at stopping active corrosion processes and providing a sound basis for future protective maintenance but also at attempting to achieve an appearance closer to the artist's original intention. Therefore, while some of the earlier green corrosion products may not have been damaging the bronze (some experts think that such products protect the metal underneath), they were removed for aesthetic reasons. Steam cleaning was used to remove the black wax surface layer and most of the green corrosion products. Areas where active corrosion was taking place required further attention and were cleaned more extensively using the Jos system (with a calcite abrasive) to remove harmful salts.

Patinating: During cleaning, evidence was found to suggest that a pigment, lampblack, had been applied to the surface of the bronze, underneath the layer of wax. Below this lampblack layer, a light brown surface finish was revealed. After careful inspection and reference to photographs of the unveiling ceremony, showing a statue considerably brighter than its current state, it was concluded that the light brown surface may have represented the original patina of the bronze. It was therefore decided not to carry out any overall repatination of the bronze, often a feature of such treatment programmes, but rather to leave the remains of the supposed original finish visible. The areas that had been cleaned with the slightly harsher Jos system, however, required some chemical patinating to match the surface of the rest of the cleaned statue. This approach represented a major departure from the usual treatment of public bronze sculpture in which patination has tended to mimic the general visual appearance of the pre-cleaned sculpture. We hope that this element of the treatment of Earl Haig will engender debate and investigation into the practice of repatination of conserved bronzes.

Finishing and coating: The bronze was then hand-brushed with bronze brushes to give it a shine, and the surface was then coated with hot microcrystalline wax, an inert substance that protects the surface from corrosive pollutants and acid rain. A corrosion inhibitor, Benzotriazole, was also added to the wax to reinforce its protective nature, and a final coat of cold wax was applied to provide additional protection.

Policy on London statues

The attacks and damage have highlighted several issues that English Heritage will address in the future.

First, providing protection for such monuments during situations similar to the May Day riot needs to be considered. If possible, preventing damage in the first instance will not only protect the monuments from unnecessary and sometime irreversible damage but will also save precious time and resources that can be devoted to other projects. Graffiti attacks, however, can happen at any time. Methods of prevention such as lighting monuments, providing CCTV surveillance or even using physical barriers such as railings have been found to be very useful in deterring vandals. The use of anti-graffiti coatings may ameliorate effects of attack but at the same time may pose a threat to fragile porous substrates through the practice of frequent removal and replacement as part of the coating maintenance regime.

Second, a speedy response is required in situations similar to the May Day riot, and a protocol should be established to allow English Heritage to respond quickly and effectively. Third, maintenance and a strategy for systematic inspection and care of these monuments are essential. English Heritage is drawing up a new programme for frequent inspection of the monuments in its care and setting a priority list and timetable for treatment.

© English Heritage

The statue of Earl Haig in Dec 2000 following conservation treatment

Conclusion

The conservation works carried out by English Heritage on the statue of Earl Haig following the riot have been successful in many ways. The offensive graffiti has been removed, the stonework has been cleaned of all damaging and disfiguring environmental pollution, and the bronze now appears closer to the artist's intentions.

More importantly, however, this project will benefit many more London monuments following English Heritage's re-evaluation of its protection, conservation and maintenance policy for outdoor sculpture in its care. □

Eleni Loizides
Bill Martin
Architectural conservators
Building Conservation and Research Team

1 Blackwood, J, 1989. *London's Immortals*, Oxford: Savoy Press Ltd, 284.

2 Stonewest Ltd was commissioned to carry out the works to the stone plinth.

3 English Heritage has published a Technical Advice Note, *Graffiti on historic buildings and monuments: methods of removal and prevention* (Product Code XH20101), which contains information on graffiti types, describes appropriate removal techniques, provides advice on graffiti removal operations and discusses strategies for preventing or reducing graffiti attack. This free leaflet may be ordered though English Heritage Customer Services: 0870 333 1181 or customers@english-heritage.org.uk.

4 All works to the bronze statue were carried out by Eura Conservation Ltd.

Hospitals & workhouses

New *Register of Parks and Gardens* criteria

The Designed Landscapes Team has been developing criteria for assessing types of landscape associated with historic hospitals and workhouses

Work has recently been carried out by the Designed Landscapes Team to identify lesser-known types of designed landscape: those associated with historic hospitals and workhouses. Such work is invaluable in creating a national context in which these sites are placed when considered for addition to the *Register of Parks and Gardens of special historic interest in England*. As a result, the supplementary criteria below have been adopted for these landscapes, many of which are under significant threat, and were endorsed by English Heritage's Historic Parks and Gardens Advisory Panel on 5 June 2001.

There are nine main criteria for inclusion on the *Register*. They are intended to offer a flexible framework within which a detailed understanding of the subject is required in order to make an informed judgement. Of these main criteria, five are based on date bands, the remainder covering other areas of interest: sites that influenced the design of other sites, or represented a style of layout or the work of a designer of national importance, sites with strong group value or those associated with significant people or events. Supplementary criteria have been provided so far for other landscape types: cemeteries, town squares and those sites registered for their historic associations. These supplementary criteria should aid the assessment of individual sites for addition to the *Register* where there are further issues to be considered than are covered by the main criteria.

High Royds, Menston, W Yorks (Grade II), view of the courtyard and garden east of the main south entrance

Landscape history

A variety of purpose-built hospitals were developed in the late 18th, 19th and early 20th century, including lunatic asylums, epileptic and mental deficiency colonies, tuberculosis sanatoria and large-scale isolation hospitals. Many were built with large integral grounds, often modified when extra facilities and buildings were required. The National Health Service, during its late-20th and early-21st-century estate rationalisation, has followed a policy of disposing of several types of purpose-built historic hospitals. The inevitable change of use has put the future of such sites at risk.

Workhouses can also be included in this category, similar in structure to county asylums, with confined airing courts for the inmates and kitchen gardens/farmland for them to work on. Many have been largely degraded when converted to hospitals or, when they lie in urban areas, have been built over. Only a few retain their original landscapes.

Threats to hospital landscapes

With the closure of hospitals, the future of the often extensive grounds automatically comes into question, even where buildings are to be retained. During their use as hospitals such sites are usually initially within one ownership (NHS or Health Trust), but following closure their subsequent sale usually results in divided ownership. These landscapes are frequently seen as opportunities for residential development. As a consequence many historic hospital landscapes have been partly or wholly developed in an intensive manner, much reducing or eliminating their historic interest. Many currently complete hospital landscapes are also destined to be severely degraded or lost completely.

Requirement for additional criteria

In the context of the *Register*, when assessing hospital landscapes, a supplementary set of criteria has been developed to augment the basic

assessment framework. These prompt that for this type of landscape integral functional elements should be seen as part of the landscape. Such elements relate mainly to the medical theory of the day, and although there for practical reasons, they were often given an ornamental form.

The additional guidelines also consider the issue of condition, such as the completeness of the extent of the site, together with the remaining features within. Few hospital landscapes have remained entirely unmodified by hospital-related insertions, though such insertions are not necessarily detrimental.

Assessment of hospital landscapes

In the context of the *Register* there are several key factors for assessing a hospital site, in addition to the standard criteria:

- Significance in medical history, as an influential or early example of a particular method of treatment.
- A last remaining example of a particular type of hospital landscape, albeit not especially significant in medical history.
- Good historic documentation relating to the laying out of the site and its subsequent therapeutic use. By substantially enhancing the knowledge of a site's place in medical and landscape design history, a good archive can enhance a site's historic interest.
- The extent of the hospital building remaining. Once the principal building has been lost, extensive development usually occurs across the site, particularly in the core. It is thus unlikely that a site would be registerable if it had lost its main building, although if the footprint of the building alone was developed and the landscape essentially left untouched this would not preclude the addition of such a site to the *Register*.
- The condition of a site, encompassing the historic extent and features. The condition of these sites is often relatively poor, with features having been lost through erosion, poor maintenance or development. The criteria, which identify other types of site as in too poor condition to be added to the *Register*, are thus not applied as rigorously to hospital sites. In terms of condition, the remaining core of a hospital site may be particularly important, with the accompanying outer land being of lesser interest. Most early asylums have lost much of the detail of the original landscape layout, and so the remains of the core of such a site would be important. For example, an asylum built before 1845 which retains the key structural detail of its airing courts (including fences, ha-has, path system, shelters, etc) and pleasure grounds may be of sufficient historic interest to merit inclusion on the *Register* even where its peripheral park/farmland has been lost.

Additional general criteria for hospitals

The following guidelines offer general supplementary guidance for the assessment of historic hospital landscapes. These are related to the condition of hospital sites, frequently degraded by neglect or development to a greater degree than other types of similar sites of the same period. To be of sufficient historic interest to merit registration, hospital landscapes, as well as those of special historic interest in terms of landscape design, should meet one or more of the following criteria:

- A medical context is reflected in the landscape layout, such as a pioneering or representative example of a particular type of hospital site. Assessment should be made in the context of the development of that particular type.
- Where the outer areas are no longer intact, key elements, such as the core, are sufficiently intact to show the original design, and are of particular importance in design and/or medical terms.
- The historic documentation of a site provides a good knowledge of the site's importance in medical and landscape design history.

As an example of how these criteria can be applied, asylums have been used below. The former asylums are the largest group, in terms of number and area, of large-scale landscapes laid out for hospital use.

Development of the asylum

Bethlem in London having been rebuilt in the 1670s, it was not until the 18th century that a few further purpose-built asylums were erected. These comprised 9 relatively small, charitably-funded asylums: Bethel, Norwich (1712); St Luke's, London (1751); Newcastle (1765); Manchester (1766); York (1777); Leicester (1794); The Retreat, York (1796); Liverpool (1797) and Hereford (1798). Of these, the York

Fairmile Hospital, Wallingford, Oxon (Grade II), the lodge. This former pauper lunatic asylum was built 1868–70. Robert Marnock designed parts of the grounds, which overlook the River Thames and were laid out for the therapeutic use of patients

Retreat was a catalyst for future asylums to be built following 'moral treatment' principles, resulting in more humanitarian regimes and the use of the designed grounds as patient facilities. A number of privately-run asylums were also opened, but few were purpose-built, instead mainly occupying former urban or country houses. The Lunatics Act of 1808 permitted county justices to build rate-funded pauper asylums and led to the establishment of over a dozen purpose-built county asylums, together with several further charitable asylums. In 1845, the Lunacy Act made it compulsory for counties to make provision for their pauper lunatics, resulting in a further 50 or so asylums being built from scratch in the 35 years to 1880. The Commissioners in Lunacy produced *Suggestions and Instructions* for authorities and architects involved in erecting new asylums, dictating the structure of the buildings and to some extent the layout of the grounds. In the 34 years between 1880 and World War I (following which the asylum building boom decreased significantly), a further 50 or so asylums were built, largely to a design known as the echelon, together with a number of the newly-established type of idiot (later known as mental deficiency) and epileptic colonies. Extensions were continuously being made to existing sites. Up to 1939 a total of probably 150 purpose-built public, charitably funded and private asylums and related hospital sites, including so-called idiot and imbecile training establishments, mental deficiency colonies and epileptic colonies, were constructed.

Asylum landscape features

The asylums, when purpose-built, were usually deliberately placed in a rural setting for the benefit of the patients, the grounds being laid out in the style of a modified traditional country house estate. Extensive areas were provided for therapeutic use and recreation. The main modification to the country house estate style of layout was the addition of airing courts, intended to provide a confined, ornamented area for patient exercise adjacent to accommodation. These courts were largely opened up and their boundary features – including enclosure walls, iron fences, gates and ha-has – lost in the mid-20th century when patients were allowed more freedom of access to the grounds. Associated path systems and shelters, however, often remained intact.

Threats to asylum landscapes

Few asylum landscapes of the 18th century have survived in anything like their original form, having been located on what were at the time the outskirts of towns and many having subsequently been developed. The most notable exception is The Retreat, York, still a thriving psychiatric hospital. The landscapes of the earliest of the county asylums, built following the Lunatics Act (1808), have also been greatly altered or swept away, few surviving in their original form. However, the remoteness of most asylums built from the mid-19th century onwards, together with their continued use for psychiatric treatment well into the 20th century, usually ensured that the associated estates remained largely intact until now, with the insertion of further hospital buildings as required. The advent of the NHS Care in the Community and estate rationalisation policies of the late-20th century has since resulted in an almost universal closure policy for these hospitals, leading to their sale and redevelopment.

Asylum landscape assessment

The following dates specifically relate to significant dates in the development of asylums and thus the historic interest of their landscapes. These dates can be used to assist in assessment:

- **1700–1808:** The rise of the earliest charitably funded and private asylums. Very few of the contemporary landscapes of such purpose-built asylums survive in recognisable form.
- **1809–45:** The rise of the prototype county asylums following the permissive Lunatics Act of 1808. The zenith of charitable and private asylums. Few of the contemporary landscapes of such asylums survive unmodified in recognisable form.

- **1846–80:** The initial wave of the mainstream county asylums following the Lunacy Acts of 1845 compelling county magistrates to provide accommodation for their lunatics. Until the later 20th century most of these landscapes survived largely in their original form, but many have since suffered severe degradation.
- **1881–1914:** The final wave of mainstream county asylums, the buildings planned usually to the echelon layout. The emergence of epileptic and mental deficiency colonies. Until the later 20th century most of these landscapes survived in their original form, but many have since suffered severe degradation.
- **1914–39:** The very last county asylums completed and the main construction phase of epileptic and mental deficiency colonies. Until the later 20th century most of these landscapes survived in their original form, but many have since suffered severe degradation.

Specific criteria for asylum sites

The criteria which arise from these dates include:

a) Asylum or related landscapes laid out before 1845 where at least a proportion of the original layout is still in evidence, reflecting the key elements of the original design.

b) Asylum or related landscapes laid out between 1845 and 1914 of which the key elements survive intact or relatively intact.

c) Asylum or related landscapes laid out after 1914 but over 30 years ago, which remain intact or relatively intact. □

Sarah Rutherford
Acting Head of Register, Designed Landscapes Team

Purpose-built hospital sites on the Register, Grade II:

Brislington House, Bristol, earliest purpose-built private asylum, 1804–6, and influential on the structure of later county asylums.

Cheadle Royal, Manchester, built 1847–9 as private asylum for the middle and upper classes

Broadmoor, Berkshire, built 1860–3 as state criminal lunatic asylum

Fairmile, Oxfordshire, built 1868–70 as pauper asylum for Berkshire

High Royds, West Yorkshire, built 1884–8 as pauper asylum for the West Riding of Yorkshire

Graylingwell, West Sussex, built 1895–7 as pauper asylum for West Sussex

Rauceby, Lincs, built 1899–1902 as pauper asylum for the county of Lincolnshire

Napsbury, Herts, built 1902–4 as pauper asylum for the county of Middlesex

King Edward VII Hospital, Sussex, built 1905–8 as private tuberculosis sanatorium for the middle classes

St Mary's Stannington, Northumberland, built 1910–14 as pauper asylum for Gateshead

St Mary's Hospital, Stannington, Northumberland (Grade II). An example of a late pauper lunatic asylum, built for the Borough of Gateshead, 1910–14, the grounds laid out by the Borough Cemetery Superintendent and the Borough Surveyor. The front entrance to the building, now rather overgrown, overlooks a large semi-circular lawn and turning circle

St Mary's Hospital, Stannington: The airing courts, designed for patient exercise, survive almost intact, with enclosing railings and trees, shelters, paths and lawns

The Heritage Monitor

Promoting the historic environment

The Heritage Monitor *has been published by the English Tourism Council and English Heritage for over a decade. In that time the sector has changed remarkably, both with promotion of 'heritage' as a key part of the tourism and leisure industry and with the development of our understanding of the historic environment*

Heritage management is an expanding field of interest. The move to thematic listing and scheduling in statutory protection has brought new items, places and buildings into the category of 'heritage' as well as new procedures to help in understanding and managing them. The widening remit of the public sector's social inclusion policy, supported by new funding, is matched by the private sector, where heritage resources have been cared for, investigated and promoted in the most imaginative ways. Outside the public sector, heritage management information is very much a business necessity, from generating funds for conservation of private country houses to fulfilling a specific business or tourism need.

'Architecture' can therefore no longer be used as a generic heading in *The Heritage Monitor* for the variety of sites and places now included. Characterisation of landscape features place architecture in a wider context of the 'historic environment'. Historic buildings, no longer considered a barrier to physical and social development projects, are now a positive force in urban regeneration.

It is a well-known argument that the removal of one feature from its wider context or environment (urban or rural) detracts from any understanding of 'our' heritage. Current heritage management now includes that wider context in its targeted conservation, regeneration and integration of new with old. Community need and aspiration is now the driving force rather than the official pinpointing of buildings and monuments for designation and isolation. Though integrated historic environment management makes the heritage more difficult to understand and quantify on a day-by-day basis, the heritage has become a more rewarding area of study, fostering an appreciation of the 'world around us' and those who have contributed to the built environment where we live and work.

The difficulty in collating information is clear when one considers the number of organisations and individuals who produce documents or information. An annual digest covering both hard data (visitor numbers, conservation spend and so forth) and trend analysis (policy, presentation and developments across the conservation world) is therefore potentially invaluable to both policy setters and individuals who are themselves 'stakeholders' in the heritage. *The Heritage Monitor* is such a digest – identifying current concerns and future issues through research and data collation across the sector. The publication highlights major data sources and pinpoints areas of heritage management where there is some tension between preservation and tourism development. Not least, it includes a countrywide comparison of different types of management and is a first port of call for information about other data sources or organisations.

The 2001 edition of *The Heritage Monitor* marks a watershed. First, the research and compilation has been carried out by the Moffat Centre at Glasgow Caledonian University. As a university commercial research consultancy, the Centre combines the knowledge of industry with higher education skills and resources. Second, the report has been substantially revised, making information easier to find and understand through the use of organisational reviews and standard data tables. New sections cover policy development in the heritage sector and the move from citing official designations (listing/scheduling) to using a wider quantitative and qualitative assessment of the historic environment. Though the repetition of datasets from previous editions of the *Monitor* has been removed, core historical data has been retained in an appendix.

The 2001 edition is a transitional report while the heritage sector awaits the government's response to *Power of Place*, published in December 2000. Whatever its future format, the *Monitor* has been identified, during the wide consultation in Spring 2001, as being of great value as an annual digest of supply-side and demand-side information on heritage management. It is hoped that the publication of this year's edition will give further credit to the economic and social value of the heritage sector in England. □

Ian Baxter
Moffat Centre, Glasgow Caledonian University
I.Baxter@gcal.ac.uk
Tel 0141 331 8410

Headline information from *The Heritage Monitor* will be included in the next issue of *Conservation Bulletin*

Valletta Convention

Future implications

The European Convention on the Protection of the Archaeological Heritage (revised), commonly known as the Valletta Convention, was ratified by the UK government in September 2000, and came into effect six months later, in March 2001. Since then there has been great concern in some quarters about the effect the Convention will have on the use of metal detectors and on the control of archaeological excavations. These concerns are in fact misplaced since the relevant sub-clauses have been adopted with little alteration from the earlier (1969) London Convention which the UK ratified in 1972.

Before dealing with those particular points, it is worth looking more widely at the nature, purpose and content of the Valletta Convention.

What is the Valletta Convention?

The Valletta Convention is one of a series of Conventions for the protection of the cultural heritage produced by the Council of Europe over the last fifty years. All derive their authority from the 1954 European Cultural Convention which established the competency of the Council of Europe in this area. Others include the original Convention on the Protection of the Archaeological Heritage (London, 1969) and the Convention for the Protection of the Architectural Heritage of Europe (Granada, 1985). These Conventions are treaties open to all members of the Council of Europe and to non-member European countries such as the Holy See.

The Council of Europe (not to be confused with the European Union) currently has 43 member states extending from Iceland to Azerbaijan, and Portugal to Russia. Its members therefore have very different systems of protecting cultural heritage, as well as extremely diverse administrative and legal structures. It is for each country to decide how the terms of one of the Conventions should be implemented within the context of its own domestic system.

What does the Valletta Convention say?

As its full title suggests, the Valletta Convention is an update of the 1969 London Convention. In many cases, wording has been taken directly from the earlier Convention, while in others it has been updated to some extent but without changing the essential meaning of the earlier treaty. The UK ratified the London Convention in 1972 which means that it was in force here for nearly 30 years before being replaced this spring by the Valletta Convention.

By ratifying the Valletta Convention, the United Kingdom government has undertaken to maintain a legal system for the protection of the archaeological heritage fulfilling the conditions set by the Convention and to devise supervision and protection measures. States joining the Convention also agree to promote an integrated policy for the conservation of the archaeological heritage, to arrange for financial support for research, to facilitate the pooling of information, to promote public awareness and to intensify cooperation between the Parties. The Convention recognises the holistic nature of the historic environment and seeks to protect all aspects of it, while promoting increased understanding of the past. It covers archaeology on land and underwater.

The Convention defines the archaeological heritage very broadly (Article 1). It deals with inventorying and protection of sites and areas, mandatory reporting of chance finds (all in Article 2) and control of illicit trade in antiquities (Articles 10 and 11). It promotes high standards for all archaeological work which should be carried out by suitably qualified people (Article 3), and it recommends the creation of archaeological reserves, while requiring the conservation of excavated sites and the safe-keeping of finds (Article 4).

It follows closely current British practice (as set out in PPG15 and PPG16 in England) for the protection and recording of archaeology during development (Article 5) and contains provisions for the funding for development-led archaeology (again following closely current British practice) and for research (Article 6). Articles 7 and 8 cover the collection and dissemination of information while Article 9 is about the promotion of public awareness and access.

The Valletta Convention has raised some concern about the implications for the use of metal detectors and control of archaeological excavations, but the relevant clauses differ little from the earlier London Convention

Article 12 deals with mutual technical and scientific assistance internationally.

The Convention is supported by Explanatory Notes which need to be read in conjunction with the treaty itself. Both can be found on the Council of Europe website, www.coe.int.

Table One, shown below, compares the areas covered by the Valletta and London Conventions. From this it is clear that the main new area was coverage of the treatment of archaeology within the development process and the funding both of research archaeology (said to be a government responsibility) and of rescue archaeology (said to be the developer's responsibility). Also significant is the introduction of Article 4, which deals with the physical conservation of the archaeological heritage.

Overall, the Valletta Convention is a wide-ranging statement of the best international archaeological standards. In legal terms, the UK already meets its provisions in general though there is scope for it to be used to raise standards in our treatment of the archaeological heritage.

Perceived areas of concern

Since the Convention came into force, there have been concerns over two areas of its provision. It has been argued that it could seriously affect the activities both of metal detectorists and of amateur archaeologists through the introduction of a licensing system. In both cases, these concerns seem to be unfounded.

Metal detecting

The Convention requires (Article 2 iii) the mandatory reporting of chance finds and making them available for examination. The Explanatory Notes, however, make it clear that a state party can restrict this to finds of precious materials. The government's view is that this requirement is already covered in England and Wales by the 1996 Treasure Act, which has in practice been supplemented by the very successful voluntary portable antiquities reporting scheme. Scotland and Northern Ireland already have more comprehensive legislation in this area.

Article 3 iii requires the use of metal detectors and any other detection equipment or process for archaeological investigation to be subjected to specific prior authorisation. Licensing of use of metal detectors is already a requirement for prospection on scheduled ancient monuments. Beyond that, the government does not believe that further legislation is needed since clause 3 iii applies only to archaeological investigation and not to general use of detectors.

The role of amateur archaeology

Concerns have been expressed by the Council for Independent Archaeology and in *Current Archaeology* (**174**, 241-3; www.archaeology.co.uk, www.sosarchaeology.com) that the introduction of Article 3 means the introduction of a licensing system and the end of the role of the amateur in field work. It is instructive to compare the wording of this Article in the London Convention (in force in the UK since 1972) with that now included in the Valletta Convention.

While Clause 3 has been expanded in the Valletta Convention, the principle provisions on the control of excavation have actually changed very little from those in the London Convention to which the UK was party for nearly 30 years

TABLE ONE: Comparison of Valletta and London Conventions

Content	London (1969)	Valletta (1992)
Definition of archaeological heritage	Art. 1	Art. 1
Identification and designation	Art. 2	Art. 2
Control of archaeological work	Art. 3	Art. 3
Physical protection of archaeological heritage		Art. 4
Integration of archaeology in development planning		Art. 5
Funding of archaeological work (public and private)		Art. 6
Collection and dissemination of information	Art. 4	Art. 7
National and international exchange of information	Art. 5 a, b	Art. 8
Promotion of public awareness	Art. 5d	Art. 9
Prevention of illicit circulation of elements of the archaeological heritage	Art. 5c, 6, 7	Art. 10,11
Mutual technical and scientific assistance		Art. 12

without any adverse affect on the activities of amateur archaeologists. The recently expressed concerns about the introduction of a licensing scheme are therefore misplaced. The government has now said (in a written reply to a parliamentary question) that

> ...The Government does not believe that additional legislation, requiring a licensing system, is necessary to fulfil Article 3. Much archaeological work is already controlled through existing mechanisms. There may be scope for developing a voluntary Code of Conduct for those who wish to undertake archaeological work outside the existing systems of control.

English Heritage believes that the voluntary sector is one of the strengths and distinguishing characteristics of British archaeology, which should be fostered and developed. Rather than restricting the contribution of the voluntary sector, there is a need to increase its involvement and to support improvement of standards through means such as training.

London Convention (1969)	Valletta Convention (1992)
Article 3 To give full scientific significance to archaeological excavations in the sites, areas and zones designated in accordance with Article 2 of this Convention, each Contracting Party undertakes, as far as possible, to:	**Article 3** To preserve the archaeological heritage and guarantee the scientific significance of archaeological research work, each Party undertakes:
A) prohibit and restrain illicit excavations;	i) to apply procedures for the authorisation and supervision of excavation and other archaeological activities in such a way as: a. to prevent any illicit excavation or removal of elements of the archaeological heritage; b. to ensure that archaeological excavations and prospecting are undertaken in a scientific manner and provided that: • non-destructive methods of investigation are applied wherever possible; • the elements of the archaeological heritage are not uncovered or left exposed during or after excavation without provision being made for their proper preservation, conservation and management;
B) take the necessary measures to ensure that excavations are, by special authorisation, entrusted only to qualified persons;	ii) to ensure that excavations and other potentially destructive techniques are carried out only by qualified, specially authorised persons;
C) ensure the control and conservation of the results obtained	iii) to subject to specific prior authorisation, whenever foreseen by the domestic law of the State, the use of metal detectors and any other detection equipment or process for archaeological investigation

We therefore see no need for a licensing system but we do believe that there is scope to use Article 3 to improve the standards of work carried out under Scheduled Monument Consent on scheduled sites or as a result of the operation of PPG16 in work related to development control. There may also be scope to develop consistent application of standards by those bodies that commission or fund archaeological work. Outside these areas, we believe that a voluntary Code of Conduct, developed with the archaeological world as a whole, would help to ensure that all archaeological work is carried out to the highest possible standards.

We believe that all responsible archaeologists would support such a move to improve the quality of archaeological work in this country. We will seek to work towards this objective with the voluntary sector, the Council for British Archaeology, the Institute of Field Archaeologists and other involved organisations.

Conclusion

The Valletta Convention is a wide-ranging statement setting out high international standards for archaeological work and conservation. It is for each country to apply the Convention within its own legal system. Despite recent concerns, the Convention does not require radical changes to the way in which archaeological sites are protected in this country. It does provide scope for review of the ways in which current legislation and planning guidance might be used to improve standards overall; this should be done on the basis of wide consultation. There is also scope for the development of a Code of Conduct to which all those undertaking archaeological work could be invited to subscribe. More generally, the Convention provides an excellent vehicle to raise awareness of the significance of our archaeological heritage and the need to protect and fund it adequately. If it is to be effective, though, all parts of the archaeological community will need to use the Convention to aid their work. □

Christopher Young
Head of World Heritage and International Policy

Volunteers excavating 2nd and 3rd century Roman buildings at Bainesse, near Catterick, in 1981

Foot and mouth disease

A new future for the countryside?

Foot and Mouth Disease has had a severe and far-reaching impact on the economy of many rural areas as well as the national tourist industry. This progress report covers both the devastation and the issues it raises about the future of the countryside

The Foot and Mouth epidemic has devastated the economy of large areas of rural Britain and damaged the tourist industry nationally. It has also ignited a debate on the future of farming and re-focused attention on the importance of the historic and natural environments in delivering the recovery of rural communities.

Britain has been in the grip of the Foot and Mouth Disease (FMD) crisis for seven months. Although the disease was partially brought under control in June, serious outbreaks persist, most recently in North Yorkshire, Mid Wales and Northumberland. Further low-level occurrence can be anticipated throughout the year. Despite this continuing uncertainty, rural communities are now beginning to plan their recovery. It is therefore an appropriate time to assess the impact of the disease on the historic environment and to consider the lessons it provides for the future.

To date, the epidemic has resulted in more than 2000 confirmed cases of Foot and Mouth and has been accompanied by the slaughter of 3.8 million animals on some 9000 farms in an attempt to eradicate the infection. The impact on the farming industry has been catastrophic, particularly as it comes during a prolonged downturn in the farming economy and hard on the heels of other public health scares. It is suggested that as many as a fifth of affected farmers may leave agriculture altogether and many more will scale down their businesses. It is particularly poignant that the disease has most severely affected those areas of the countryside that already face the greatest social deprivation and where farming had already become economically marginal.

The impacts of the disease have been felt well beyond the farming industry. The Institute of Directors calculates that its members have lost an average £125,000. The emergency closure of the countryside and the press coverage of the slaughter programme, both at home and abroad, have badly disrupted the tourism industry. The English Tourism Council and British Tourist Authority have estimated losses of some £5 billion this year alone, including £1.5 billion of receipts from abroad, and both believe that the effects will be felt for several years to come. The ETC also believes that the crisis may result in the loss of 250,000 jobs and threaten the future of 3,000 small businesses. Nor is it simply the countryside that has suffered: it is estimated that the value of tourism to London has been depressed by some £1.3 billion.

Impact on the historic environment

The disease has already affected the historic environment in a number of ways. For example, English Heritage and other key owners of historic properties such as the National Trust, the Historic Houses Association, and the Youth Hostel Association have all experienced a major loss of visitor income that will impair the maintenance of key historic properties. Smaller private or charitable enterprises specialising in the interpretation for the public of historic sites have been particularly badly hit. Some of these – often built up through many years of personal dedication – may go to the wall in the absence of an adequate rescue package.

Given the severity of the disease and the scale of the clean-up operation, it was inevitable that some historic sites would be damaged. In the early weeks of the epidemic, there were impacts on important archaeological sites from pits dug for the burial of animal carcasses. Latterly, there has been much concern over the implications of the emergency cleaning and disinfection programme on the fragile traditional farm buildings that give the countryside so much of its character. Throughout the crisis, English Heritage has worked closely with the Ministry of Agriculture – and its successor Department for the Environment, Food and Rural Affairs (DEFRA) – to ensure that impacts were minimised. We have, for example, consulted with DEFRA in order to produce an advice note, *Gently does it*, on the clean up of historically sensitive sites. It will not be possible to fully analyse the immediate impacts of the disease on the historic environment until access to the countryside is restored, but it is likely to have been considerable. In Cumbria alone it is estimated that around 300 listed buildings are involved, as well as many more traditional but unlisted buildings. It is clear, however, that

© NMR 17553/01

If care of the historic building stock in rural settlements, such as West Burton in Bishopdale, suffers as a result of FMD, it may have knock-on effects on the tourist economy. Care for historic assets should therefore play an important role in the recovery programme, helping to generate jobs, attracting visitors and strengthening sense of community identity

without the cooperation of hard-pressed DEFRA staff, the scale of the problem would be far worse. In Cumbria, for example, DEFRA has commissioned its own expert advice on the treatment of historic buildings in order to relieve pressure on local authority advisory staff.

Future implications

The effects of the disease are likely to exert further and more fundamental pressures on the historic environment well into the future. Among the first impacts will be under-grazing of the uplands, resulting from the loss of stock. This could be reversed comparatively quickly as hill farms are re-stocked, but the intervening period may see growth of scrub and bracken detrimental to important upland archaeological landscapes. Some key archaeological sites may never be fully returned to grazing without specific incentives for farmers. Potentially, more damaging could be the large-scale changes of land use that may take place in areas affected by the slaughter policy, with pressure for archaeologically sensitive permanent pasture to be given over to large-scale woodland planting or to cereal and root-crop production.

With an accelerated rate of retirement from farming expected to follow the crisis, a common recovery strategy will involve the merger of multiple farm units into larger holdings, employing fewer staff and with lower overheads. This intensification process will accelerate the trend – already pronounced in upland areas – towards the abandonment and dereliction of traditional farm buildings, as well as stimulating an increased interest in their conversion for alternative uses. Alongside concern that individual historically significant buildings could be damaged by poorly conceived conversions, there is also a danger that the large-scale conversion of farm buildings will take place without recourse to well-founded economic development strategies. Without these, the visual amenity of our finest landscapes could be compromised by the over-supply of converted buildings, such as holiday lets, not sustainable economically or environmentally.

The current problems in farming, tourism and related businesses will severely depress the economies of affected rural communities. In the small market towns that depend so heavily on these sectors, investment in the maintenance and repair of the historic building stock, that provides so much of their distinctive character, will be deferred. This, in turn, may begin to reduce tourism income. It seems unlikely, for example, that hard-hit communities will be able to invest in much-needed repairs to their parish church, or that visitors will be drawn to historic market places blighted by closed shops and redundant businesses.

Recovery – the contribution of the historic environment

Government is now focusing its attention on a programme of recovery for the worst affected areas. If this is to be sustainable in the long term and if problems of similar severity are to be avoided in future, it is essential that the blueprint for recovery is founded on the lessons learned from the current crisis.

First, we must recognise that the tourist industry is now a critical engine of the rural economy, contributing considerably more income than do the primary products of farming. Second, we must understand that the principle asset for delivering the future economic well-being of rural communities is the countryside itself. It is clear, for example, that the quality of our historic and natural environment is a major factor in attracting foreign and domestic visitors to the

countryside. This does not relate simply to 'set-piece' attractions such as castles and stately homes – important though these are – but also to the character of our market towns and villages and to the appearance, diversity and ecological wealth of the landscape that surrounds them. In a recent study of the South-West, North-East, Cumbria and Wales, the National Trust concluded that 60–70% of employment in tourism depends directly on a high quality environment. In the South-West, for example, 78% of all holiday trips are motivated by the qualities of the conserved landscape, and this activity supports the equivalent of 54,000 jobs. Alongside this, a well-maintained rural environment confers other economic advantages by encouraging businesses to relocate and by offering the potential for using landscape character to market locally produced foods and products. Third, and most important, it must be recognised that farmers play an essential role in maintaining the high-quality landscapes that provide these economic advantages. If the current crisis in agriculture is not to put this critical asset at risk, the recovery plan must start with a new contract between farmers and society.

A plan for action

English Heritage recognises that the fabric of the countryside is a record of change and human adaptation. We understand that it will continue to change in the future, both as a result of Foot and Mouth Disease and in response to other pressures. If the best of our landscapes and our key environmental features are to be protected, however, we must manage this change carefully to ensure that short-term plans to assist recovery from the disease do not imperil these fragile and irreplaceable long-term assets. The recovery plan must also recognise that it will not be possible to deliver the range of environmental and cultural benefits society now demands from the countryside unless it assists as many farmers as possible to remain on the land. The future countryside should be *lived in* as well as *worked in*.

The medium-term key to achieving this is to seek reform of the Common Agricultural Policy, so that it no longer subsidises activities that damage the environment. Instead it should reward 'multi-functional' farmers for the provision of a range of environmental goods and services, as well as for food production. This principle is increasingly being accepted as the way forward within the UK and by some of our European partners. In the immediate future, however, the government will need to provide assistance through the grant schemes it has set up through the England Rural Development Programme in the wake of the recent Rural White Paper. Upland farmers should be encouraged through agri-environment schemes to establish low-intensity grazing regimes, designed to maintain the quality of the landscape and its bio-diversity as well as to safeguard historic sites from stock erosion and scrub growth. Agri-environment schemes, the Rural Enterprise Scheme and the Redundant Building Grant Scheme should be focused on those areas worst hit by Foot and Mouth to deliver a co-ordinated programme of farm building repairs and conversions, informed by a good understanding of their historic significance, diversity and landscape value. The market towns initiative operated jointly by the Regional Development Agencies and the Countryside Agency should also focus on badly-affected areas, and fundamental to its approach should be the principle of historic environment-led regeneration, pioneered by the Heritage Economic Regeneration Schemes of English Heritage. Working with other agencies and with our local authority colleagues, English Heritage will be an active partner in these initiatives, offering expert advice and assistance, maximising the contribution to the recovery effort of our own grants and properties and ensuring that the historic environment plays a central role in the rebuilding of our rural communities. □

Steve Trow
Head of Countryside Policy

Gently does it is available on the English Heritage website at www.english-heritage.org.uk

With farming already in crisis, some farms may be merged after FMD. This could threaten the future of traditional farms and important historic remains. This farm in Ribblesdale includes early, possibly monastic, walls and has a scheduled ring cairn on the holding

Notes

Governing English Heritage: new arrangements

The governance of English Heritage has been restructured and simplified. The changes will make us a better organisation to deal with and a more strategic – and therefore more effective – champion of the historic environment.

Our Advisory Committees are boards of experts which advise both our governing Commission and our staff. Two key new committees now cover strategic issues for the historic environment, the Historic Settlements and Landscapes Advisory Committee (HSLAC) and the Historic Built Environment Advisory Committee (HBEAC). In addition to issues of strategy and policy, these committees will also cover casework, but only in exceptional circumstances, as a key aim of the new arrangements is to give staff greater freedom to take and implement decisions.

A London Advisory Committee covers casework issues for the capital covered by HBEAC elsewhere, and four further committees oversee the financial and other internal functions of English Heritage. A more specialised focus on particular areas of policy is provided by eight Panels, which report to the Advisory Committees. These cover such subjects as places of worship, parks and gardens and science and conservation. The subjects covered will develop on an ad hoc basis as appropriate.

Information on the activities of these committees is published on the English Heritage website in a dedicated section of the Commission Minutes, which are held on the 'policy' pages of the 'about us' section at **www.english-heritage.org.uk**.

Stonehenge World Heritage Site

Research framework

Bournemouth University's Archaeology Group has been commissioned by English Heritage to coordinate a research framework for the World Heritage Site and its surroundings, inscribed on UNESCO's World Heritage List in 1986 as part of the Stonehenge, Avebury and Associate sites World Heritage Site. Coordination will take place during the summer and autumn of 2001 and the research framework will be published in the spring of 2002. The purpose, set out in *Frameworks for our past: A review of research frameworks, strategies and perceptions*[1], is to promote a wide range of research to extend

Stonehenge at a midsummer sunset

knowledge and understanding. Its three main elements are: a review of achievements, linked to a series of maps, key investigations and publications; a statement of the issues and priorities for investigation over the next decade or so; and proposals to match needs to anticipated operations and to provide a structure to link objectives with unanticipated opportunities.

The involvement of the research community is crucial. Details of workshops, seminars and consultations are available on **http://csweb.bournemouth.ac.uk/consci/stonehenge**. To be put on the mailing list to receive information and contribute your views, please contact the Stonehenge WHS Research Framework Project, Archaeology Group, School of Conservation Sciences, Bournemouth University, Fern Barrow, Poole, Dorset BH12 5BB, Tel 01202 595661, Fax 01202 595 478, **stonehenge@bournemouth.ac.uk.**

1 Olivier, A 1996 *Frameworks for our Past: A review of research frameworks, strategies and perceptions*. London: English Heritage. A .pdf version is available on **www.english-heritage.org.uk**

Two thousand years of window glass and glazing

The Association for the History of Glass and English Heritage are jointly organising a study day on the technology used to produce historic window glass and characteristics that allow its identification.

© English Heritage Photo Library

Lectures will include methods of glazing windows and their visual effect on buildings as well as the recognition of window glass of different periods, from archaeological excavations and where found *in situ*.

It will be held at The Wallace Collection, London W1, on Wednesday, 21 November 2001. Advance booking is essential.

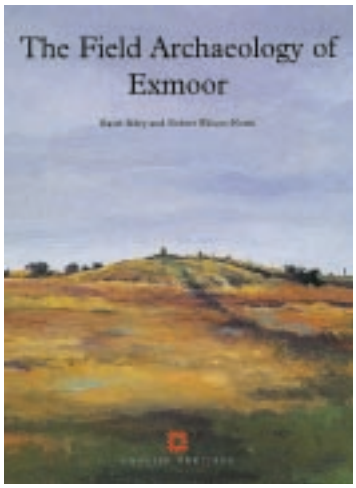
For full details please contact David Crossley, 5 Canterbury Crescent, Sheffield S10 3RW or Jill Channer at **jill.channer@english-heritage.org.uk**, giving your name and address. The fee for the day will be £15.

New Publications

from English Heritage

The Field Archaeology of Exmoor

by Hazel Riley and Rob Wilson-North



A wealth of fascinating and diverse archaeology lies concealed in Exmoor's valleys, woods and moorlands. Six years of original survey work have sought out the evidence from prehistoric stone settings and burial mounds to medieval castles, lost settlements and 19th-century industrial remains. This comprehensive programme of recording deployed the techniques of field survey, aerial photographic transcription, air and ground photography, and recording standing buildings.

The Field Archaeology of Exmoor presents this distinctive heritage, for the first time, to the general reader and the specialist alike, and tells the story of the development of Exmoor's landscape from the Stone Age until the World War II. It is illustrated in colour.

- Reconstructions by the artist Jane Brayne and a series of stunning air photographs bring Exmoor's story to life
- Detailed plans and interpretative drawings complement the authoritative text
- Particular areas and ideas are explored in detail through the use of special landscape studies

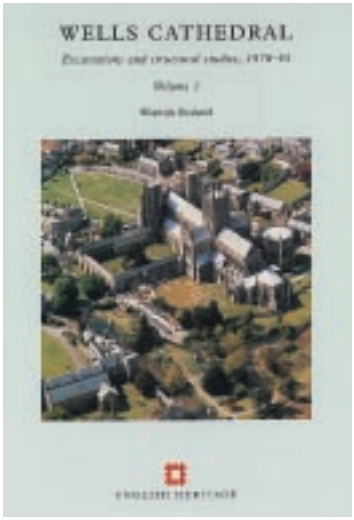
The book has immediate appeal for those who know Exmoor – its residents and visitors – and are interested in its history. It is also essential reading for those who study upland landscapes and field archaeology.

PRICE ***£12.95*** *ISBN* ***1 873592 58 2***
PRODUCT CODE ***XA20019***

Wells Cathedral

Excavations and structural studies, 1978–93

by Warwick Rodwell



A programme of archaeological excavation, architectural survey, and historical research carried out between 1978 and 1993 elucidated the origins and explored the early development of Wells Cathedral. The study concentrated primarily on the cloister and its adjuncts, and excavation took place in the adjoining 'Camery' garden. Here lay an ancient cemetery and the foundations of a succession of demolished buildings, ranging in date from Roman to post-medieval. Collectively, these enshrined a continuous development of religious and sepulchral activity, probably from the fourth to the mid-16th century; secular uses followed thereafter. Adjacent to the Camery is the group of springs from which Wells takes its name, and the first mention of the 'holy well' and minster church of St Andrew is in 766.

Excavation yielded a complex stratigraphic sequence, demonstrating how an anonymous

late Roman burial in a mausoleum probably provided the raison d'être for the development of a middle Saxon cemetery and chapel, and hence for the origins of Wells Cathedral itself in AD 909. The establishment of this sequence is uniquely important in the history of English cathedral archaeology and sets Wells alongside developments in continental Europe.

In *c* 1175 construction began on a wholly new church at Wells, in the Early English style, on a site immediately north of the old cathedral. The present cloister was then laid out on its site, and the memory of this ancient locus sanctus was perpetuated by a succession of chapels that were incorporated in the new development. The growth and demise of these chapels, together with the history and architecture of all other structures associated with the cloister, has been studied. The history of the springs, the well-heads, and the medieval conduits and pipes that emanated from them is also traced.

In addition to the elucidation of structural sequences, studies of sculptural remains and other artefacts are included in the second volume. Among the former are the remarkable Anglo-Saxon font, that continues in use today, and the large collection of decorated medieval floor tiles. Important sculptural assemblages from the chapels, dating from the mid-thirteenth and late-fifteenth centuries, respectively, are also described. Finally, the study of three hundred burials is described, from the points of view both of palaeopathology and sepulchral history.

PRICE ***£150*** *(2 volumes, case bound in a slipcase)*
ISBN ***1 85074 741 5*** *PRODUCT CODE* ***XA20008***

Timber

Dendrochronology of roof timbers at Lincoln Cathedral

edited by R R Laxton, C D Litton and R E Howard

Volume 7 of the English Heritage Research Transactions is a ground-breaking study of the dendrochronology, or tree-ring dating, of the roofs of Lincoln Cathedral. The authors compiled data from sampling of over 500 oak timbers from nine different roofs on the Cathedral, and found three distinct periods of oak felling: 1192-1280 (medieval construction), *c* 1500-*c* 1570 (post-medieval repairs) and *c* 1660-*c* 1750 (early-modern repairs). In each case the tree-ring dates, in conjunction with other evidence, were used to date the constructions and repairs to the roofs. The authors discuss the problems of loss of sapwood and, in the early-modern period, of seasoned timbers that can make accuracy in dating difficult. This volume contains details of all the dating undertaken over the last twenty years. The volume is a valuable case study on the use of dendrochronology in the analysis of a complex historic site, and an important contribution to the discipline.

In association with James and James (Science Publishers) Ltd

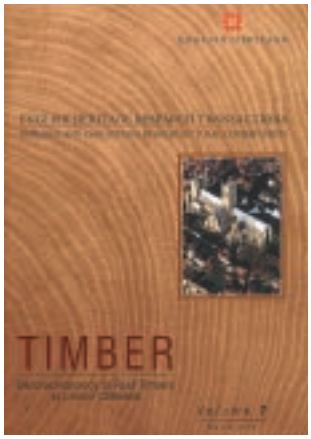
PRICE ***£30***
ISBN ***1 902916 03 4*** *ISSN* ***1461 8613***
PRODUCT CODE XC20036

Timber

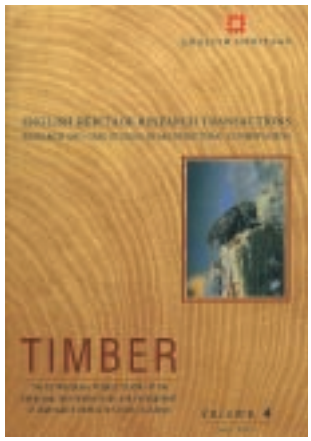
The EC Woodcare Project

Studies of the behaviour, interrelationships and management of deathwatch beetles in historic buildings

edited by Brian Ridout



Volume 4 of the English Heritage Research Transactions is a record of the Woodcare conference, held in London in September 1998. This international gathering discussed technical and scientific matters related to structural oak timber decay in historic buildings and studies of deathwatch beetles (*Xestobium rufovillosum*), the virulent pest species found in north-west Europe but also extant in similar temperate zones across the world.



The Woodcare project, funded by the European Union's Fourth Framework Environment R&D programme, studied the interaction of deathwatch beetles and timber in historic roof spaces, taking into consideration the ages of timbers, the relationship of beetles to fungi (in particular, *Donkioporia expansa*, the oak rot fungus), natural predation and the environment.

Additional papers cover the mating behaviour of the deathwatch beetle, pesticides and non-destructive diagnostics as tools for structural timber infestation assessment.

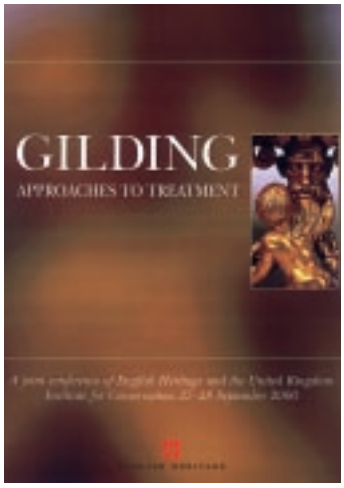
In association with James and James (Science Publishers) Ltd

PRICE ***£30***
ISBN ***1 873936-65-6*** *ISSN* ***1461 8613***
PRODUCT CODE ***XC20029***

Gilding

Approaches to treatment

edited by Jeremy Noel-Tod and Victoria Boyer



Gilding is to be found on a wide range of materials across the spectrum of the visual arts and its conservation spans many fields, including metalwork, architecture, sculpture, paintings, frames, furniture and other artefacts.

This book presents papers from the landmark conference, 'Gilding: Approaches to Treatment', held in September 2000, the aim of which was to achieve a greater understanding of the reasons and variations in the approaches to the treatment of gilded materials.

Not only are technical details of individual conservation projects described, but the papers also discuss the complex decision-making processes involved, covering such questions as the most appropriate materials to use and the extent of conservator intervention. Collection management issues are addressed, including the planning of conservation and care for large numbers of objects belonging to a single organisation, as are the social values that can be involved when deciding upon the final appearance of conserved gilded objects.

Gilding: Approaches to Treatment puts on record current thinking and practice from leading conservation specialists. It will lead to an increased understanding of the shared issues in gilding conservation across very different disciplines and will be an essential reference for conservators, curators, collection managers and other custodians of gilded objects.

The conference, 'Gilding: Approaches to Treatment', was a collaborative event organised by the Gilding Section of the United Kingdom Institute for Conservation of Historic and Artistic Works (UKIC) and English Heritage.

In association with James and James (Science Publishers) Ltd

PRICE ***£30*** *ISBN* ***1 85074 801 2***
PRODUCT CODE ***XE20061***

Bevis Marks Synagogue

A short history of the building and an appreciation of its architecture

by Sharman Kadish

Bevis Marks in the City of London is the oldest synagogue in Great Britain and in 2001 celebrates its tercentenary. This booklet is published to coincide with that event and gives a brief outline of the history of the building and describes its architecture. The simple style of Bevis Marks shares features in common both with contemporary Wren churches in London and the larger nonconformist meeting-houses, but it bears a striking resemblance to the Spanish and Portuguese Great Synagogue of Amsterdam, the mother congregation. Bevis Marks remains much as it was when it first opened in 1701; hidden and dwarfed by modern high-rise office developments, the synagogue is actually very hard to find. This booklet, illustrated in colour and with detailed line drawings, will make this fascinating building better known.

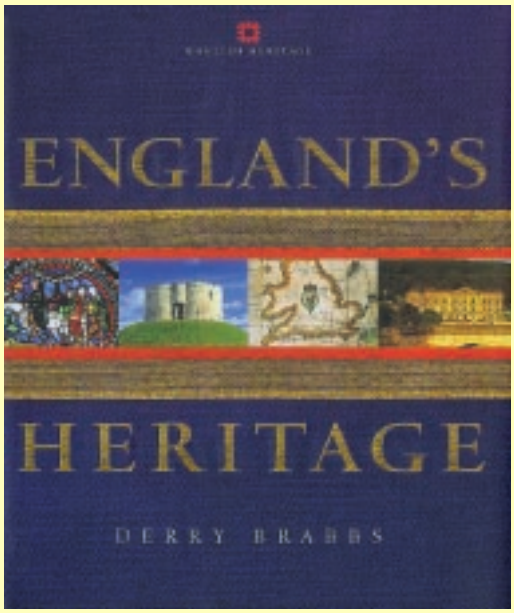
Published by English Heritage in association with the Survey of the Jewish Built Heritage in the United Kingdom and Ireland

PRICE ***£5*** *ISBN 1* ***873592 65 5***
PRODUCT CODE ***XE20066***

New general publications from English Heritage

England's Heritage

by Derry Brabbs, with contributions from English Heritage by Val Horsler and David Miles



This imaginative exploration of England's heritage uses glorious photography of buildings and sites to draw out the major themes that have shaped England's history: invasion and conquest, education and religion, travel, trade and industry.

It looks at our rich genetic and cultural inheritance and investigates discovery through archaeology and re-enactment. Its aim is to bring England's history vividly to life through brilliant images and accessible text.

Published in association with Cassell

PRICE ***£30*** *(highly illustrated, 416 pages)*
ISBN ***0304 355992***
PRODUCT CODE ***XE20049***

Heritage Hikes

South West Vol 1 and Yorkshire Vol 1

By Barrie Rouse

The first two regional volumes of guided walks in the English countryside which include English Heritage properties or sites. The Heritage Hikes series is ultimately intended to cover all English Heritage regions, offering a collection of beautiful, interesting and inspiring walks throughout the length and breadth of the country.

Each walk is circular, taking three to five hours to complete and giving ample time to visit English Heritage sites en-route, in winter or summer, along coastlines, through beautiful parkland and woodland, moorland and mountains. The walks are designed to be easy to follow and suitable for experienced or novice walkers alike.

They all have legal access to land using public footpaths, bridleways and permissive paths. Directions use only permanent landmarks as reference points.

Each regional volume consists of six walk cards in an attractive folder. The cards measure 209 mm by 128mm so that they can be easily carried while walking, are waterproof and durable, and give information on parking, public transport and refreshment facilities as well as comprehensive walk directions.

In association with Glenwood Publications

South West Vol 1
PRICE ***£7.95*** *ISBN* ***1 85074 798 9***
PRODUCT CODE ***XE20050***

Yorkshire Vol 1
PRICE ***£7.95*** *ISBN* ***1 85074 799 7***
PRODUCT CODE ***XE20051***

Priced publications may be ordered from 15 October from English Heritage Postal Sales, Gillards, Trident Works, Marsh Lane, Temple Cloud, Bristol BS39 5AZ, Tel 01761 452 966 or at all times from www.english-heritage.org.uk

Informed Conservation

What matters and why

A new English Heritage publication considers the contribution that understanding can make to the practical process of conserving historic buildings and their landscapes. Conservation involves managing change, and in order to manage change, it is vital to understand what matters and why

'All conservation depends upon a clear understanding of what matters, and why.' Thus concludes the summary for the important new English Heritage publication, *Informed Conservation*, written by Kate Clark with the Historical Analysis and Research Team. Directed primarily at working conservation professionals, owners and their advisers, and subtitled 'understanding historic buildings and their landscapes for conservation', it also offers a wide philosophical framework that is soundly based in practice and method.

Though it may seem obvious that you need to understand what you have before you decide how to conserve or explain it, this is not how things have tended to happen. Neither the earmarking presumptions of listing, scheduling and designation, nor less specific 'material considerations' for weighing in the planning balance, have been sufficiently successful in getting proposals for change to begin at the beginning. Too often commitment to a scheme – user-driven, financial, political, emotional – is formed without realising its potential impacts and how they might be most constructively managed. Equally often this forces an initial response from regulatory authorities or conservation consultees based upon the status of what is affected rather than an adequately shared understanding of its significance. Unhelpful battles then rage between the railroaders of visions and the unpickers of proposals, talking negatively past each other about how much that is precious must be sacrificed rather than collaborating positively over achieving the best of all practicable worlds in the name of a wide range of social values.

It is in this arena that *Informed Conservation* will be so useful. It helps bridge the gap in PPG15 (Planning and the Historic Environment) between its procedural generalities and the rather specific guidance in its technical appendices, a gap that has allowed too many to ignore the issue of 'what matters and why'. It also more fully articulates the methodology for understanding – assessment, impact identification and impact mitigation – first brought into historic environmental management by PPG16 (Archaeology and Planning) in 1990. In so doing, it makes two fundamental points, that the process can be more subtle and complex when dealing with historic survivals retaining an active original or alternative use, and that the (small 'a') archaeological approach must be shared by anyone seeking to understand any historic survival, be it inert earthwork or living building.

The tool for these purposes has the arresting acronym of CoBRA – Conservation-Based Research and Analysis – defined as 'the research, analysis, survey and investigation necessary to understand the significance of a building and its landscape, and thus inform decisions about repair, alteration, use and management'. More measured than the speed of a striking snake, it need not become yet another layer of procedural bureaucracy, providing it is managed so that it is 'of benefit to the conservation process, justifiable, relevant, timely, of high quality representing value for money, presented in a lasting form, and academically valid'. Hard-line preservationists and wicked developers may seek to ignore or circumvent it, but the wise will work with it to link understanding and decision-making in the interests of conservation policies that are socially, economically and politically credible. □

David Baker MA FSA MIFA OBE
Member, English Heritage's Urban Panel

Copies of Informed Conservation are available for £10 from the new English Heritage Postal Sales, Gillards, Trident Works, Marsh Lane, Temple Cloud, Bristol BS39 5AZ, Tel 01761 452 966 (9.00 – 5.00 or answerphone other times) or Fax 01761 453408. ISBN 1 873592 64 7; PRODUCT CODE XH20171

ISSN 0753-8674
Conservation Bulletin
appears 4 monthly.
Editor:
Karen Dorn (x3706)
karen.dorn@english-heritage.org.uk
Produced by: JW Offset Ltd
Editorial Address:
English Heritage, 23 Savile Row, London W1S 2ET
TEL: 020 7973 3000

English Heritage is the Government's lead body for the historic environment