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

London: planning change in a world city

Antoine Grumbach's design for an inhabited bridge across the Thames was joint winner of the recent 'Living Bridges' exhibition at the Royal Academy

Tall buildings. New Thames bridges. Better architecture. A new planning policy for London. These four topics were the focus of an English Heritage debate held on 29 May before an invited audience of developers, architects, journalists and policy makers at the Royal College of Physicians. Philip Davies reports

'London – planning change in a world city', chaired by the broadcaster and journalist Kirsty Wark, provided a rare opportunity for some of London's key figures to discuss the future of London and to set out their vision for the capital.

The Challenge

London faces serious challenges to its distinctive character. Plans for towers of an unprecedented scale and height, and for new and enlarged bridges across the Thames, could change forever the way the city looks and functions. Successive surveys have confirmed that people and businesses are attracted to London not only as the centre of government, communications and financial expertise, but also because it has retained its sense of history and the diversity of its built heritage. Without sufficient investment and change, the city will stagnate, but the wrong approach could destroy the very qualities that have made London unique as a world city.

In opening the debate Sir Jocelyn Stevens, Chairman of English Heritage, highlighted the need to develop a shared vision for London. In stressing that English Heritage wanted to hear all the arguments, he made it clear that the debate was the beginning of a process for managing the challenges and opportunities that lie ahead. What sort of city do we want this to be? How do we shape its evolution without being too prescriptive?

The best new buildings, like Piers Gough's China Wharf, arise from a proper understanding of community, character and context

London stands at a crossroads in its history: should the increasingly obsolete towers of the 1960s and 1970s be replaced by lower buildings or by a new generation of super high-rise buildings?

Tall buildings

Nothing illustrated the diversity of views about London and its future more than the question of tall buildings. Should we replace the increasingly obsolete towers of the 1960s and 1970s with lower buildings, or should London follow the cities of the Pacific Rim with a new generation of super high-rise towers? Simon Jenkins argued that post-war tall buildings were the result of a collapse of political control, creating a skyline of which we should be ashamed, but the architectural critic Martin Pawley disagreed. He said the only answer to dense urban living was to build high. Michael Cassidy, former Chair of the Policy and Resources Committee of the City of London, maintained that height was not the answer to concentration. Most financial institutions in the City, he argued, were looking for large floorplate buildings of no more than eight or 10 floors.

In the lively discussion which ensued many issues were raised. What do tall buildings represent? Are they civic virility symbols, architectural statements, symbols of success or indicators of commercial desperation in an increasingly competitive world? What sort of environment do they create around their base? Can they be reconciled with greener policies and sustainable development? If we want to embrace tall buildings, should we make a feature of them by creating clusters, and if so, where – in the City, Docklands, Battersea?

Thames bridges

The exchange on tall buildings inevitably touched on the issue of strategic views and their importance to perceptions of London as a whole – an issue directly affected by a range of current projects for new and enlarged Thames bridges.

The Thames is London's most precious and vulnerable open space, yet in places it is neglected. A series of projects has been advanced for commercial development in or across the river. Do these represent commercial exploitation of a public asset for private gain or would they enrich or enhance the capital?

The three keynote speakers each took a highly individual stance. In extolling the raw tidal energy of the river, Alan Baxter counselled caution when attempting to treat it like a canal, or a sanitised theme park, and expressed concern at proposals for inhabited bridges. Conversely Lord Rogers saw no reason why new bridges should not be inhabited. The key, he said, was good design and the creation of a riverside environment with public activities. Piers Gough argued that the river should never be developed. We should cherish its wild untamed character and regard it as sacrosanct.

Update, clarify, revise

There was general agreement that existing policies on tall buildings and strategic views needed updating, clarifying and revising. This was very timely. The Government Office for London (GOL) has now invited the London Planning Advisory Committee (LPAC) to initiate

a review of policy on tall buildings and strategic views, to consult on policy options and to prepare Supplementary Strategic Advice on these and related urban design issues by early 1998. A working party has been convened to take this work forward with representatives of GOL, LPAC, English Heritage, the Royal Fine Art Commission and the central London boroughs to co-sponsor and oversee the project.

The second half of the debate explored the theme of how to achieve better architecture and urban design. Mark Fisher, Minister for the Arts, emphasised that London must become the world capital city and must project a world image for Britain, one led by design, architecture and information technology. He saw a leading role for the Department of Culture, Media and Sport in helping to raise the standards of architecture and design across government and looked to the new strategic authority for London to accord a high priority to better urban design. Strategic planning, architecture and design would be at the centre of future city policy.

After a robust speech from Sydney Sporle, former Director of Planning and Transportation at Westminster City Council, John Thompson, community architect and planner, and Nicky Gavron, Chair of the London Planning Advisory Committee, spoke about how to achieve better architecture and urban quality. In arguing that good architecture arises from a proper understanding of community needs and contexts, John Thompson struck a chord with the entire audience.

The character of London is a diverse and fascinating blend of the old and the new, but it has a definable overall identity. Over the centuries it has evolved along the banks of the Thames, expanding towards the hills to the north and south to embrace a rich variety of urban villages. Its profile and skyline, and its development around the curves of the river, are a familiar and important part of its character. While there will always be pressure for development and new buildings, the value of conserving the best of what we already have is now widely accepted. Most owners now accept the need to restore and adapt old buildings, which make an important contribution to their surroundings, rather than to replace them.

The growing challenge is to manage change better and to achieve a quality of new development that enriches London’s character and sense of place: to produce the heritage of tomorrow, while respecting and complementing that of the past. New design is a major conservation issue. The debate was about a London of the future, based on a cherished mix of the old and new. English Heritage should lead the way because the city of the future must grow naturally out of its past. *Transcripts of the debate are available from English Heritage, Customer Services, 429 Oxford Street, London WIR 2HD; tel 0171 973 3434*

Philip Davies

Conservation, Head of North and East London Team

Working with the new Government

The new Government provides English Heritage with a chance to review its priorities and consider different strategic directions. Jane Sharman anticipates the harmony to come

New administrations inevitably present new challenges, but even at this early stage, I feel confident that English Heritage will be singing from the same hymn-sheet as new Ministers across a wide range of policy fronts.

Cutting back on bureaucracy

Streamlining listed building and scheduled monument consent procedures has been high on English Heritage’s list of priorities for a number of years. The division of responsibility and double handling between English Heritage and Government departments in these

areas is inefficient, wasteful and often confusing. The Government's determination to look again at departmental functions to secure efficiency savings is therefore very welcome in this context.

English Heritage's devolution of most listed building consent decisions to the London boroughs is already well advanced. We have also been developing proposals for reducing double handling of listed building consent applications between English Heritage and the Government Regional Offices outside London. They were circulated to interested parties in July 1996 as English Heritage's response to the previous government's Green Paper 'Protecting Our Heritage', and received widespread support (*Conservation Bulletin* **29**, 12; **31**, 14–15). The first steps towards implementation have been taken in a new *Directions Circular* (see Jill Kerr, this issue).

Decentralisation and devolution

It is already apparent that one of the main themes of the Government's programme will be decentralisation and devolution: pushing down to local level the decisions that are best made by local communities. This theme sits comfortably with the approach that English Heritage has adopted since the launch of its Forward Strategy in 1992.

English Heritage is strongly of the view that powers and regulations work best when exercised at the appropriate level.

Our London Borough Agreement initiative, under which we provide financial and other assistance in order that boroughs are able to deal with most applications for minor alterations to Grade II listed buildings as they see fit, has been an undoubted success story – contrary to many expectations at the time of its launch. Over the past four years, agreements have been reached with 31 of the 33 London boroughs, most recently with Barnet, covering more than 95% of the listed buildings in London. I have no doubt that both English Heritage and ministers will want to build on this success.

Before the end of the decade, it is likely that an elected strategic authority for London will be in place. English Heritage will want to contribute to the discussion about the role and functions of that authority and English Heritage's relationship with it. Potentially, such a body could improve significantly the coordination of planning and transport policies across the capital. And of course we will wish to contribute to similar debates elsewhere in England.

At English Heritage's own properties, too, we have already sought to involve local organisations, groups and individuals in the management of historic properties and sites in their localities. At present, 127 properties are in some form of local management. Agreements have been reached with local authorities, National Parks, the National Trust and local heritage trusts. English Heritage has also encouraged schools and voluntary groups to take part in local management schemes; it is hoped that there will be scope for taking this initiative forward.

Building partnerships

'Partnership' is another key theme for the new Government. English Heritage has long realised that we can achieve more working with others than we can on our own. Our Conservation Area Partnership (CAP) scheme is a fine example. There are now 211 Conservation Area Partnerships in operation across 160 local authorities. CAPs have proved an extremely effective way of using public money to lever in finance from different sources, as well to develop an integrated approach to area conservation. It has been estimated that every £1 injected by English Heritage attracts more than twice that in matching funds.

In the future, the Heritage Lottery Fund (HLF) will be playing an increasingly important part in funding area schemes. The HLF expects to commit £6.8m this year and £8m in 1998/99 and the subsequent two years to CAPs, and to launch its own area scheme in 1998. After

completion of the final round of OAPs in 2000/1, English Heritage will be working to ensure that the HLF steps into our shoes successfully. English Heritage and the HLF will be in a unique position to enhance the built environment for many thousands of people up and down the country.

New challenges

The new Government brings with it an exciting opportunity to think up new policies, as well as to build on established successes. I feel sure that we will be at the forefront in producing fresh ideas.

Key considerations for English Heritage in the years to the Millennium and beyond might include how to increase public understanding of the value of conservation and regeneration and their roles in achieving a sustainable environment; how to foster greater community involvement in conservation projects; how to contribute towards the Government's education agenda and how to further open up both physical and intellectual access to heritage sites for as many people as possible.

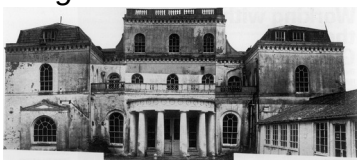
These may well be issues that English Heritage's new Chief Executive, Pam Alexander, who joined English Heritage from the Housing Corporation on 7 July, will wish to tackle. She arrives at a time of great change, but also of great opportunity for English Heritage. I wish her every success.

Jane Sharman

Former Acting Chief Executive

Grant aid offered in 1996/97

For the conservation of the country's built heritage, English Heritage made a total commitment of 35.2 million in repair grants for 1996/97 Stephen Johnson reports on where the grant offers were made



The north elevation of Moggerhanger House, Bedfordshire, which received a grant of £386,000 for structural repairs and the removal of later additions. Further works are planned with the help of the Heritage Lottery Fund

The Temple of Concord and Victory, Stowe Landscape Gardens, Buckinghamshire, where repair works began in 1991. In 1996/7 £239,145 of grant was provided for the final phase of repairs

In 1996/7 English Heritage offered repair grants totalling £10m for outstanding secular buildings and ancient monuments; £9.9m for churches; £3m for cathedrals and £12.3m for work in conservation areas. This made a total commitment of about £35.2m in repair grants for the year. The levels of grant offered were again disappointing considering the levels achieved in 1994/5, but it was again necessary for us to reduce our future commitments in the light of planned expenditure targets for future years, set for us by the Department of Culture, Media and Sport.

Our figures for performance relate to applications for grant received between October 1995 and September 1996. During this period we received 339 applications for historic buildings and monuments grants, 480 church grants and 89 applications for buildings at risk in conservation areas or in London. So far as our turnaround of applications within six

months is concerned, we met our performance standard of 70% for conservation areas and for historic buildings and monuments grants, but were able to deal with only 63% of the church grant applications. This was partly because of the reduced levels of offers which we were able to make during the year, and partly because the increasing linkages with the Heritage Lottery Fund (HLF) over the Joint Churches Scheme (JCS) led to some handling uncertainties in the run up to the launch of the new scheme. Although the overall figures of applications for grant to English Heritage are much lower than they have been in previous years, within the financial year 1996/7 we have also received about 1,300 applications to the HLF for support, on which our expert advice was required in order to help the HLF reach a decision. This included support to the HLF on their Urban Parks initiative, as well as a major flood of applications for funding under the JCS, which was launched with the HLF in October 1996.

Historic Buildings and Monuments grants

The total of £10m we offered in 1996/7 was a reduction on last year's figure of about £12m, and included 18 grants of £100,000 or more. Two of these went to the National Trust for the Temple of Concord at Stowe (£239,000) and for major repairs to the north range at Ightham Mote (£523,000) as part of the continuing programme of work there. Other large grants included £250,000 to Staircase House, Stockport; £226,000 to Moggerhanger Park, Bedfordshire; £200,000 to the Kiln Warehouse in Newark, Nottinghamshire, and £260,000 to No 7 covered slip at Chatham Dockyard. We were also able to commit just over £1.35m to the repair and rescue of Stoneleigh Abbey, Warwickshire.

Church grants

Out of the total of £9.9m offered on church grants, there were eight offers of grant of over £100,000, which included grants to the Church of the Ascension, Lavender Hill, Wandsworth (£360,000); to St Mary's, Dalton Holme (£107,000) and St Leonard Beeford (£127,000), both in East Riding, Yorkshire.

Many of the larger applications for church grant during 1996/7 were already being sent direct to the HLF, and the launch of our joint grants application process in October 1996 set the seal on our shared approach to dealing with the repair needs of historic churches. The joint scheme is proving very popular: within the first four months of its launch we received almost 400 applications – nearly four-fifths of the numbers of church grant applications we have received in recent years. It will be very difficult to meet this demand, and the emphasis will remain on grants for repairs rather than for new facilities.

Conservation Area Partnerships

1996/7 was the first year of our second batch of Conservation Area Partnership schemes (CAPs). A full list of allocations to these partnerships in 1996/7 was given in *Conservation Bulletin* **30**, 16–17. In this area of our work, too, we have been discussing how we might cooperate more closely with the HLF; the HLF's readiness to offer grants under their Townscape Programme has resulted in a number of major initiatives in parallel with our CAPs.

At the end of the financial year, we faced yet another problem. Our commitments to the existing 211 CAPS would have amounted to about £11.2m, but the planning figure for our conservation area grants offers was set at £10m. In addition we had to find further funding to continue our programme of London Borough Agreements under which the London boroughs are taking an increased role in conservation.

As a result, we have allocated just under £8.7m for 1997/8 to CAPs – nearly 20% less than what we offered in 1996/7. Almost all of the schemes running in 1996/7 have been continued into 1997/8, and there are now 209 schemes in operation nationwide, although

clearly, some will be running on a reduced level of funding from English Heritage and two (see below) are supported solely by funding from the HLF.
We have sought to manage the reduction in grants that we are able to offer by pulling forward offers from 1997/8, where we could recycle money during the course of the last financial year by carefully examining the performance of the schemes so far, and by inviting CAP Authorities to bid for eligible elements of their schemes from the HLF alongside allocations which we have made for this year.

HLF support

The HLF has now agreed to support our work in CAPs in two main ways. They accepted, first, a process by which their Trustees could receive applications for, and reach rapid decisions on, environmental projects linked closely to the expected 1997/8 work programmes. They have also agreed to allocate up to £8m a year of their own funds to underpin a further round of bidding for new CAPs to begin in April 1998, and run for three years.
In supporting the existing CAPs in 1997/8, 93 bids were made by Partner authorities to the HLF for supplementary funds to support elements of the 1997/8 programmes which English Heritage could not fund. Of these, more than 60 were wholly or partially successful in attracting funding support. Thus the total sums available to the CAPs for 1997/8 amount to the £8.7m from English Heritage, supplemented by a further £6.4m from the HLF (see table).
Even so, the total bids submitted by local authorities for funding to the HLF under this supplementary programme amounted to more than £21m. In consequence, not all the schemes could be supported, but nonetheless the addition of this extra funding is very helpful and has enabled our partner authorities to undertake projects that might otherwise have been put off indefinitely or had a far more delayed impact.
Because of the promised support from the HLF for the new round of CAPS in 1998/9 and the following two financial years, we are now running a round of bidding for new CAPs. Documents inviting these bids were sent out to all local authority planning officers at the end of May. The schemes will be funded jointly, with a total budget of about £10m a year, by English Heritage and the HLF which, by April 1998, should be able to make grants to private owners and commercial companies as well as to public or charitable bodies. We have asked for bids to be returned to English Heritage by the end of July 1997, and hope to let authorities know the outcome by the end of October. This will allow successful bidders time to work up their Action Plans in November and December.
In addition to these initiatives the HLF will, during the course of 1997, be consulting on their own new ‘Townscape’ initiative, which we expect will grow out of our own CAPs. This should be in place in time for a launch of their new initiative during 1998, thus establishing a bedrock of funding support for conservation areas work for the future.

Funding for private owners

The National Heritage Act 1997 – which should come into force this year – frees the HLF to grant aid any applicant whose scheme meets the appropriate criteria. Consultation is now taking place on proposals that all applicants to the HLF should meet minimum constitutional criteria and that, for the first two years at least, their power to fund private owners should be primarily used to support:
strategic projects for the repair and enhancement of townscape, countryside enhancement, or nature conservation, put forward by local authorities or other bodies and involving expenditure on property in both public and private ownership
in exceptional cases, assistance towards heritage property at risk, where this secures substantial public benefit and access

This is very welcome news. It should allow the HLF to grant aid (through CAPs and other strategic schemes) the modest private owners who make up the majority of those who are responsible for the built heritage.
The implications for our own grant schemes are that, so far as our powers allow, we will be targetting increasingly those owners who are still excluded from support from the HLF. These will include private owners whose buildings do not fall within any of the criteria set out above and who also meet the criteria for our own grants. We are restricted by our powers outside London to helping the repair of outstanding listed buildings or Ancient Monuments, except in conservation areas. Our usual criteria of urgency, need and heritage interest will apply.
In resource terms, offers to private owners under the Buildings and Monuments grants scheme have run at about £2–2.5m over the last two years. We have earmarked a further £0.7m in 1997/98 and hope to increase this by up to £3m in 1998/99 and subsequent years. In addition, we are looking at the scope for relaunching a buildings at risk grants scheme for Grade II buildings in conservation areas where no 'strategic' scheme exists. Since it is likely that HLF support for individual historic building projects will continue to be aimed at buildings in public or charitable ownership, or at those which are run by a Building Preservation Trust, any English Heritage funding of this kind should benefit private owners in particular.

Interior view of the No 7 slip at Chatham Dockyard, which received a large grant for repairs this year as part of our continuing programme of work with the Historic Dockyard Trust

Stephen Johnson

Conservation, Regional Director, West Midlands & North

COUNTY	LOCAL AUTHORITY	NAME OF SCHEME		BUDGET 1997/8 £	AMOUNT ALLOCATED 1997/8 £
North					
Cleveland	Hartlepool	Headland		20,000	
	Redcar & Cleveland		Loftus	10.000	
Cumbria	Allerdale	Maryport		30,000	102,000
	Barrow	Dalton-in-Furness		10,000	
	Carlisle	Botchergate		25,000	
		Longtown		20,000	
	Copeland	Whitehaven		50,000	
	Eden	Alston		24,000	
	Lake District National Park		Keswick	30,000	
	South Lakeland		Ulverston	17,500	255.000
		Kendal		30,000	45,000
Durham	Darlington	Darlington Town Centre		22,000	15,300
	Derwentside	Shotley Bridge		5,000	
	Durham City	Durham City		10,000	
	Sedgefield	Sedgefield		15,000	27,000
	Teesdale	Barnard Castle		28,000	
		roofing scheme		19,000	
	Wear Valley	roofing scheme		16,000	
		Bishop Auckland		20,000	
Northumberland		Tynedale	Haltwhistle	60,000	

	Alnwick	Alnwick	29,000	202,500
Berwick-upon-Tweed		Berwick-upon-Tweed	12,000	25,000
Tyne and Wear	Newcastle-upon-Tyne	Grainger Town	275,000	
	Sunderland	Old Sunderland Riverside	80,000	326,800

North West

Cheshire	Chester	Whitefriars	20,000	
	Macclesfield	Bollington and Kerridge	20,000	79,708
Greater Manchester		Bolton Wood Street	12,000	
	Bury	Bury town centre	25,000	
	Manchester City	Northern Quarter	70,000	
		Ancoats	150,000	
	Rochdale	Middleton town centre	12,000	
	Stockport	Market Underbanks	60,000	
	Tameside	Fairfield Moravian Settlement	8,000	
		Millbrook Stalybridge	14,200	
		Stamford St Ashton	15,000	
	Wigan	Wigan town centre	60,000	
Lancashire	Blackburn	Blackburn town centre	20,000	
Bumley	Padiham/Burnley	Canalside	75,000	88,938
Chorley	St George's	Conservation Area	20,000	
	Hyndburn	Accrington town centre	20,000	
Lancaster	Lancaster	Castle and city centre	30,000	124,600
	Oswaldtwistle	Oswaldtwistle	10,000	
	Pendle	Albert Road, Colne	30,000	
		Higherford/Barrowford	10,000	6,600
	Preston	Avenham	30,000	102,000
		Fishergate Hill	20,000	
	Rossendale	Bacup and Rawtenstall	50,000	213,000
Merseyside	Liverpool	Canning Street	275,000	200,000
		Duke Street	100,000	
	Southport	Lord Street/Promenade	45,000	
	Wirral	Birkenhead	190,000	

Yorkshire & Humberside

Humberside	Boothferry	Howden	26,000	
	East Yorkshire	Bridlington	12,000	
	Glanford	Barton-upon-Humber	20,000	
Kingston-upon-Hull		Hull Old Town	30,000	
North Yorkshire		Craven Littondale	15,000	
		Settle-Carlisle Railway	50,000	
		Settle	12,250	
	Hembleton	Bedale	10,000	
		Stokesley	15,000	
	Harrogate	Knaresborough	49,000	
		Ripon	42,000	
	Richmondshire	Richmond	12,000	
		Swaledale/Arkengarthdale	50,000	
	Ryedale	Mallon	30,000	
	Scarborough	Scarborough	37,000	156,800
		Staithes	12,500	20,000
		Whitby	33,000	

	Selby	Selby		25,500	
	York	Bishophill		15,000	
South Yorkshire	Doncaster	Doncaster High Street		30,000	
	Rotherham	Rotherham town centre		10,000	
	Sheffield	Sheffield city centre		30,000	
West Yorkshire		Bradford	Manningham	60,000	
		Bradford city centre		100,000	
			Saltaire	20,000	54,375
	Calderdale	Ackroyden		20,000	38,904
		People's Park, Halifax		30,000	68,850
	Kirklees	Station Road, Batley		50,000	
		Dewsbury		15,000	307,500
		Huddersfield		65,000	32,700
	Leeds	Leeds Riverside		60,000	51,300
		Little Woodhouse		20,000	24,200
	Wakefield	Pontefract		15,000.	
	Wakefield town centre			15,000	52,682

West Midlands

Hereford & Worcester		Hereford	Hereford	35,000	
South Hereford		Ross-on-Wye		25,000	
Shropshire	Bridgnorth	Broseley		10,000	
	North Shropshire		Ellesmere	19,513	
		Market Drayton		40,940	
		Prees		15,310	
		Wem		24,815	
		Whitchurch		25,502	
	Shrewsbury & Atcham		Shrewsbury	65,000	
	Oswestry	Oswestry		23,000	
	South Shropshire	Shropshire Lead Mines (Snailbeach, Tankerville, Grit)		50,000	
	Wrekin	Newport		32,500	
Staffordshire	Stoke	Burslem		24,000	
	Lichfield	Fazeley		15,000	
Warwickshire	Warwick	Leamington Spa		40,000	
West Midlands		Birmingham	Key Hill	35,000	
		Lozells and Soho Hill		35,000	
	Steelhouse and Colmore Row			13,000.	246,951
	Dudley	Stourbridge		12,500	
Wolverhampton		St John's Square		40,000	

East Midlands

Derbyshire	Amber Valley	Belper		30,000	
	Botsover.	Bolsover		23,000	
	Derbyshire Dales		Cromford	40,000	77,083
		Matlock Bath		20,000	
	Derbyshire North-East		Eckington	15,000	
	Derbyshire South		Melbourne	30,000	
	High Peak	New Mills		35,000	55,620
		Buxton		45,000	
Leicestershire	Charnwood	Mountsorrel and Quorn		15,000	
	Leicester	New Walk		32,000	

	Melton	Melton Mowbray		10,000	
		Bottesford		10,000	
	NW Leicestershire	Ashby-de-la-Zouche		10,000	
		Castle Donnington		10,000	
	Rutland	Uppingham		10,000	
		Oakham		10,000	
Lincoinshire	Boston	Boston		75,000	
	East Lindsey	Wainfleet		60,000	90,000
		Horncastle		70,000	112,750
	Lincoln	Lincoln		135,000	
	South Kesteven	Market Deeping		15,000	
	West Lindsey	Gainsborough		40,000	
Northamptonshire	Daventry	Daventry		20,000	
	E Northamptonshire	Ashton		15,000	
	South Northamptonshire	Towcester		25,000	
Nottinghamshire	Newark & Sherwood	Newark		70,000	215,900
		Laxton		10,000	
	Nottingham	Lace market		50,000	
	Mansfield	Mansfield Woodhouse		30,000	

Anglia

Cambridgeshire	Cambridge	Cambridge	Kite	30,000	
	East Cambridgeshire	Ely		20,000	25,000
	Fenland	Wisbech		11,000	
Huntingdonshire		St Neot's		46,000	
	Peterborough		Collyweston	18,000	
		Minster Precincts		20,000	
		Thorney		15,000	
Essex	Colchester	Colchester		85,000	
	Southend-on-Sea		Clifftown	20,000	
	Tendring	Harwich		55,000	12,200
	Thurrock	East Tilbury		30,000	88,800
Norfolk	Breckland	Thetford		20,000	
	Great Yarmouth	Great Yarmouth		75,000	
	Norwich	Norwich city centre		142,000	32,448
	South Norfolk		Harleston	10,000	88,200
Suffolk	Babergh	Hadleigh		19,000	48,000
		Sudbury		40,000	71,250
	Forest Heath	Mildenhall		15,000	39,700
		Newmarket		43,000	
	Ipswich	Ipswich		35,000	223,500
	Mid-Suffolk	Eye		30,000	74,700
	St Edmundsbury	Bury St Edmunds		49,000	116,883
	Waveney	Bungay		35,000	48,489
		Lowestoft		60,000	56,150

Thames & Chilterns

Bedfordshire	Bedford	Bedford		30,000	79,500
Hertfordshire	Decorum Hemel Hempstead	Old Town		42,000	
		Berkhamsted		40,000	

South West

Avon	Bristol	Bristol		50,000	
	Woodspring	Weston-Super-Mare		30,000	45,000
Cornwall	Caradon	Liskeard		23,500	
	Kerrier	Redruth		25,000	
Devon	Exeter	West Quarter and Cricklepit		80,000	
	Exmoor National Park		Exmoor	30,000	
	North Devon	Ilfracombe		50,000	
	Plymouth City		Plymouth	100,000	
	South Hams	Totnes		40,000	
	Torridge	Bideford		40,000	
		Clovelly		78,750	
	West Devon	Tavistock		10,670	
Dorset	Weymouth & Portland		Weymouth	55,000	
Gloucestershire	Cheltenham	Cheltenham Central		45,000	
	Gloucester	Gloucester City		45,000	
	South Gloucester	Warmley		140,000	
Somerset	Mendip	Frome		60,000	46,000
Wiltshire	Kennet	Pewsey		25,000	14,000
	WestWiltshire		Malmesbury	40,000	113,250
		Melksham		14,000	

London & South East

Kent	Canterbury	Canterbury		85,000	49,500
		Whitstable		52,500	14,400
	Gravesham	Gravesend		68,000	84,623
	Rochester	Rochester and Chatham Riverside		80,000	20,000
	Shepway	Folkestone		10,000	
	Thanet	Thanet Town		150,000	231,775
	Tonbridge	Tonbridge		20,000	
East Sussex	Hastings	Hastings		200,000	25,000
	Hove	Hove		150,000	
	Brighton	Brighton		125,000	63,000
Hampshire	Gosport Borough Council		Priddy's Hard	100,000	
London	Camden	Camden Town		81,500	
	Greenwich	Greenwich town centre		25,000	500,250
	Hackney	South Shoreditch		66,600	
	Haringey.	North Tottenham		81,500	
	Islington	Keystone Crescent		130,000	
	Lambeth	Brixton Town Centre		133,700	
		Lower Marsh		35,000	
	Lewisham	Deptford High Street		12,900	
		New Cross Gate		24,120	
	Merton	Mitcham Cricket Green		21,000	
	Southwark	Bermondsey		105,000	194,625
		Bankeide		70,000	258,600
	Tower Hamlets		Spitalfields	100,000	
		Stepney Green		75,000	
		Myrdle Street		100,000	
	Wandsworth	WandsworthHigh Street		60,000	
	City of Westminster	Queen's Park Estate		50,000	

TOTALS	8,714,770	6,338,043

Archaeology: agenda for the future

English Heritage has issued a consultation document aimed at defining the strategic role that Archaeology Division will play in the changing pattern of archaeological work in England. Tim Williams explains the issues

Since 1990 the structure of archaeological activity in England has undergone major changes. One of the most significant has been the implementation of PPG16 (*Archaeology and planning*), which has led to widescale changes to the pattern of funding. Developers are now responsible for the funding of archaeological work required to mitigate the effects of development, and the role of archaeological curators within planning authorities has steadily developed in this context.

The publication in 1994 of PPG15, *Planning and the historic environment*, is also having an impact on the organisation and funding of building recording, and further significant changes are likely to result from the application of National Lottery funds to archaeology, and a more widespread use of EU funds. The pattern of English Heritage funding for archaeology has changed, and our role is evolving to meet these challenges.

Exploring our past

In 1991, we published a statement of research strategies, *Exploring our past: strategies for the archaeology of England (EoP)*, drawn from extensive consultation. It identified areas of archaeological activity that were considered to merit special attention. It contains a mix of strategies, including chronological or thematic study areas, landscape types meriting attention, broad goals relating to managing the resource and related issues.

EoP has been used to guide English Heritage's project funding, with significant funding from the Commissioned Archaeology Programme. It has also been used to direct the internal programmes of work of the Central Archaeology Service (CAS) and the Ancient Monuments Laboratory (AML).

Many of the major goals set out in 1991 have almost been achieved. These include the survival assessment programme; the intensive and extensive urban strategy programmes; resource reviews of the coastal mires of the north-west and the blanket mires of the Humber and programmes disseminating information on the urban centres of London, Carlisle, Lincoln and York. We have kept a computerised management information system providing a breakdown of expenditure against the aims articulated in *EoP* and analysing and reviewing the strategies.

One of the main achievements of *EoP* has been to raise the profile and increase the influence of such strategies. As a means of focusing debate on resource allocation, and directing resources towards specific issues, *EoP* has achieved its goals.

Agenda for the future

The publication by English Heritage of *Frameworks for our past: a review of research frameworks, strategies and perceptions* (1996) has set the scene for widespread debate in the discipline concerning the development of national, regional and local research frameworks. It was suggested that any future national research strategy should be based on a series of interlocking regional and/or thematic strategies.

This, in addition to the changes in the profession and patterns of funding necessitates a fresh approach. We have therefore prepared a consultation document, *Archaeology and English Heritage: agenda for the future, for discussion**, which will be used to direct our own efforts (the work of the CAS, AML and Monument Protection Programme) and the

funding we provide through the commissioned archaeology programme. The document identifies five key goals for the future archaeological activity of English Heritage:
advancing understanding of England's archaeology
securing the conservation of archaeological landscapes, sites and collections
supporting the development of national, regional and local research frameworks
promoting public appreciation and enjoyment of archaeology
supporting the development of professional infra-structure and skills
Each goal is supported by a number of specific areas of development, such as the need to promote links between archaeologists and other conservation and environmental agencies, or the need to develop the research potential of field evaluations. Over 30 such areas of development are identified, each with suggestions as to its practical implementation.
In addition to the key goals a number of important objectives are identified, such as research themes eg prehistoric rock art, settlement hierarchies and interaction, and the definition of urban and rural poor), methodological and technical developments (eg evaluation techniques, sampling and retrieval strategies, and predictive modelling), and underpinning archaeological management (eg development control posts, survival assessment programme).

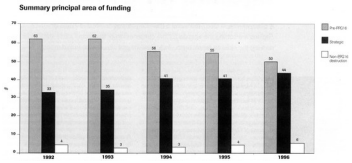
Consultation

The draft has been widely circulated to archaeological curators, contractors, university departments, interest groups, museums and individual specialists. We would welcome comments by September; any ideas will be considered for incorporation int o the final version, which we hope to publish at the end of the year. **Copies are available on the Internet (as a downloadable portable document) at:*
http://www.eng-h.gov.uk/resagend/
Printed copies are available from Stephanie Allen, English Heritage, Room 523, 23 Savile Row, London, WIX 1AB.

Tim Williams

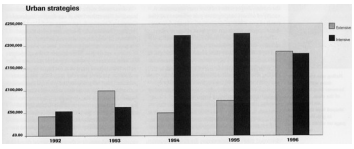
Archaeology Division

Summary principal area of funding



Commissioned Archaeology Programme: as PPG-16 enables resources previously committed to rescue archaeology to be gradually released, English Heritage has been able to direct its attentions towards new strategic initiatives. The destruction to the archaeological resource outside the planning process, most notably through changes in land-use, natural erosion and agriculture, is still a major issue that is insufficiently funded. With the continued decline in commitments derived from pre-PPG-16 developments, we hope to be able to direct our activities towards this, and other, important strategic goals in the near future

Urban strategies



Urban strategies: the steadily increasing resources from the commissioned archaeology budget being directed towards the urban strategies programme. In addition, the Archaeology Division now has a full-time member of staff devoted to these programmes

Roofs of England: reviving a lost industry

A pilot scheme in Derbyshire and a travelling exhibition entitled Roofs of England are setting the agenda for the conservation of traditional stone slate roofs and reviving the skills to repair them. Judy Hawkins and Susan Macdonald report

Edge trimming helps to ensure that water drains away from the slates rather than soaking into the overlap

Holing was traditionally done with a spiked hammer from both sides of the slate, producing an hour-glass shaped hole that helped to grip the wooden pegs on which the slates were hung

Roof slating in progress

Stone slates have been used for roofing since Roman times. A prestigious alternative to thatch, they became the standard roof covering for many areas with a local supply of suitable stone and the necessary skills. Variously known as grey slates, slats, flags, flagstones, flatstones, thackstones, stonetiles and tilestones, the slates occur in two broad bands from the south-west to the north of England. The sandstones predominate in the west – Somerset through South Wales and the Marches – and across central England to Cumberland and Northumberland; they are also found in Kent and Sussex. The limestones follow a line to the east of the western sandstones, from Dorset to the north-east.

Local distinctiveness

The geology of the stones within each type varies, reflecting the minerals from which they were formed and the conditions under which they were laid down. Both of these factors influence the appearance of the roofing slate. Thus the ripple-surfaced slates of the south Pennines betray the wave action of the shallow seas in which their sediments were originally deposited, and the large, flat, smooth stones of the north Pennines the calmer, deeper waters of their own deposition. A variety of colours ranging from pale yellow to red (the result of iron staining) also imparts a local distinctiveness which can vary from village to village.

The quarrying of stone slates has been a small-scale industry with each settlement using its local quarry, and exploiting relatively thin, near surface, deposits. In rare cases, such as at Collyweston, Northamptonshire, the stone has to be mined. Converting the rock to roofing slates was traditionally done by hand: the stone was split to the desired thickness with a chisel or by exposure to frost, and the edges were then trimmed or dressed square and bevelled with a hammer.

Stone slates have always been laid in courses that diminish in size from the eaves to the smaller stones at the ridge. This sizing of the slates reflects the character of the rock and reduces wastage by ensuring that even the smallest stones are used. Over time, local roofers developed their own construction detailing and methods of laying, which provided each neighbourhood with its own characteristic appearance or ‘vernacular footprint’.

Under threat

Today, this rich landscape is under threat. Cheaper, mass-produced alternatives to stone slates have undercut traditional producers, and the skills of the stone ‘thackers’ are in even shorter supply. This scarcity has caused particular difficulty in the repair of historic buildings, where the use of authentic materials and methods may be a requirement of listed building consent and grant aid. The shortage of new slates has encouraged the use of salvaged materials and, while reuse in their original location is sound conservation practice, slates have often been removed from roofs for reuse elsewhere. This simply passes the problem around and undermines the market for newly quarried material.

A cooperative pilot project

In 1995, English Heritage joined forces with Derbyshire County Council (DCC) and the Peak District National Park Joint Planning Board (with help from the Department of the Environment) to identify ways in which the production of stone slates could be resumed to meet the needs of local communities at an affordable price. The project investigated the size of the market, the impact of current heritage grants and planning policies, training and educational needs, and included the preparation of a regional database of possible sites for small-scale, minimal impact, extraction of suitable stone. The study was also designed to provide a model for other regions facing similar problems with indigenous building materials.

A direct result of the Derbyshire project was the launch in November 1996 of our *Roofs of England Campaign*. Opening the travelling exhibition* English Heritage Chairman Sir Jocelyn Stevens challenged planners, developers, owners and architects to revive our great stone roofing tradition, and to resist the use of inferior substitutes. The response to the campaign has been extremely positive. A general guidance leaflet on the principles of stone slate roofing is in preparation and will be available later this year. DCC has already published regional guidance and we hope that local authorities in other stone slate areas will follow suit. English Heritage is also developing a training module for conservation professionals and discussing craft training requirements with interested bodies.

Above all, the Derbyshire project epitomises the quest for sustainability – the need to understand the historic environment we have inherited and to reconcile development with environmental thresholds of change and loss. The revival of the low-energy stone slate industry to achieve social, economic and conservation goals could be a paradigm for the future. **The Roofs of England Exhibition (supported by a booklet and a poster) is available on loan from English Heritage, Room 227, 23 Savile Row, London W1X 1AB; tel 0171 973 3314; fax 973 3249*

Susan Macdonald and Judy Hawkins

Architectural Conservation

Planning and listing directions issued

Jill Kerr reports on a new, Government Circular on planning and listing

Listed buildings and conservation area

As this *Conservation Bulletin* goes to press English Heritage, local planning authorities, the Statutory Amenity Societies and the Royal Commission on the Historical Monuments of England – as well as those responsible for listed buildings and conservation areas – are preparing to welcome the publication of *Planning and the historic environment – notification and directions by the Secretary of State*. It is issued in the names of the Secretary of State for Culture, Media and Sport and the Secretary of State for

Environment, Transport and the Regions, as responsibility for listed buildings and conservation area legislation is shared between them.
This Circular has been drafted following extensive consultations with many interested organisations, and it replaces the Directions on formal notification procedures set out 10 years ago in the Department of the Environment Circular 8/87 under the powers in the Planning (Listed Buildings and Conservation Areas) Act 1990. It also takes into account the response to the previous Government's consultation paper, *Protecting our heritage*, and incorporates some of our proposals for streamlining listed building consent. The latter was sent out for consultation, summarised in *Conservation Bulletin* **29**, 12–14, and the results reported in *Conservation Bulletin* **31**, 14–15.
Originally intended to accompany PPG15 *Planning and the historic environment*, which superseded the policy content of Circular 8/87, the document was in fact delayed by three years. This delay enabled the Departments to resolve some legal matters and to consult widely on its contents. It also meant that full clarification of the implications of the House of Lords Judgement in Shimizu (UK) vs Westminster City Council could be incorporated. Appendix E of the Circular sets out the effect of the judgement on the meaning of 'demolition' and 'listed building' in relation to listed building and conservation area controls. It also amends the affected parts of PPG 15.
The majority of the changes in the Circular affect the operation of the system outside Greater London, where special provisions for listed building consent applications (LBCAs) prevail, and where the Government will be consulting on future policy.

Planning applications

The criteria for notification of planning applications likely to affect the character or appearance of a conservation area have been simplified and clarified:
the cubic content criterion no longer applies
the area test now applies to both the construction of a new building or the extension of an existing building, and is clarified as applying when the area of land to which the application relates is 1,000m^2 or more
a new test is introduced to capture the construction of any building more than 20m high, whatever the scale of its 'footprint'
notification of straightforward works of alteration are no longer necessary
in Greater London, the requirements for notification of planning applications affecting the setting of Grade II buildings are limited to those within the curtilage and major applications in line with conservation area criteria

Listed building applications

The criteria for notification of listed building consent applications have been streamlined:
all applications that require referral to the Secretary of State if the local authority is minded to grant consent will be notified to EH at registration stage
the definition of referrable Grade II applications has been simplified
as a 'matter of good practice' works to any listed building, where the local planning authority is the applicant, should also be notified to English Heritage
where the LBCA is not amended following initial notification to EH, and EH has advised the authority it has no objection – or no objection provided that specific conditions are imposed – the Government Office will normally not need to undertake further consultation with EH
the effect of the Directions concerning notification to the Statutory Amenity Societies remains unaltered

Early EH involvement

The involvement of English Heritage at notification stage for all potentially contentious demolitions affecting Grade II buildings should enable negotiations to take place at an

early stage and so reduce the number of applications subject to public inquiry. Many authorities already notify EH in such cases, and the new Directions will bring procedures in line with current good practice. The provisions to free the Government Offices of the requirement to refer back uncontentious cases where EH has offered no objection at notification stage – and the proposals have not been amended – should result in a rapid remit to the authority to issue their decision without delay.
Similarly, cases where EH has advised the authority at notification stage that there are no objections – subject to specific conditions being attached to the consent – can also be processed quickly.

Simple, streamlined, effective

The changes that have been made to the notification procedures are designed to make the system more effective. In this procedure local authorities play the most important role and they have the pivotal power to ensure that the procedures work. Appendix C sets out the key to achieving success in speeding up the system to meet the target of resolving applications quickly. It details the level of information required to provide a full understanding of the impact of a proposal and reiterates the advice in PPG 15 (Annex B, para B3).
Comprehensive and comprehensible documentation is crucial in averting delays and the onus is on the local authority to define clearly at the outset 'exactly what information they will require to enable them to consider an application for LBC', which they are advised 'not to accept until they have sufficient information to provide a full understanding of the impact of a proposal on the character of the building in question'.
We will work with local authorities and Government Regional Offices to ensure that the implementation of the new Directions achieves our objectives of simplifying the successful operation of the system.

Jill Kerr

Conservation, Head of South West Team

Post-war and thematic listing: airing the issues

Condemnation in the headlines vs informed debate elsewhere: Martin Cherry explains thematic listing and the post-war listing programme

Culford School Bridge, top.

Church of St Matthew, Perry Beeches, Birmingham (Maguire and Murray, 1962–4; listed in Grade II in June 1997)

Over the last 18 months, the post-war programme has dominated media coverage of listing issues. The headlines focused on 'eyesores' and 'carbuncles', but editorials were more thoughtful. Referring to Park Hill Estate, Sheffield, perhaps the most controversial post-war listing proposal, the *Yorkshire Post* urged residents to 'campaign for Grade II* status. This might secure sufficient funds to bring the property up to a standard which befits a building of such significance', and the *Architectural Journal* called for a sense of proportion in the debate, saying that listing was a 'low hurdle' compared to other economic and planning factors.

Airing through public consultation

One of the reasons why the post-war listing proposals received such publicity was because the Secretary of State lifted the convention of confidentiality. This meant that the identity of specific recommendations for listing could be divulged, and the public could be consulted (*Conservation Bulletin* **28**, 9–10). With most of our listing proposals still under consideration by the Department of Culture, Media and Sport it is premature to attempt a retrospective discussion of the programme, but four major consultations and many newspaper columns later, we can try to gauge opinion.

The debate is now better informed than when post-war buildings first became eligible for listing in 1987. This is due to the results of the listing programme itself and to a growing appreciation of 1950s and 1960s culture. A MORI poll, commissioned by English Heritage last year, showed a shift in public attitudes: the majority of interviewees felt that the best architecture of the period should be protected.

While some buildings received a mixed or hostile reception, many residents responded favourably to the possibility of listing. Much useful information was provided about the histories of buildings by people who knew them well, and in some cases by those who had designed or commissioned them. Three recommendations were withdrawn in the light of new information and new suggestions were put forward.

The post-war listing consultation enabled broader issues to be debated. Many owners were anxious that listing would restrict their freedom to modernise their flats but these fears were often unfounded and based on an unfamiliarity with the listing procedures.

While our final recommendations had to concentrate solely on the statutory listing criteria – 'special historic or architectural' – people's immediate concerns also received attention and some clear demands emerged:

find a way to remove ambiguity

reduce delay

eliminate unnecessary restrictions

exploit the benefits of listing, eg by ensuring that better work is carried out on housing estates by cabling companies, maintenance contractors and utilities

English Heritage's discussion paper, *Developing guidelines for the management of listed buildings* (1996), provides a valuable starting point for getting things moving and management guidelines have been drawn up both for publicly and privately owned buildings.

The Thirty-year Rule

The terms of the post-war programme set down by the Government required us to provide a benchmark for listing that would remain good for five to 10 years. The 315 post-war buildings that are either already listed or recommended for listing form a tiny proportion of the 363,791 currently listed items. Small numbers will be added as our research and understanding develops further, and as the Thirty-Year Rute cut-off date moves forward (younger buildings are not normally listed unless they are outstanding and under immediate threat). While in some areas, such as public housing, we have probably established a definitive list for buildings pre-dating 1965, many private houses and churches remain undiscovered. These will be assessed as the public and our own researches bring them to our notice. The well-established research framework and selection criteria – and the close public scrutiny that comes with consultation – should ensure consistency.

Other thematic listing programmes

The public plays a central role to our listing work. Individual and local knowledge is essential: nearly 3,000 buildings are drawn to our attention each year and, of these, about

1,000 are listed by the Secretary of State. This spot-listing work, together with requests for re-appraisals and re-gradings of already listed buildings forms the bedrock of our work. Geographically based re-surveys, which characterised our approach to listing in the past, were failing to respond to acute threats to the most important unprotected historic building types. The thematic approach extends the methodological research-based approach adopted by the post-war programme into other key areas and complements the consultation process. Where necessary, the thematic approach is coordinated with our parallel initiative, the Monuments Protection Programme (MPP).

Dilemmas

The rapid disposal of the public estate has created some dilemmas. One of them is where to start. Much of the built remains of the coal industry were lost before we could make the necessary assessments, but elsewhere we have fared better. Cooperation with the MoD has given us time to carry out detailed surveys of the Royal Naval Dockyards, the airfields and barracks and the Waltham Abbey Gunpowder factory – in full confidence that likely candidates for listing would be retained until such time as a decision was made by the Secretary of State. Similar understandings have also facilitated work on hospitals. Where property holding is more complex (eg with local government) and under pressure (eg with historic industrial buildings), time is not on our side.

The decision by ministers to accept our proposals to list 33 textile mills in Greater Manchester was welcome. But the demolition of one mill and the partial demolition of two others during the consultation period underlined the vulnerability of buildings in the private sector, especially when unprotected and under the glare of publicity, an aspect of public consultation which we hope the Government will address.

Principle of thematic listing

The principle underlying the thematic programme is that thorough research and survey work provide the only safe basis for definitive assessments and designations. But this takes time. Urgent spot-listing can help save buildings under imminent threat, but the ideal is to place all the recommendations for listing, or scheduling, in an accessible and reasoned context; there are many channels through which our findings can be more widely disseminated, eg exhibitions and leaflets such as our ‘Understanding listing’ series.

The table summarises the current progress of our thematic listing programme. Some of these topics will be continued later under the MPP, with respect to their more archaeological aspects. In a few cases existing MPP work provided a starting point for thematic listing research (eg on industrial buildings, *Conservation Bulletin* **27**, 8–9).

There are two broad categories of work in our thematic programme. The first addresses the entire building stock within a specialised type in order to achieve as near a definitive set of designations as possible, eg the Royal Naval Dockyards or the buildings of the lead industry. A second approach addresses categories so large that individual inspection of them all is impractical. Thus for pubs or schools, say, it is intended to publicise the selection criteria to advise the public when preparing listing applications.

Working with enthusiasts and specialists helps us identify areas in need of further work; eg our liaison with the Campaign For Real Ale (CAMRA) historic pubs group has been invaluable in identifying vulnerable types. Conseqeuntly we have commissioned detailed work on the inter-war pubs and ‘roadhouses’.

Martin Cherry,

Conservation, Head of Listing

Thematic listing survey

recommendations listed by DNH	textile mills in Greater Manchester
consultation completed and recommendations submitted to DNH	post-war (all categories) NHS hospitals (North of England)
projects near completion	barracks; Royal Naval Dockyards NHS hospitals (South of England) Cornish chapels; Norfolk farmsteads
research and fieldwork in progress, or planned to start in 1997/8	equestrian buildings 20th-century fortifications industrials and communications: lace and hosiery; Cheshire silk North-west Derbyshire Derbyshire Derwent Valley the South-West; West Yorkshire extractives industry: lead; coal; alum; brass gunpowder and ordnance factories maltings and breweries aviation; railways; water industry planned and model farmsteads farm buildings in theYorkshire Dales farm buildings in the Lake District Roman Catholic churches

Long-term planning for Ironbridge Gorge

The Ironbridge Gorge Management Plan spans the divide between the natural and the historic environment

Looking 30 years ahead, requires anticipation of changes in internal and external circumstances. Andrew Brown reports on the challenge facing planners working on the Ironbridge Gorge World Heritage Site

Traffic congestion around the Iron Bridge detracts from visitors' enjoyment

Nothing brings out the inherent tensions in a management plan quite like a 30-year plan period. Over five years, even 10 years, the differences between short- and long-term management objectives are slight, so distinctions in a five-year plan are scarcely meaningful. Looking ahead to the objectives in 10 years is more taxing, but it remains the case that 10 years hence the social, economic and political context of a particular area is unlikely to have changed radically. Decisions over how to allocate resources over these short timescales are relatively easy.

Thirty years ahead, however, real change is achievable and inevitable. So the setting of a 30-year plan period by the International Council on Monuments and Sites (ICOMOS) for World Heritage Site (WHS) management plans, while involving a certain amount of crystal ball gazing, simultaneously allows optimism for substantive improvement in the

management of a site and guarantees to bring to the surface tensions over priorities for scarce resources. What does this mean for the Ironbridge Gorge World Heritage Site?

Management plans

Management plans have become a stock-in-trade for cultural resource managers, whether dealing with large areas or single features, archaeological sites or buildings. At their simplest, they discipline single-site managers into forming specific, measurable, achievable, realistic and timely (SMART) objectives in pursuit of stated aims.

The management plan for the complex Ironbridge Gorge – seven square miles of important buildings, archaeological remains, geology, ecology and landscape – is one of a number of WHS management plans in preparation in the UK in line with the ICOMOS/ICCROM (International Committee on the Conservation and Repair of Monuments) guidelines. The trailblazer for Hadrian's Wall was reported in *Conservation Bulletin* **29**, 1–3. The Ironbridge case has taken more than 18 months to arrive at a consultation draft framework which sets out the aims of the plan for comment by residents and visitors over the summer.

The current concept is that the plan should comprise a framework document, supported by more detailed papers setting out the case for projects and priorities on specific issues. These papers reflect the task groups which were convened under the coordinating aegis of Wrekin Council, in whose domain most of the WHS lies: information management, the natural environment, the historic environment, traffic and the long-term.

It is to the long-term issues that English Heritage has tried to make a particular contribution. Being outside the everyday management structures, we can draw on the knowledge of our partners and encourage strategic discussion of the options for change. Working closely with the key agencies we have adopted the framework of environmental capacity derived from pioneering work in Chester (*Environmental capacity: a methodology for historic cities*, Arup Economics and Planning 1995).

Environmental capacity

Working out the environmental capacity of a location, and then taking measures to stay within it, is one approach to sustainability (see the English Heritage document *Sustaining the historic environment: new perspectives on the future*, March 1997). The approach requires that a historic area is thought about as if it were an ecosystem, maintained by inter-relationships between the economy, housing, transport and people in much the same way as woodland depends on the relationships between plants, soil, rainfall, animals and people. In a historic area, as with woodland, some changes have little or no effect, while others have a dramatic impact. Equally, in other circumstances, it can be an accumulation of small-scale changes that leads to irretrievable decline. The challenge is to identify the most vulnerable points of the system's 'environmental indicators' and to prevent those points from reaching the point of no return 'threshold'.

The Chester model advocates two stages: the first 'capacity framework' to frame the right questions, the second 'capacity study' to investigate the questions and derive targets and monitoring techniques. For the purposes of the management plan, the partner agencies had resources only for the first stage – the environmental framework. A more detailed capacity study must be undertaken at a second stage. Our task was to use our existing knowledge of the Gorge to identify where the key conservation tensions lay.

To do this, we explored five 'models' for the future of the Gorge, in areas where we can currently see the greatest pressure for change:

maintaining current policies in the Gorge – what happens in the long-run if we continue as we are doing?

the scaling-down of tourism in the Gorge – what would be the consequences of discouraging visitors?

the intensification of tourism – could the WHS cope with many more visitors?
the manipulation of the economy of the Gorge for conservation – is there an ideal economy for the WHS?
focusing attention on the natural environment – are we doing enough to conserve these in the WHS?
To put the Gorge into a broader context, we looked at the wider pressures for change – eg the effect of commuters into Telford. Throughout our work we have been mindful of the difficulty of predicting what will happen more than a few years hence. Nevertheless, we felt that the difficulties were outweighed by the need to look at the consequences of change in the long term.

Five common threads

The results of our work are reported in a long-term paper, which forms one of the papers on specific issues supporting the framework document. Five common threads seemed to run through all of the models for the future of the Gorge, suggesting that pressure is likely to be acute on:
Access – the educational and recreational value of the Gorge is inestimable. Visitors, students and residents must have access to the Gorge, whether able-bodied or not. However, a balance must be struck between the desire for access for all and the need for preservation
Traffic – the alarming congestion at the height of the late 1980s boom seems to be a thing of the past, but there are still peak-season problems. Stationary or slow-moving traffic poses health threats and diminishes the enjoyment of the Gorge for everyone. Can the use of the private car be managed fairly and sensibly?
Preservation of character – the cumulative effect of small changes within the Gorge, rather than large-scale change, presents the greatest threat. There comes a point when the small-scale changes have a large-scale effect, and there is a need to establish a consensus on where this point lies, and how to avoid reaching it
Land instability – the Gorge is geologically young and relatively unstable. Coping with land slippage is a key concern, for it not only threatens houses, roads and services but also puts at risk monuments and large areas important for their archaeology and ecology
Management of rivers and banks – the River Severn and its tributary brooks in and around the Gorge form the main unifying theme of the Gorge. The untamed character of the river is a key contributor to the drama of the landscape and provides an important habitat. The modern topography owes much to the pools created by the early industrialists. Yet the same watercourses threaten to erode the remains of the industrial heritage, contribute to land instability and cause disruption or worse in times of flood. What scope is there for managing and interpreting these features?
This work has identified the major environmental factors in the Gorge which are crucial for long-term planning. They now need to be measured and assessed in order to establish a set of indicators for corrective management. This work can take two forms: those which are easily measured by simple counts (‘technical issues’) and those which relate to the way people feel about the Gorge (‘perceptual issues’). Technical issues such as traffic throughflows, visitor spending and airborne pollution require analysis against relevant data. Perceptual issues require interviewing people who live in, work in and visit the Gorge.
This procedure is still a new approach to managing change. We feel, however, that it is currently the best available approach for the Gorge. Solutions cannot be guaranteed to arise from such an approach, but even if it achieves no more than providing a structure for thinking about long-term implications of change it will have been a useful exercise. What it could achieve, on the other hand, is a balanced judgement on priorities between the pressing needs of the short-term, where desired outcomes are easier to deliver and where

the political returns are immediate, and those less tangible needs of the long-term, where the return on invested money and effort is likely to be seen not by us but by our children.

Land instability, such as at the Hay Inclined Plane, is a long-term problem

Resolving tensions

So we return to the tensions brought out by a management plan that extends beyond the professional lives of most of those involved. Should we not do our utmost to resolve these tensions, rather than focus our effort on the immediate issues facing us and the expediencies of current funding opportunities?

The emerging management plan seeks to resolve the tensions by listing short-term priorities under the five categories of long-term concern. Thus all projects can be shown to relate to an overall strategic approach to the management of the WHS. Sticking to this long-term agenda will no doubt test the resolve of the agencies involved.

Consultation on the Ironbridge Gorge management plan closes on 30 Sept 1997. Details from John Elvey, Wrekin Council, PO Box 212, Malinslee Hse, Telford TF3 4LD

Andrew Brown

Conservation, West Midlands

Senior management changes at English Heritage

Pam Alexander, who joined English Heritage as Chief Executive in July

At the end of July we said farewell to Jane Sharman, our Director of Conservation who contributed many an editorial to *Conservation Bulletin*. Since mid 1996, she has been Acting Chief Executive and has continued to write for the *Bulletin*; the editorial in this issue is hers. We will all miss her wise and stimulating leadership, and wish her well in her retirement.

Oliver Pearcey has been standing in for her as Director of Conservation, and has now been confirmed in the job. He brings a wealth of experience to the position, including 13 years with the Department of the Environment (1972–85: with a secondment to the GLC Finance Department in 1981–3, where he dealt with planning, economic development and listed building issues). He joined English Heritage shortly after it was created, in 1985. After a year working mainly on the transfer of the GLC's Historic Buildings Division to English Heritage, he was appointed Team Leader responsible for listed building consent and for building and churches grant case work in the South West and West Midlands, and in the Historic Buildings Division (1985–91), of which he was made Head in May 1988. From 1991 to 1994 he was Director of Midlands Region, Conservation Department, and from April 1994 to July 1996 was Deputy Director of Conservation.

We also have a new Chief Executive, Pam Alexander, who was Deputy Chief Executive (Operations) at The Housing Corporation, responsible for a £1.7 billion programme of capital and revenue grants to housing associations, and for the work of 500 staff in eight regional offices. She joined the Department of the Environment and Transport after Cambridge University, and was later seconded to a Foreign and Commonwealth office

post in Brussels where she negotiated for the UK on environmental protection issues and social affairs.
‘I am delighted to have been given this challenging opportunity to lead an organisation of importance to our every day life. The buildings and monuments around us create the environment in which we live. They are a central part of our sense of place and of history. Those that add continuity and quality to our lives must be cherished, not only for the sake of future generations but as living parts of our communities today. I bring a commitment to the quality of our living and built environment. At the Housing Corporation I gave priority to a drive to improve the quality of new housing and community development across England. I look forward to working with the committed staff and Commissioners of English Heritage, and with our partners within and outside government.’

New perspectives on sustainability

A new English Heritage goal is to broaden the scope of assessments and sustainability applicable to our whole environment, beginning with concepts developed at the First Earth Summit. Graham Fairclough reports

This year is the fifth anniversary of the UN’s First Earth Summit, held in Rio de Janeiro in 1992. The UN is currently assessing progress made to date on the major issues highlighted then. The Rio summit first brought the idea of sustainable development to public prominence in the light of growing concern about the stability of the Earth’s environment and the resilience of its natural resources. Since Rio, concern for achieving sustainability has grown and the concept’s applicability has broadened to include not only the global issues of water supply and air quality, but also the way we treat the whole environment, including the impact of development and land-use on the historic environment and its contribution to quality of life.
Against this background, English Heritage (usually in partnership with the Countryside Commission and English Nature) has issued statements on sustainability and conservation, while carrying out more detailed thinking on how the philosophy of sustainability can be translated into a form that helps our work.

Whole environment and long-term views

We have now taken our ideas further, with assistance from consultants LUC and CAG, and published a discussion document entitled *Sustaining the historic environment – new perspectives on the future*, which sets out in relatively simple terms our approach to sustainability. Notably it emphasises the need to take a long-term view of both development and its impact, and of conservation. It underlines the need to take into account the whole environment, not just the nationally and scientifically important historic assets but also more locally significant sites.
The heritage is valuable culturally, socially, academically, scientifically, economically and recreationally. Recognising this and forming a view on which parts of the historic environment are most precious is the first step to deciding what should be kept or modified, and in what form – in other words, to sustaining our heritage for the future.
At the heart of attempts to sustain the historic environment must be recognition of why people value the past and cherish the physical traces it has left on our landscape and townscapes. This is not only in reference to important sites such as cathedrals or Stonehenge, but also to the more mundane and commonplace features of the historic environment, for example ‘ordinary’ farm buildings, minor archaeological remains, the patterns of fields and their hedgerows or the detailed grain of historic villages.
All these elements contribute to universal qualities, such as ‘sense of place’, ‘local distinctiveness’ and ‘regional diversity’: all terms that share a concern with the character of areas or regions, and with what makes one area different from another. This difference

can usually be traced back to historic processes, and to those physical remains of the past that are preserved and still in use within the dynamic present.
The issue of how far we can modify character before it is lost – or in other words of living in the present without losing touch with the past – is central to English Heritage's view of the relevance of sustainability. Appreciating the past gives all of us an opportunity to influence the character of the future landscape; we can pass on the best of our environment's historic character while creating a new environment for our descendants.

Leaflet and technical paper

The leaflet* which we have published is for a broad audience. It is supported by a more technical paper aimed at our own staff, and archaeological, conservation and planning colleagues in local authorities. This looks at some of the difficult issues behind the philosophy. Questions such as how environmental 'capital' should be defined, how sustainable thresholds can be defined and whether replacement or compensation values can be identified if heritage is lost, are discussed. These issues need to be explored in practice, so that experience can underpin the theoretical basis of our policy.
Both documents are only starting points, aiming to counter the view that sustainability is of relevance only to the natural environment. We believe that its ideas also have resonance for our work, and that our discussion document explains how we envisage taking this forward. It is however a discussion document, and its second aim is to encourage a wide debate among all those working in and with English Heritage. How, for example, can we build on our role as a national centre for skills and experience, foster a wide public sense of discovery, of existence with the heritage, or encourage greater public participation in debates on what is valuable. We hope that the publication of our first full statement on the subject will encourage our partners to come forward with constructive ideas on the next steps towards sustaining the historic environment. **Available from English Heritage, Customer Services, 429 Oxford St, London WIR 2HD; tel 0171 973 3434*

Graham Fairclough

Conservation, Head of Monuments Protection

The Shimizu case

A recent House of Lords judgement has implications for conservation area and listed building law. Howard Carter explains

The Shimizu (UK) Ltd vs Westminster City Council (WCC) case in February concerned an application for compensation by Shimizu (UK) Ltd to WCC following the refusal of listed building consent (LBC) for the removal of chimney breasts from Qantas House, in Piccadilly, in June 1991. Following the House of Lords judgement WCC now faces a bill. However, the case has a much wider significance than the right to compensation because the legal issues that arose turn on the definition of a 'listed building' and also on the meaning of 'demolition'. These issues directly affect the following statutory controls:
The extent of listed building control
The extent of the control over unlisted buildings in conservation areas
The role of the Royal Commission on the Historical Monuments of England
Certain procedural aspects of listed building control including the roles of EH, the Secretary of State for the Environment and the National Amenity Societies in the determination of listed building consents

The meaning of ‘listed building’

The word ‘building’ has been interpreted in the Planning (Listed Building and Conservation Areas) Act 1990 as including ‘part of a building’ so that references to its demolition refer to the demolition of any part of it. The Lords has ruled that while part or all of a building may be listed, ‘listed building’ now refers to the entire building and that demolition means the demolition of substantially all of it, not just the removal of any part of it.

The judgement goes on to consider the same issue in relation to conservation area controls and concludes that ‘the reference to the demolition of a building in a conservation area must be taken to mean the removal of the whole building’.

The meaning of ‘demolition’

In relation to the meaning of demolition in this context Lord Hope, giving the Judgement, said: ‘According to its ordinary meaning, “demolish” when used in reference to a building means to pull it down – in other words, to destroy it completely... demolition, with or without replacement on the one hand and alteration on the other are mutually exclusive concepts.’

He explained that works which involve the pulling down and breaking up of part of the building, falling short of its destruction, will be classed as ‘alteration’, which, if they would affect its character as a building of special architectural or historic interest, will require listed building consent. He also said that removal of all of a building except the facade would still amount to demolition of a listed building.

Implications of the judgement

The implications are not particularly great in relation to the types of work that will require LBC because more minor works, which might previously have amounted to demolition of part of a building, are still likely to require LBC by virtue of being alterations. However, such work will also need to satisfy the test in Section 7 of the 1990 Act, which requires that the alteration must affect the character of the listed building as a building of special architectural or historic interest. Previously, the demolition of part of a building would not have needed to satisfy this additional test.

The main impact is likely to be on conservation area consent (CAC), because consent is only required for demolition. On the interpretation given to this by the Lords, only the demolition of substantially all of an unlisted building in a conservation area will require CAC.

The Department of Culture, Media and Sport and the Department of the Environment will soon advise local planning authorities on the effect of this case in the new Circular discussed by Jill Kerr in this issue. The Circular restores the procedures for the determination of applications for LBC as far as can be achieved without legislation. Any change to the requirement for CAC would require primary legislation.

Howard Carter

Legal Section

BOOKS

Branching out

Conserving the railway heritage*, edited by P Burman and M Stratton, 1997, published by E & FN Spon, £29.95*

This collection of essays by those who took part in the consultation convened at the Institute of Advanced Architectural Studies in York in 1994 brings together the study of railway history and the philosophy and practice of architectural conservation. The book begins with a suggested agenda for the railway heritage, by Sir Neil Cossons, Director of the National Museum of Science arid Industry and Chairman of English Heritage's Industrial Archaeology Advisory Panel. Nine chapters cover historic appraisal and conservation, London stations and engineering structures.

The publishers announce that 'this book defines the nature of the railway heritage – from stations to signal boxes, viaducts, tunnels and locomotive depots – and then discusses priorities and best practice for its conservation'. However, the emphasis is firmly on railway infrastructure rather than on locomotives.

Railtrack cares for 1,250 listed structures, but more than 300 steam locomotives – and even more diesel engines – have been acquired by preservation societies. The editors have not attempted to establish integrated objectives for architectural conservation and the restoration of locomotives, carriages and wagons, but the agenda for the railway heritage includes aspirations for accurate representation of historical and operational detail – perhaps on one or two preserved branch lines.

Drawing upon their encyclopedic knowledge of railway history, contributors have highlighted inconsistencies in the statutory listing of railway structures. Studies commissioned by English Heritage have already begun to tackle some of these issues, but 'representative' selection will inevitably remain elusive.

The importance of Britain's railway heritage arguably deserves recognition through World Heritage status. The favoured contender is Brunel's Paddington to Bristol line and its surviving structures are documented here. Whether or not inscription on the World Heritage List is achievable, the papers lay the foundations for informed judgement of priorities for conservation.

In rare glimpses of the wider landscape, authors have touched on aspects of urban topography and the regional identity of railway architecture. Unfortunately, like many studies of railway history, the book lacks maps.

These papers act as the springboard for proper integration of research into railway history within the wider objectives for understanding, conservation and public appreciation of the historic environment.

Anthony Streeten

Secretary, Industrial Archaeology Advisory Panel

Keeping it legal

Archaeology in law*, by John Pugh-Smith and John Samuels, 1996, published by Sweet & Maxwell, £55*

There has been a vast increase in the importance, range and complexity of archaeological issues in recent years, prompted not only by interest in archaeological sites and their integration into the planning system, but also by the designation of World Heritage Sites and the registration of historic parks and gardens, historic battlefields and greater recognition of historic landscapes. This book provides a satisfactory overview of current legislation and government policy affecting archaeology in Britain, although more critical analysis of the legislation would have been interesting.

A short introduction to the historical development of archaeology as a separate academic subject is followed by a survey of the different functions and roles of the government bodies, organisations and interest groups involved in the study and practice of archaeology and conservation matters.
The chapter on the principal legislation, the Ancient Monuments and Archaeological Areas Act 1979, is a rather dry commentary on the provisions of the Act and contains little in the way of analytical or critical comment. Chapter 6 considers the operation of the planning system since development is now 'one of the primary stimuli for archaeological activity', and contains an interesting analysis of recent planning inquiry decisions, which illustrates the increasing importance placed on archaeology by developers and local planning authorities thanks principally to PPGs 15 and 16. The authors make the point that for the majority of known archaeological sites, numbering in excess of 600,000, their only protection is through the planning system as a 'material consideration' to which importance must be given following government guidance in PPGs 15 and 16.
Chapter 5 consists of a survey of other forms of legal protection and guidance, such as the law relating to human remains, treasure trove, shipwrecks and the import and export of archaeological artefacts, historic parks and gardens, buildings and landscapes. It is helpful to find all these provisions brought together and surprising, for example, to realise that the Electricity Act 1989 contains a reference to archaeology.
One of the most valuable features of the book is the Appendices, which contain the principal published guidance particularly relating to planning legislation and archaeological projects and assessments.
It is a pity that the government paper *Protecting our heritage* was published too late for the authors to do more than summarise its proposals in their epilogue.
Archaeologists should find this book particularly helpful in explaining the framework for the practical as well as the academic skills and knowledge they need to apply in the modern practice of field archaeology.

Ceri Pemberton

Legal Department

Not just pretty tiles

Architectural ceramics: their history, manufacture and conservation*, edited by JM Teutonico and K Wedd, 1996, published by James & James, £25*

Architectural terracotta has been a much neglected aspect of architectural history and conservation. There has been a tendency to dismiss it as a cheap alternative to stone. Luckily this attitude has changed with the publication of one or two notable books and meetings such as the joint symposium held on 22–25 September 1994 by English Heritage and the United Kingdom Institute for Conservation (UKIC), from which this publication was produced.
This volume covers aspects of the technology, conservation and history of structural and sculptural terracotta and tiles, and describes current research. The presentation of these papers makes one aware that the research into cleaning and repair methods, including an extensive paper by Frank Matero and his co-workers, is ongoing and that the understanding of the causes of deterioration continue to be investigated.
One area not properly addressed, however, is that of lower-fired 16th- and 17th-century architectural terracotta; but this should not be seen as a criticism, as few meetings of this length could be expected to cover all aspects in depth. Important historic aspects are

covered by Dr Michael Stratton, who has raised the profile of 19th-century architectural ceramics, and by Alison Kelly, with her extensive work on Coade Stone.
The section on current research on conservation and cleaning is represented by work from the US and Britain, with interesting appraisals of new technology. There is also continued work on the refinement of more established methods of cleaning and conservation.
A third section comprises case studies, three papers on aspects of conservation of floor tiles and mosaics and an overview of Lincoln Terracotta facades. A list of contributors is included at the end.
This publication is informative for conservators and architects, as well as for those with a general interest in the field. It is hoped that further meetings will be followed up by publications of this standard.

Deborah Carthy

Consultant Architectural Conservator

Archaeological artefacts to submarines

Metal 95, proceedings of the International Conference on Metals Conservation*, edited by ID MacLeod, SL Pennec and L Robbiola, 1997, published by James & James, £50*

This volume contains 58 of the papers presented at a conference in 1995. It reflects the current concerns and directions of the conservation of metals with case histories, reviews of conservation methods and the presentation of the results of research projects. Topics ranging from archaeological artefacts to a submarine show what a wide subject this is and that specialists from such disciplines as engineering may also need to be involved in some projects.
A review of metals conservation includes papers on the apparent increasing deterioration of archaeological metal artefacts in the ground and after excavation, and investigates possible links to such factors as pollution. Closely aligned to this is a project that seeks to demonstrate how soil and corrosion science can contribute to archaeological and conservation issues. These research projects are continuing and it will be interesting to hear of any advances at the next major conference, in 1998.
‘Techniques and materials analysis’ includes case studies that demonstrate how investigations are carried out before deciding on a conservation treatment.
‘Corrosion and diagnosis of deterioration’ includes papers looking at the effects of air pollution on metals. A major topic in cleaning stabilisation and desalination is the stabilisation of archaeological iron, which is still a great problem. Methods covered include the plasma method, which still causes concern among conservators, and other interventive methods such as the use of alkaline sulphite. It is disappointing that there is no summary of the discussion sessions, particularly in the case of this section as it would have been interesting to hear the opinions of other delegates. Some of the case histories in this section deal with material that has been conserved previously, and so provide interesting insights into earlier methods.
In ‘Coating and protection’ much of the emphasis is on protecting metals that have to remain outside. The performance of coating materials is evaluated and there are also papers on cathodic protection. The final section covers industrial cultural heritages and the management of metallic collections. This again contains case histories, which demonstrate the thorough investigations that are carried out before proceeding with treatments. The long-term storage of archaeological iron is also discussed.

Metals conservation is very wide discipline but the same basic rules apply whether dealing with metal threads in a textile or a structure such as a bridge. A thorough evaluation of condition is carried out first. Many of the results of these investigations also make a contribution to strategies for collections management. The subject has advanced considerably since the early days and by broadening the range of specialists involved is continuing to do so.

Glynis Edwards

Head of Archaeological Conservation

Different approaches

Conservation and Management of Archaeological Sites*, vol 1, nos 1–4, 1995–96, edited by JM Teutonico and NS Price, published by James & James, London*

This new journal creates a welcome home for papers on technical and philosophical approaches to the conservation of archaeological sites. Each volume is to be issued in four numbers of c 70 pages each, following a standard format of four or five articles, a short editorial, reviews and shorter notes in a 'Forum'.

The publishers define archaeological sites as 'any site that is no longer inhabited, either an excavated site or a standing ruin'. Although this is broad enough in itself it could be taken to exclude below-ground sites. Some readers may also consider that the journal is too concerned with monumental and 'public' heritage sites.

The journal's content has matured considerably even within the space of the four issues of vol 1. The main articles in nos 1 and 2 focused on technical matters such as *in situ* conservation of plaster on ruins or the preservation of structures in excavations. In general they adopted an architect's view of the subject. No 3, however, began to introduce wider issues, such as the conservation of landscapes and villages as well as individual sites (as in a paper by Tom Clare), and the ethics of heritage management in Zimbabwe (as described by Gilbert Pwiti in 'Let the ancestors rest in peace?'), which may have more relevance than we like to think to conservation issues in our own country.

No 4 was largely devoted to theoretical discussion of the World Heritage list and its slightly difficult selection criteria of 'outstanding universal value', all of which lifts the journal to a higher level. A journal where new techniques can be described is of course much-needed, but the need for a journal of theory and ideas is perhaps even more pressing. So far this new journal has managed to be both of these things.

Perhaps the most valuable aspect of the journal is that it is global in coverage. Apart from several articles devoted to the World Heritage list (of which that by Sarah Titchen in no 4 is the most thought-provoking), the first volume has drawn papers from most regions of the world. Vol 1 includes four papers each about the Mediterranean region and Africa, three from North America and papers on Australia, Siberia and the UK. This approach is one of the journal's greatest attractions.

As always, the content of a journal, no matter how energetic the editors, depends largely on the quality of papers received. I am sure the editors will be pleased to hear from potential contributors: it is important that the empty niche which this journal has identified continues to be filled.

Graham Fairclough

Head of Monuments Protection Team

NOTES

The English Heritage internet site

English Heritage now has a new Internet site, which can be accessed on http://www.english-heritage.org.uk.
The site contains general information on EH and our activities with pages for our conservation work in archaeology, listing, scheduling, looking after buildings, conservation areas and places of worship. There is also information on visits to our top 50 properties, on our education services, on our publications (including a full catalogue), on our 1997 events programmes, a hot news page and details of how to join English Heritage.
This new site is in addition to our archaeological presence on the Internet, at http://www.eng-h.gov.uk.

World Heritage Site conference

1997 marks 25 years since the signing of the World Heritage Convention and English Heritage is hosting a conference to mark the occasion at the QEII Centre, Westminster, on 21 October 1997 on the theme 'The Management of World Heritage Sites'. The morning session will focus on international experience of World Heritage Site management, and in the afternoon will cover some of the approaches being adopted at the English sites, focusing on issues such as sustainable green tourism and community involvement. Chaired by Sir Jocelyn Stevens, it is hoped that the day will include a keynote speech by the Secretary of State. Details from Katie Mills, Room 323, English Heritage, 23 Savile Row, London W1X 1AB. Tel 0171 973 3020.

Public Monuments and the Millennium

A joint conference of English Heritage and the UKIC London, 20–22 May 1998
Environmental issues are central to the many schemes planned to mark the Millennium. The re-evaluation and regeneration of public spaces falls within this category and central to this are the monuments and sculpture that occupy these spaces. Regarded as enduring features of the built environment these objects are of great historic, artistic and social value.
The Architectural Conservation Team of EH and the Stone and Metal Sections of the UK Institute for Conservation are holding an international conference to discuss the conservation of public monuments. Topics include the philosophical and political issues associated with monument building and practical aspects of conservation and maintenance. Speakers will include specialists representing a wide variety of disciplines from both the UK and abroad.
The conference should interest all those concerned with the welfare of public monuments and sculpture including conservators, planners, artists, art historians, critics and students. The conference will also include guided tours to public monuments. Details from: *Jeanne Marie Teutonico, English Heritage, 23 Savile Row, London W1X 1AB, tel: 0171 973 3156, fax: 0171 973 3249 or Angust Lawrence (UKIC), Holdern Conservation, 6 Warple Mews, London W3 ORF, tel: 0181 740 1203, fax: 0181 749 8356*

Hybrid mortar mixes

English Heritage's policies toward techniques of repair, maintenance and conservation of historic building materials and construction are outlined in C Brereton's, *The repair of historic buildings: advice on principles and method* (2nd ed), published by EH (1995) and *Practical building conservation technical handbooks*, vols 1–5, by J & N Ashurst, Gower Technical Press (1988).

Occasionally, there is a need to offer supplementary or updated guidance to the public to take account of new developments between the revision of editions. This is now achieved through Technical Policy Statements such as the one just published regarding hybrid mortar mixes containing a blend of both non-hydraulic and hydraulic lime binders.*

In recent years, much conservation work has been carried out with mortars based on *non-hydraulic* lime, sometimes modified with various pozzolanic additives. Much of this work has been successful and with the reappearance hydraulic limes in the commercial marketplace, *hydraulic* limes have found increasing use in specifications for building repair and conservation.

It is against this background that there has been an increase in the specification of 'hybrid' mixes involving the use of both non-hydraulic and hydraulic limes. On a theoretical level, such mixes would seem at first sight to offer the advantages of both materials. The mixes can be described as 'lime based' and would seem to profit from both the plasticity/lower strength of the non-hydraulic lime and the hydraulicity/faster set of the hydraulic lime, without reliance on artificial cements.

However, there is no historic precedent in the UK for such blends and we know little about their behaviour. There is no British or European standard for their use. In addition, there have been a number of recent failures involving such non-hydraulic lime: hydraulic lime mixes. While it is not possible to blame the use of hybrid mixes alone, this may have been a contributing factor that needs further investigation.

We need to know more about the composition of particular hydraulic limes, and more about the interaction between non-hydraulic and hydraulic limes before we can make decisions about the specification of non-hydraulic lime:hydraulic lime blends. Therefore, pending the outcome of scientific investigations, we have recommended that hybrid mixes which involve blends of non-hydraulic lime and hydraulic lime should not be specified, and advised that there will be a moratorium on the approval of such mixes in any grant-aided work in which we are involved. The one-year moratorium commenced on 15 June 1997. This moratorium applies only to non-hydraulic lime:hydraulic lime mixes. It does not apply to mixes involving non-hydraulic limes and pozzolans, nor to mixes based solely on hydraulic lime, nor to non-hydraulic lime mixes gauged with Ordinary Portland cement (in appropriate cases).

The renewed commercial availability of hydraulic limes is greatly welcomed as these materials will have a useful role in building conservation if they are well understood and properly specified.

In their current forms, hydraulic limes are relatively new products in the UK, and there is little objective data available on their characteristics. Not all hydraulic limes are the same, and the lack of an agreed standard makes comparison among products difficult.

The failures associated with hybrid mixes seem related to problems with specifications, with workmanship and with materials. As successor to its Smeaton Research Project (AC1), English Heritage's Architectural Conservation Team is now carrying out investigations into the characteristics and performance of hydraulic lime mortars (utilising currently available commercial products) and of 'hybrid' mortars where non-hydraulic and hydraulic limes are utilised in the same mix. The results will be published in 1998, and a review of the moratorium will be issued subsequently.

**Hybrid mortar mixes containing a blend of both non-hydraulic lime and hydraulic lime binders, a policy statement*. For a copy, contact English Heritage, Customer Services, 429 Oxford St, London W1R 2HD, tel 0171 973 3434, quoting product code XH20061.

Register of Buildings at Risk in Greater London

The seventh edition of the *Register of buildings at risk in Greater London**, published in April, contains 789 entries, of which 30 are Grade I, 60 Grade II* and the ' rest Grade II. Also included are historic cemeteries and churchyards where there is major disrepair.

The *Register's* continuing purpose is to provide a focus for action and the initiative has proved very successful: some 65% of the 1,000 entries on the 1991 *Register* have since been removed.

Several major repair projects have reached completion this year with the help of substantial English Heritage grants, enabling the removal of the buildings from the *Register*. Among these are the Grade II* Round Chapel in Hackney, restored for arts use by the Hackney Historic Buildings Trust. Repairs are almost complete to the Grade I House Mill, Bromley by Bow, with a total English Heritage grant of £617,000. The Grade II* Dissenters' Chapel at Kensal Green Cemetery has been repaired by the Historic Chapels Trust and opened to the public, funded by English Heritage, City Challenge and Heritage Lottery. At Highgate Cemetery, works have been completed to the Grade I Egyptian Avenue, Circle of Lebanon and Columbarium.

The Heritage Lottery Fund has offered a new lease of life for some buildings whose future had looked bleak. One such case is Thorpe Coombe House, Walthamstow, a substantial Grade II, 18th-century house within a 1930s hospital complex. Here, the lack of a viable use was not the issue as the building had been used as offices until major structural problems became evident. Heritage of London Trust Operations, a building preservation trust set up in 1993 with a London-wide remit for rescuing buildings at risk, has secured £258,000 Lottery funding with additional EH grant to repair the building and lease it back to the health authority as offices.

Many buildings at risk are in public parks, eg derelict lodges, garden features and bandstands. Among the first tranche of successful bids made by local authorities for funds from the Heritage Lottery Urban Parks Programme are Well Hall Pleasaunce, Greenwich, a former 16th-century moated site, and St Pancras Gardens, Camden, a former burial ground, both of which are included in the Register of Parks and Gardens of Special Historic Interest.

In London, English Heritage has parallel statutory powers with local authorities. We have considerable experience in serving Urgent Works and Repairs Notices in some of the most important BAR cases, including some council-owned buildings. We are currently producing guidance on Urgent Works Notices, for the benefit of local authorities, which we aim to issue later this year.

In February 1996 we served a Repairs Notice, followed by a CPO, on Chandos House, a Grade I townhouse by Robert Adam, which had stood empty for years. Original chimneypieces had been stolen and the fine plaster ceilings were threatened by dry rot. The owners are now carrying out repairs and full refurbishment proposals are expected shortly.

On a more modest scale is 143 Lower Clapton Road, Hackney, a Grade II house of *c*1760 which we purchased in October 1995 following the service of a repairs notice and subsequent CPO, by eventual agreement with the owner. It had been derelict for many years and had severe structural problems. Although there were potential purchasers we decided to carry out repairs to the external envelope and to market the property in a structurally sound condition, with consents for residential or mixed use. The works were funded from the London grant scheme for BARs, and with the help of a £10,000 grant from Hackney Council. The house was sold in March and its conversion to flats is nearing completion.

Normally, we would not intervene to this level on a privately-owned Grade II-listed building. However, the exceptional problems in this case demanded the range of in-house resources and expertise that we have at our disposal. The exercise provided invaluable experience for ourselves, not least in demonstrating that the use of statutory powers need not result in a long-term burden, even in the rare instances where a Repairs Notice does lead to a CPO.

Conservation agreements have been finalised with 31 of 33 London boroughs and, as part of our commitment to strengthen expertise at a local level, buildings at risk posts are being part-funded by EH in Islington, Hackney and Camden. We continue to take the lead on Grade I and II* BARs, those in council/public ownership and, in selected cases only, Grade Its which present particularly intractable problems beyond the resources of the local authority, such as 143 Lower Clapton Road. Our key priority will be to resolve the issue of council and publicly-owned BARs, which comprise some 20% of entries on the Register.
The reuse of historic buildings is now widely recognised as being a major impetus to urban regeneration. Many of the principal historic arterial routes out of London are still lined with coherent groups of 18th- and 19th-century buildings, often obscured at street level behind later projecting shopfronts which were built on the original garden frontages. Few of these groups are listed, and many are not in conservation areas, but they often retain good interiors, having been used as dead storage for many years. Some run through old village cores with surviving groups of earlier buildings. Almost all are underused or neglected and could be put to better use by housing associations or student housing groups. In addition, as corridors of movement for workers, residents and visitors, they have a major impact on perceptions of London as a world city. In the East End, the remaining historic identity of entire districts is defined primarily by these corridors, rather than their hinterlands, which have so often been developed.
Accordingly, under the 'Historic Corridors' initiative, we are developing dynamic pilot projects with Tower Hamlets Council for the Whitechapel Road/Mile End/Bow Road corridor, with Hackney for Kingsland Road and with Haringey for Tottenham High Road. The aim is to highlight conservation as a focus for urban regeneration and to pull together all interested parties to combine SRB funding with CAP schemes, Heritage Lottery funding and other sources.
**Copies of the Register (£5 each, inc p&p), are available from Bob Brabner, 0171 973 3727*

143 Lower Clapton Rd, Hackney, Grade II, c1760, with later additions: incorporates remains of an earlier timber-framed structure; purchased by English Heritage in October 1995 following a Repairs Notice and Compulsory Order

The Dissenters' Chapel, Kensal Green Cemetery, Grade II, 1833: restored by the Historic Chapels Trust for use as a visitor centre, funded by English Heritage, City Challenge and Heritage Lottery*

The Round Chapel, Hackney: interior, Grade II, 1869–71: restored by the Hackney Historic Buildings Trust for arts use, with grant aid from English Heritage*

Delcia Keate

Buildings at Risk Adviser, London & South East Region

New definition for archaeological finds

The Treasure Act comes into force soon and replaces the common law of treasure trove in England, Wales and N Ireland. Simultaneously, the Department of Culture, Media and Sport is funding pilot schemes to record archaeological finds. Dr Roger Bland explains

A Roman jeweller's hoard from Snettisham in Norfolk (now in the British Museum) found with a metal detector in 1986: only the precious-metal objects could be declared treasure

trove, so that the 110 unmounted gems, the bronze coins and the pot, which were archaeologically among the most important objects in the find, were not treasure trove
A Code of Practice on the new Treasure Act (which comes into force on 24 September) sets out the new procedures in detail (a separate Code has been drawn up for N Ireland). It provides guidance for detectorists, sets out the guidelines on the payment of rewards and gives advice on the care of finds. Over 20,000 copies will be distributed in August, with a leaflet summarising the main points and a series of inserts setting out arrangements for reporting finds. Free copies of both documents may be obtained from the DCMS.

The Treasure Act

The old common law of treasure trove was riddled with anomalies. The new Act has three main aims:
1 To change the definition of treasure by providing an objective definition and by removing the need to prove that objects must have been intentionally buried
2 To streamline the system of administration
3 To make the law enforceable by providing a new offence for the non-declaration of treasure
The following finds come within the new definition of treasure under the Act if they are found after 23 Sept:
1 *Objects other than coins:* any object other than a coin, provided that it contains at least 10 per cent of gold or silver and is at least 300 years old when found.
2 *Coins:* all coins from the 'same find', provided that they are at least 300 years old when found; but if the coins contain less than 10 per cent of gold or silver there must be at least 10 coins. An object or coin is part of the 'same find' as another object or coin if it is found in the same place as, or had previously been left with, the other object. Only the following groups of coins will normally be regarded as coming from the 'same find': (a) hoards, which have been deliberately hidden; (b) smaller groups of coins, eg the contents of purses, which may have been dropped or lost and (c) votive or ritual deposits. Single coins found on their own are not treasure and groups of coins lost one by one, for example those found on settlement sites or on fair sites, will not normally be treasure.
3 *Associated objects:* any object, whatever it is made of, that is found in the same place as, or that had previously been with, another object that is treasure.
4 *Objects that would have been treasure trove:* any object that would previously have been treasure trove, but that does not fall within the specific categories given above. These objects have to be made substantially of gold or silver; they have to have been buried with the intention of recovery and their owners or their heirs cannot be traced.
The following types of finds are not treasure:
objects whose owners can be traced
unworked natural objects, including human and animal remains, even when found with treasure
objects from the foreshore that are not wreck
Finders are advised that if they are in any doubt they should report their find.

The requirement to report finds of treasure

The Act requires finders to report treasure to the coroner for the district in which it has been found, either within 14 days of making the find or within 14 days of their having realised that the find might be treasure, for example as a result of having had it identified. The obligation to report finds also applies to archaeologists, and there is a maximum penalty of three months' imprisonment or a fine of £5,000 for failing to report a find of treasure without reasonable excuse. The obligation to report a find rests with the finder and not with a third party, such as an archaeologist or museum curator to whom the find may have been shown.

Administrative procedures for finds

The Code of Practice states that finds may be reported to the coroner by letter, telephone or fax. The coroner will acknowledge the report and will give the finder instructions as to where the find should be delivered (normally to a local museum or archaeological body). Local agreements are being drawn up for each coroner's district in England and Wales to provide the coroner with a list of museums and archaeological organisations and the Department of Culture, Media and Sport is publishing a series of leaflets, roughly one for each county of England and one for Wales, listing the relevant coroners, museums and archaeological services in each area. The body receiving the find will notify the Sites and Monuments Record as soon as possible (if that has not already been done), so that the site where the find was made can be investigated by archaeologists if necessary. A list of all Sites and Monuments Records is included in the Code.

If the object is not treasure, the archaeological body or museum will inform the coroner who will normally give directions that the find should be returned. If, however, the curator or archaeologist believes that the find may be treasure he will inform the British Museum (BM) or the National Museums & Galleries of Wales (NMGW) and curators at these institutions will then decide whether the national or any other museum may wish to acquire it. If no museum wishes to acquire the find, the Secretary of State will be able to disclaim it. When this happens, the coroner will notify the occupier and landowner that he intends to return the object to the finder after 28 days unless he receives an objection. If an objection is raised, the find will be retained until the dispute is settled.

If a museum does wish to acquire part or all of the find, then the coroner will hold an inquest to decide whether the find is treasure. The coroner has the duty of informing the finder, occupier and landowner and they will be able to question witnesses at the inquest. If the find is declared to be treasure it will then be taken to the BM or the NMGW so that it can be valued.

The Code of Practice states that finders should receive a reward within a year of having delivered their find, although this may take longer in the case of very large finds. If no museum wants to acquire the find it should be disclaimed within six months or within three months if it is a single object.

Finds of treasure made by archaeologists

As noted above, the duty to report finds applies equally to objects found during archaeological excavations. However, in order to minimise any additional burden on archaeologists there is a special procedure. The Code of Practice states that one member of the excavation team may take the responsibility for informing the coroner and it also states that, according to the local arrangements that have been agreed in each coroner's district, it should normally be possible for the coroner to direct that the find should remain with the archaeological organisation concerned. That organisation will then need to inform the BM or NMGW of any finds of treasure so that curators at these institutions will be able to recommend that the finds should be disclaimed without the need to hold an inquest. Lastly, the Code states that there is a presumption that objects of treasure found during the course of archaeological excavations will be kept with the rest of the archaeological archive.

Valuations

Any find of treasure that a museum wishes to acquire must be valued by the Treasure Valuation Committee, which consists of independent experts. The Committee will commission a valuation from one or more experts. All interested parties will be able to comment on the valuation and may submit their own valuations before the Committee makes its recommendation. An appeal may be made to the Secretary of State.

Rewards

The guidelines on the payment of rewards are set out in full in the Code of Practice, but the main points are:

where the finder has permission to be on the land, the rewards should continue to be paid in full to him or her; the burden of proof as to whether he or she has permission will rest with the finder. If the finder makes an agreement with the occupier/landowner to share a reward, the Secretary of State will normally follow it

if the finder does not remove the whole of a find from the ground, but allows archaeologists to excavate the remainder of the find, the original finder will normally be eligible for a reward for the whole find

rewards will not normally be payable when the find is made by an archaeologist

where the finder has committed an offence in relation to a find, or has trespassed, or has not followed best practice as set out in the Code of Practice, he may expect no reward or a reduced reward. In such cases, the landowner or occupier will be eligible for any reward

The initiative for the voluntary recording of all finds

It is likely that the Act will only increase the number of objects that receive legal protection from perhaps two per cent to four per cent. For this reason, in 1996, the then DNH published *Portable antiquities, a discussion document*, in which it noted that it saw reform of treasure trove as one part of a two-fold approach.

The document made a distinction between the public acquisition of finds, which the Act addresses, and the recording of finds, which it attempts to tackle. It quoted a recent survey which suggested that perhaps as many as 400,000 archaeological objects a year are being discovered and that only a small percentage are being recorded. The document confirmed that the Government accepted that there was an urgent need to improve this situation and set out proposals for voluntary or compulsory schemes for the reporting of finds that fall outside the scope of treasure trove.

A total of 174 responses was received. They all agreed that the recording of all archaeological finds was important and that current arrangements should be improved, preferably with a voluntary system.

Pilot schemes

As a result, the DNH announced in December 1996 that it would fund pilot schemes in up to five regions of England to run for a period of two years from September with an initial grant of £55,000 to cover the eight-month period that falls within this financial year. The scheme will be coordinated directly by the DCMS, and the funds will be channelled through the Museums and Galleries Commission. The money will go towards employing staff to record finds so that an accurate estimate can be made of the resources that would be needed to extend the scheme across the whole country.

The DCMS invited expressions of interest in the pilot schemes from museum and archaeological bodies and received over 50 bids from organisations nationwide. Grants would be made to fund full-time posts based at Kent County Council, Norfolk Museums Service, the National Museums and Galleries on Merseyside and a post shared between the Yorkshire Museum and the York Archaeological Trust, with a part-time post at North Lincolnshire District Museum. In addition the BM has agreed to fund an additional full-time post at the West Midlands Regional Museum Council.

The pilot schemes are only the first stage of the project. If they prove worthwhile the intention is to move to a national scheme when the pilots come to an end in 1999. This project has enormous academic and archaeological potential. However, it will also be essential to demonstrate the benefits to the general public. This should be possible

through the use of computer technology to make the information publicly accessible and also through a programme of publications making use of the information.
The DCMS believes that cooperation between archaeologists and detectorists is the way forward and together the Treasure Act and the voluntary scheme offer a golden opportunity to make a fresh start to everyone's benefit.

Bronze Age gold torc from Monkton Deverill, Wiltshire (now in Salisbury and South Wiltshire Museum). The tore was the subject of a long and costly process of litigation to determine whether it was more likely to have been buried deliberately (in which case it would be treasure trove) or to have been an accidental loss or a votive deposit (in which case it would not)

The helmet from the Anglo-Saxon ship burial at Sutton Boo: an inquest was held on these finds in 1939, but the jury decided that they were not treasure trove because they had not been buried with the intention of recovery. They were donated to the BM through the generosity of the landowner, Mrs Pretty

Dr Roger Bland

Treasure Trove liaison officer, Department of Coins and Medals, British Museum; Advisor on Treasure to the DCMS

Appraising conservation areas

English Heritage has recently issued guidance on appraising the character and appearance of conservation areas. Geoff Noble sets out its purpose

Little Germany, Bradford: Bradford's worsted warehouses bring together geology, topography and function to create an imposing street architecture

Romsey, Hampshire: small market towns were in the first wave of conservation area designations. Many early boundaries were tightly drawn and have since been extended

A local concept

Conservation areas, with green belts and the new towns programme, stand as one of the great achievements of post-war town planning. Unlike comparable measures in other countries, conservation areas in Britain are not designated by central government. It has always been at the heart of the concept that each local authority should identify its own areas of special interest, and make efforts to preserve or enhance them.
Some 30 years have passed since the Civic Amenities Act, and every local authority in England has found at least one area of special architectural or historic interest within its boundaries. Some richly endowed authorities, such as the Cotswold District Council, are

well into three figures. Others, including the Royal Borough of Kensington and Chelsea and the former Bath City Council, are now made up almost entirely of conservation areas. As conservation areas have reached their maturity, it is inevitable that questions should be asked about their numbers and their effectiveness. Early conservation areas were often tightly drawn, scooping up the prettiest buildings, but neglecting the often rich and subtle hinterland behind the main frontages. These boundaries are rightly being extended. Elsewhere, where there has been an unexpected degree of change, the lines have been redrawn or even, in rare cases, de-designated.

Diversity and comparability

Conservation areas vary greatly in extent and character, as befits the richness of England's urban and rural landscape. The formality of a Georgian square, the richness of a medieval market place, the bustle of a Victorian high street or the understated domesticity of an Edwardian suburb; a cluster of 19th-century warehouses along a canal, or the scatter of field barns and stone walls across the sweep of a glacial valley – all of these and more are to be found among our conservation areas.

Such diversity is to be celebrated, but it raises questions of comparability and how the decision to designate was made. It has also long been clear that the simple act of marking a line on a map is no substitute for concerted action to preserve or enhance an area's special quality. English Heritage believes that the starting point for conservation area management should be a considered appraisal of those particular attributes that prompted designation. The extra weight now given to development plans and their policies may have boosted the status of conservation areas, but it has also underlined the need for conservation areas to be rational and defensible.

In preparing its new guidance leaflet*, English Heritage consulted various national bodies including the RTPI, the English Historic Towns Forum and the Association of Conservation Officers (now the Institute of Historic Building Conservation). A cross-section of local authorities was also canvassed for their experience. The guidance emphasises the need to be as analytical as possible, avoiding subjective judgements and lengthy description. In the spirit of the local roots of conservation areas, we have not proposed a common blueprint, but have instead set out a checklist to be used in putting together an appraisal. It was recognised that for small or very simple conservation areas, an assessment can probably be completed swiftly and briefly; larger, more complex areas, with varied character and many overlays of development, will call for weightier analysis. Imaginative use of graphics is encouraged, but this will depend on the resources to hand.

Defining local distinctiveness

The emphasis in any appraisal should be on defining local distinctiveness, noting the qualities that are typical of the area, as well as those that make it special. The checklist includes:

origins and development of the area
prevailing or former uses (eg as in a mill town)
archaeological significance of the area
contribution made by key buildings
character and relationship of open spaces within or around the area
building materials, colours and textures
local details
problems – gap sites, disfiguring scars, bad neighbours

English Heritage recognises that the job of appraising all the existing conservation areas that lack studies cannot be done overnight. Appraisals should be made for new or extended conservation areas as a matter of course, but for the remainder priorities must

be set. We suggest that in the first instance, planning authorities should concentrate on areas under greatest pressure – typically, the high streets or commercial areas.
We have drawn on published examples and used some of these as illustrations. The leaflet is far from the final word on the subject and we look forward to following the experience of authorities as more appraisals are produced in due course. Further guidance on this subject from the English Historic Towns Forum is keenly awaited.
* *Conservation area appraisals: defining architectural or historic interest of Conservation Areas* (1997) *For copies please contact English Heritage, Customer Services, 429 Oxford Street, London WIR 2HD; tel 0171 973 3434*

Geoff Noble

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