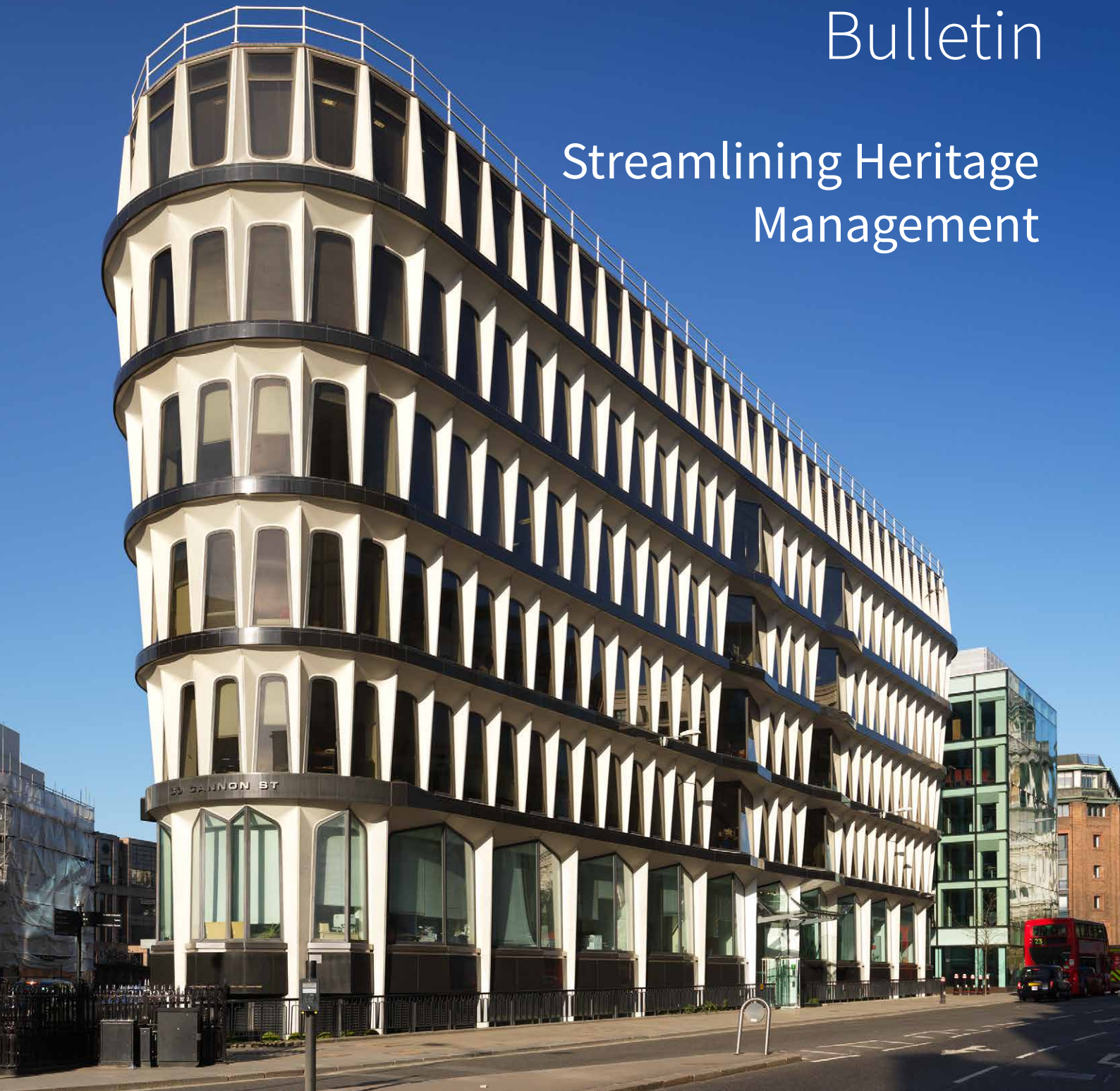


Conservation

Bulletin

Streamlining Heritage
Management



Historic England

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Conservation Bulletin is published twice a year by Historic England and circulated free of charge to more than 5,000 conservation specialists, opinion-formers and decision-makers. Its purpose is to communicate new ideas and advice to everyone concerned with the understanding, management and public enjoyment of England's rich and diverse historic environment.

When you have finished with this copy of *Conservation Bulletin*, do please pass it on. And if you would like to be added to our electronic mailing list, or to change your current subscription details, just contact us on 0370 333 0607 or at mailinglist@HistoricEngland.org.uk



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Former Credit Lyonnais building, 30 Cannon Street, London.
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Historic Environment: Context, Current Status & Instruments

Editorial: heritage challenges in the modern world.



John Penrose, MP
formerly Minister for
Tourism and Heritage

‘Revolutionary’ isn’t a word we like very much in heritage circles, unless it’s describing something from the Civil War I suppose, but it’s the only way to describe what’s happened at English Heritage. And in this case the changes introduced by English Heritage’s excellent predecessor Simon Thurley, to split English Heritage’s hugely important properties – everything from Stonehenge and Old Sarum to Rievaulx Abbey and Tintagel Castle – and its equally vital job as the country’s official regulator charged with protecting our wonderful listed buildings and monuments, are a thoroughly good thing. The properties, publicly owned but managed by an independent charity, have attracted most attention because they’re going to become nothing less than a second National Trust, so Kate Mavor will have her hands full as she starts the job of managing them. But Historic England has got some pretty big challenges on its plate too, so I thought it might appreciate a couple of possible solutions to a few of the problems in its in-tray.

Firstly, you’ve got a big problem with falling numbers and – with honourable exceptions – eroding quality of conservation officers in local councils from Cornwall to Cumbria. Expecting the political tooth-fairy to wave a magic wand and reverse this trend is, I’m afraid, wishful thinking no matter who wins the election on May 7th. So you need to find alternative sources of high-quality local heritage expertise to make sure

that the thousands of day-to-day heritage works, on everything from repositioning historic road signs to approving repairs on sash windows in a listed private house, are done sympathetically and well. Fortunately there’s a flock of specialist heritage architects and surveyors with the qualifications, experience and love of heritage who would gladly fill the gap for you, if you’re willing to create a professional accreditation system with enough credibility and independence to be trusted by your own officials in Historic England and by local councils and owners of heritage properties. There’s a crying need and, if you build it, they will come.

What else? Well, there’s a contradiction at the heart of Historic England’s approach to tall buildings. New building techniques and limited city-centre space mean that enormous, skyscraping designs are increasingly jostling for our attention next to smaller heritage gems. Whether it’s the Shard in the background of all those tourist snaps of the Tower of London, or the planned new towers near Liverpool’s World Heritage dock-front, the shock of tall, bold, modern buildings imposing themselves on smaller, nearby old ones is only going to increase.

It isn’t only a British problem, of course. It’s cropping up right across Europe in historic city centres, and in fast-growing Asian countries where ancient civilisations and fast economic growth co-exist. And, so far, the international heritage response has been a bit of a mess. Some people simply oppose anything which might change a historic skyline at all; others try to create little islands of modernity by concentrating tall buildings in high-rise clusters (that was the answer last time Historic England and CABI looked at it here, incidentally); and others just let everything happen cheek-by-jowl in the modern equivalent of a higgledy-piggledy organic medieval street plan.

This won't do. We could be allowing irreparable damage to international heritage jewels or, alternatively, letting cultural timidity stunt wonderful new buildings which will reshape our cityscapes and form the backbone of tomorrow's grade-1 listed structures. It's a problem that's crying out for some strong, thoughtful, leadership from internationally respected experts: just the sort of people you employ in Historic England, in fact. So I'd suggest you get your best people cracking, alongside other international experts from UNESCO and elsewhere, on trying to figure out precisely what makes an urban cityscape or view worth preserving, and what doesn't. Things like when and how new buildings can form a backdrop to frame an old one, and when they obstruct or overpower it; what makes a skyline genuinely unique rather than just comfortingly familiar; or how to work with local topography to accentuate the parts of a view that matter, and hide the bits that don't. It won't be easy, of course, but you've already done it for individual buildings; Historic England has long published the 'Principles of Selection' which you use to decide which individual structures are important enough to deserve Listing. Now

you need the equivalent for the groups of structures that make up our cityscapes and urban views as well.

So that's two problems – one big, the other even bigger – plus their potential solutions, for your in-tray. There are lots more too, I'm sure, so here's a comforting thought as you grapple with them: the level of support for our heritage, whether it's from neighbours in local communities or through national and international politics, has probably never been stronger. Whether it's driven by an appreciation of what heritage can do for business sectors like tourism, or simply by a desire to understand and preserve a local community's historical roots through the clues embedded in the stones and timbers of its oldest buildings, you have a deep well of goodwill to draw on. Congratulations on landing one of the best, but most difficult, jobs in heritage and good luck as you go forward. ■

This article was written and submitted before the election and the appointment of John Penrose as Minister for Constitutional Reform.

Heritage regeneration schemes: what future in an era of Government cuts?



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While historic buildings can teach us much about our country's rich and complex past, breathing new life into the historic built environment allows heritage assets to make a meaningful cultural and economic contribution in the present day and long into the future.

Regenerating a heritage asset opens up an area's history and gives renewed purpose to a building. It provides a focal point for development and can be used to attract further inward investment – research shows that new

jobs are created, new businesses are born and that spending in the wider area increases. And at a human level, sensitive reuse or adaptation increases feelings of community involvement and enriches an area's image and reputation.

A perfect example can be found in St Peter's Square in central Manchester's conservation area, where a new office and retail building has been sensitively integrated with the extensive refurbishment of the Grade II* listed Manchester Central Library, not to mention the nearby Grade I listed Town Hall. Developers Argent and their partners worked closely with the local authority and Historic England to ensure that the new One St Peter's Square building captured the essence of this grand civic space, and the results are immediately apparent in the way that its classical, limestone-clad facade reflects the portico of the library opposite. This partnership working was essential to achieving the successful integration of old and new, to rejuvenating the heritage asset and attracting international investment to the city.



Elisabeth House, Manchester, a 1960s office block which had weathered badly, become derelict and was demolished in 2012.
© Elisabeth House General Partner Limited



One St Peter's Square.
© Argent

These benefits are recognised by central Government, at least in policy terms. The National Planning Policy Framework reaffirms the importance of protecting the value of historic buildings while ensuring that new, viable uses consistent with their conservation are encouraged. A wider shift in attitudes from “protection at all costs” to “constructive conservation”, led in no small part by the work of Historic England among others, has been extremely helpful.

However, flagship regeneration schemes such as St Peter's Square could themselves soon become a thing of the past due to extensive public sector cuts, which continue to hit the heritage sector disproportionately hard. Since 2006, the number of full-time historic environment specialists advising local government has been reduced by over one third. And, because councils in deprived areas are often heavily reliant on grants from central Government, their communities are likely to suffer even more as the money dries up. The result is that the opportunity to successfully integrate the historic environment with new regeneration schemes is most threatened in areas where they are most needed.

It is widely accepted that the financial situation for local authorities is unlikely to significantly improve in the near future. This means we need to find innovative ways of working with what we have, and making the current heritage system as effective and efficient as possible. So what needs to be done?

Developers of course need to engage at an early stage with Historic England, the local authority and community interest groups to encourage understanding of, and support for, their project. Conversely, local communities should appreciate that there must be a viable future use for a building in order for a developer to support high-quality refurbishment, secure a reasonable return on its investment and ensure the long-term maintenance of buildings and their associated public spaces.

Perhaps most importantly, central Government must create the conditions that allow this investment to take place. This means providing a clear framework for how the regeneration of heritage assets is to be paid for as it continues to cut funding for local authorities and its own spending on safeguarding historic buildings.

Work done by Historic England, the British Property Federation and others has been instrumental in encouraging a more constructive dialogue between local partners. The benefits to places and to people, as in Manchester, have been profound. However, the funding challenge means we must continue to innovate and to promote the value of heritage and the advantage of effective local authority working on heritage matters. If we do not do this, the benefits to communities and to local economies could soon be history. ■

More from less in heritage management



Dai Larner

Executive Director – Place,
High Peak Borough Council
& Staffordshire Moorlands
District Council

The High Peak area of Derbyshire occupies the extreme north-west corner of the East Midlands region and marks the transition between the wilder moorland landscapes of the Peak District through to the picturesque towns and villages bordering Cheshire and Greater Manchester. With a total population of just over 90,000, the area includes the spa town of Buxton at its southern end and the mill towns of Glossop and New Mills in the north.

Although part of rural Derbyshire, the area has in many ways looked towards Manchester and the north west where many of our residents work. The Borough Council has always been a small authority which has had to address some big issues and, by the immediate post millennial period, we needed a new approach to meet our challenges. So it was in this context that, two years later and triggered by our vacant Chief Executive post, the Council entered into a Strategic Alliance with its neighbour - Staffordshire Moorlands District Council.

The Alliance priorities were to sustain front-line services and to maintain or improve the performance of priority Council services. Initially significant savings were made in the cost of management but soon we moved to a sharing of services. This realised substantial savings and focused our work on what mattered to residents. By the time of the Comprehensive Spending Review (CSR) in 2010, both Councils were better prepared to meet stringent efficiency targets because we had established a culture of efficiency and transformation.

The need to meet the CSR efficiency targets led, through a combination of outsourcing services, voluntary redundancy and early retirement,



Vision of the new rooftop swimming pool at the Grade I listed Crescent hotel and spa, Buxton © Buxton Crescent Hotel & Thermal Spa Co Ltd

to a reduction in staff from 2,000 to fewer than 500. Despite this, services improved.

Our Medium Term Financial Plans now forecast a period of relative stability for both Councils in staffing and finance. We have reduced our dependency on government grant. In High Peak, this has been achieved by:

- Increasing revenue income by growing our visitor numbers (even during the recession) through investment in trails, visitor attractions and festivals;
- Securing income from the abstraction and sale of Buxton's famous natural mineral water;
- A strategic focus on growth and town-centre regeneration resulting in more retained business rates and a new homes bonus.

In looking to regenerate its town centres, High Peak has also had to face such weighty problems as finding new uses for some of Buxton's legacy spa buildings and the redundant cotton mills of Glossop and New Mills.

So how have we done this? Our regeneration team provides a one-stop shop for planning policy, conservation, design, tourism, economic development, major planning allocations and strategic housing. Officers work flexibly – not only across the two Alliance Councils but also on project work that cuts across traditional specialisms. Together with a common project management approach, this flexibility has allowed resources to be moved to where they are most needed. In addition, the Council has:

- Invested considerable resources into its “open for business” approach to create a fast track for job-creating investment;
- Established an exemplary role for heritage-led regeneration by putting conservation at the heart of place making and the development of sustainable historic assets;
- Championed successful partnerships by working with Historic England, the Heritage Lottery Fund, the Local Enterprise Partnership, the University of Derby, Derbyshire County Council, private sector partners and, critically, the local communities.

Making well considered and well managed capital investments in order to derive a longer- term revenue income is important to us. We bring in specialist project management and advisory resources as and when needed to augment the considerable skills of our in-house team. We have also:

- Established a Growth Fund to support local firms, create new jobs and secure a greater revenue return in the form of retained business rates;
- Engaged local communities in an open conversation about what sort of place they want their town to be, and facilitated a communal effort to deliver the agreed vision;
- Transformed Buxton with an £83 million heritage-led regeneration programme in partnership with the Heritage Lottery Fund and Historic England

so as to realise the community’s vision to become *England’s leading spa town*;

- Completed a £5.65 million combined Glossop Townscape Heritage Initiative and Liveability project which has delivered public realm improvements and a rejuvenated town centre through grant-supported shopfront restoration projects. As a consequence 95% of shops in our high streets are occupied.

We have also reduced the office space the Council occupies. But we have retained and invested in the historic buildings which we occupy to provide modern flexible accommodation for our staff. We also continue to invest in our heritage to improve facilities that residents want. For example, the local community gave £800,000 to our new £2.1m theatre in Pavilion Gardens.

The Alliance has accelerated this change through a flexible use of resources, a culture of innovation driven by financial necessity, and a relentless focus on the priorities of our residents. Our communities want us to be diligent custodians of their built heritage.

Reduced staff resources have been replaced by a growing resource from within our community. It was particularly satisfying when the Council was invited to speak at a conference about delivering Buxton’s vision. We were the guests and the Town Team were the hosts. We might once have expected it to be the other way around. ■



View over Buxton. © High Peak Borough Council & Staffordshire Moorlands District Council

Response from the Chief Executive to John Penrose MP



Duncan Wilson
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Dear John,
Thank you for your words of welcome to Historic England, and thank you for the gauntlet – indeed pair of them – you have thrown down to me as I start work as its Chief Executive; you have certainly not underestimated the scale of the challenge! Falling local authority conservation resources and the challenges posed by tall buildings typify some of the big themes that Historic England will have to address as we start to make our mark.

The world is moving very fast for those of us in the heritage business: Historic England has emerged and a new Government is setting out its stall for the next five years, likely to be another tough time for those of us dependant on public subsidy. I want Historic England to take advantage of this fresh start by being really clear about our sense of purpose, and about all we have to offer, building on the formidable achievements of the old English Heritage, all with the purpose of better protecting the historic environment. We will deploy our considerable expertise and experience creatively in finding constructive solutions to heritage challenges, and we will remain committed to championing the historic environment and standing up for its protection.

We will work creatively with local authorities to find new ways to deliver heritage services as resources tighten. We know that it is at local level that key heritage decisions and investments are made, and that our priority through this and other initiatives, discussed in this edition of Conservation Bulletin, should be to work with local authorities and local communities to underpin their important role.

We will engage positively with decision-makers at all levels on how greater appreciation of the value of the historic environment can help to deliver the sustainable and high quality growth that is needed, while ensuring that our precious historic cityscapes are not needlessly compromised in the process. We will make our expertise available directly and through our written advice (we are, co-incidentally, currently working in partnership with Design Council CABE on updated advice on Tall Buildings).

I know that you have a new role in Government and I wish you well in that, but I have no doubt that you will be keeping an interested eye on heritage issues in the future. I am sure that in the coming months we will be able to demonstrate progress on the issues you have raised and others of equal urgency. And finally, I wholeheartedly share your estimation of the levels of support and goodwill for heritage at all levels: Historic England is determined to build on this goodwill and ensure our legacy to future generations. ■

Improved Understanding of Heritage

The value of precision: defining special interest in designation



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One of the main roles of the Designation Department in Historic England is to assess and identify special architectural and historic interest or national importance, in buildings, landscapes and sites.

We are aware of the uplifting nature of championing the very best of our historic environment, and also of the implications of designation for owners and managers of the special places included on the National Heritage List for England (the NHLE, or List). Historic England is committed to being as precise, modern and helpful as possible in fulfilling this role. Here is a summary of recent changes that enable us to be even clearer.

The first heroic lists which emerged after the Second World War were all about identification. These, and the re-survey descriptions that followed in the 1980s, are often brief and staccato, but they do a valuable job of identifying special interest and prompting local authority involvement to help manage change. The modern List entry, however, aspires to much more than simply identification. Beyond the date, architect and materials, these List entries now explain the reasons behind listing: why *is* a building so significant? And the extent of listing: where *does* special interest lie? It is our aim to give a clear steer to owners and managers about significance at this important moment in a building's life – the point at which it is statutorily designated.



The Rom skatepark, Havering, built in 1978 to designs of Adrian Rold of G-force. The grade II listing is focused on the shotcrete surface with its bowls and hollows, and not the temporary ramps and clubhouse. © Historic England

A key tool for doing this is the Enterprise and Regulatory Reform Act 2013 (ERR Act 2013), which set out a number of heritage reforms. These included an amendment to the Planning (Listed Buildings and Conservation Areas) Act 1990 that provides two potential ways to be more precise about what is listed. The empowerments, found in amendment s.1 (5A) (a) and (b) of the 1990 Act, allow us to:

- say definitively whether attached or curtilage structures are protected;
- exclude from the need for Listed Building Consent objects that are fixed to a listed building;
- and to state definitively that a part or feature of a listed building is not of special interest for the purposes of Listed Building Consent.

Since the provisions came into force in June 2013, we have made use of the combined options 314 times and we are doing so with increasing regularity. As expected, the powers are more often invoked with modern buildings, which are eminently more knowable and where we can be certain that special interest is absent, but the listing of a wide range of structures has been informed by the ERR Act 2013. [Tony Calladine's article](#) (see page 12) on

the designation of post-war commercial offices explores the way in which the new powers have been used

With every listing case, we consider whether these powers of exclusion are appropriate. Users of the NHLE will notice that new List entries describe the building, and rehearse why it is special in a national context. Many now also contain explicit statements about exclusions (such as some extensions) and about interior features (such as later partitions) which definitively lack special interest. There are certain caveats to this precision: when a part of a building is excluded from listing, it might still be the case that other planning and development management constraints, such as local designation, apply. And while List entries are much longer than they used to be, they are still not intended to be a comprehensive survey of features either with or without interest; we still leave this level of detail to the conservation management plan. The Designation Department also continues to consult owners, and we welcome comments on points of fact, as well as where, in an owner's view, there is special interest -- or a lack of it.

A few recent cases illustrate the variety of ways in which the new provisions of the Act have been invoked. At the

Rom Skatepark, built in 1978 in the London Borough of Havering, the recent listing focused on the shotcreted skatepark itself and excluded the moveable wooden ramps, the clubhouse and the indoor mini-ramp. It seems all the more appropriate that the listing of such a modern building type makes use of the latest provisions. Victoria Coach Station, designed by the pre-eminent inter-war firm of Wallis, Gilbert and Partners, was listed last year, as a bold Art Deco building, but the 1963 extension to the east, among other more utilitarian structures, was specifically kept out of the listing, citing the ERR Act 2013 provision. And when we amended the listing of the Liverpool School for the Blind, we ensured that Minoprio & Spenceley's 1930-2 range was included but specified that, other than a few features, the rest of the interior is plain and definitively lacks special interest. It is very much our intention that this approach helps to concentrate the mind of owners and professionals on the most special parts of their buildings, and provides certainty about where interest is lacking, while never losing sight of the importance of the totality of a listed building. It is also important to emphasise that the local planning authority continues to be vital in discussions about the management of listed buildings and the extent of listing. ■

Historic England's guides to our heritage



Paul Stamper
Senior Designation Adviser,
Historic England

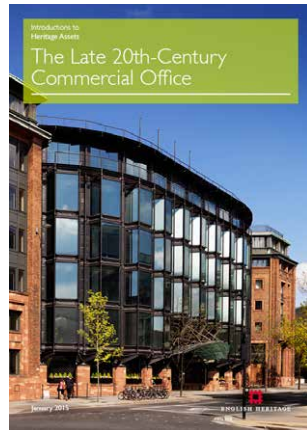
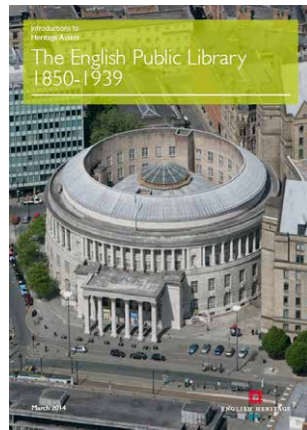
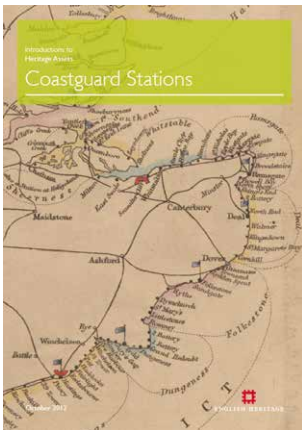
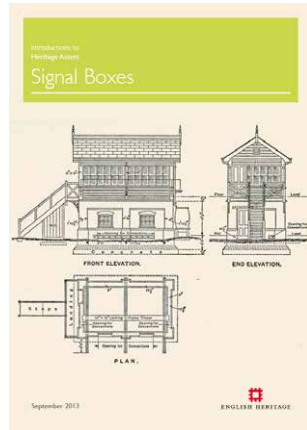
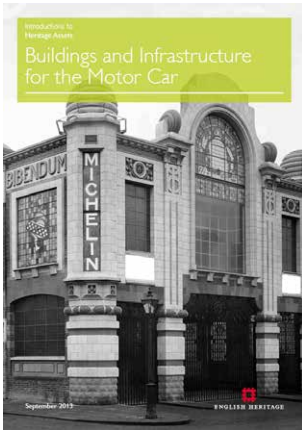
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Historic England's web-based 'Introductions to Heritage Assets' (IHAs) are accessible, authoritative, illustrated summaries of what we know about specific types of archaeological site, building, designed landscape or marine asset. The series continues to expand. Most recent IHAs have focused on particular building types, often summarising projects commissioned via the National Heritage

Protection Plan to assess categories which are either becoming redundant or are seeing wholesale change.

Buildings and Infrastructure for the Motor Car, Signal Boxes and Coastguard Stations all explore assets associated with national transport systems. Two IHAs look at *The English Public Library*, one covering 1850-1939 and the other 1945-85. Changing leisure habits, ways of accessing information and straightened local authority finances are impacting on these often notable civic buildings. *The Late Twentieth-Century Commercial Office* assessed a rather more controversial building type, and helped inform a well-received programme of listing which saw fourteen office buildings listed.

The coming months will see the publication of other IHAs on urban or suburban building types. Some, such as *Suburban Shopping Parades, Suburban Detached*



The most recently published Introductions to Heritage Assets have focused on particular asset types.
© Historic England

Houses 1870-1939 and *Twentieth-Century Pubs*, will be familiar to all; others, such as *Drill Halls* (although at one time there were almost 2,000) and *19th- and 20th-Century Convents and Monasteries* probably less so. One feature of our urban surroundings is public art, which ranges from figurative statues, via murals, to more challenging modern commissions. New developments in listing enable us to be very precise in identifying special interest, and the

IHA on *Public Art 1945-95* will provide useful context and benchmarks. Places of worship too will figure, and drafts of IHAs on *Nonconformist Chapels* and on *Mosques* are well advanced.

Two IHAs will look at familiar types of industrial buildings often located in the wider countryside. *Textile Mills in England* will give an overview of one of the powerhouses of the Industrial Revolution; there was considerably more regional variation in this building type than is perhaps commonly realised. If mills were among the most characteristic buildings of the great age of industrialisation, *Power Stations* are surely – love them or loathe them – one of the most distinctive structures of the 20th century, with their great waisted cooling towers standing visible for miles around. Power stations might divide opinion, but few can fail to enjoy the attractions of *Historic Amusement Parks and Fairground Rides* at resorts like Blackpool, Great Yarmouth and Southport, whose built heritage is increasingly appreciated and which poses interesting conservation challenges.

A further series of IHAs was launched in mid 2014, on designed landscapes, with one that looks at the *War Memorial Parks and Gardens* that were created after the First World War. The free-standing memorial crosses and monuments on village greens and in churchyards remain prominent in the public consciousness, but less well remembered are the many other forms of memorial, many with a socially beneficial function, such as the landscapes of recreation and enjoyment, not least for the young. This will be complemented by another IHA on a little known type of building, the houses built for disabled war veterans, principally but not exclusively after the First World War.

All the IHAs published to date are available on the new Historic England website, and can be found at <http://HistoricEngland.org.uk/listing/selection-criteria/scheduling-selection/ihas-archaeology/>. ■

How the new approach to listing helps the management of modern buildings



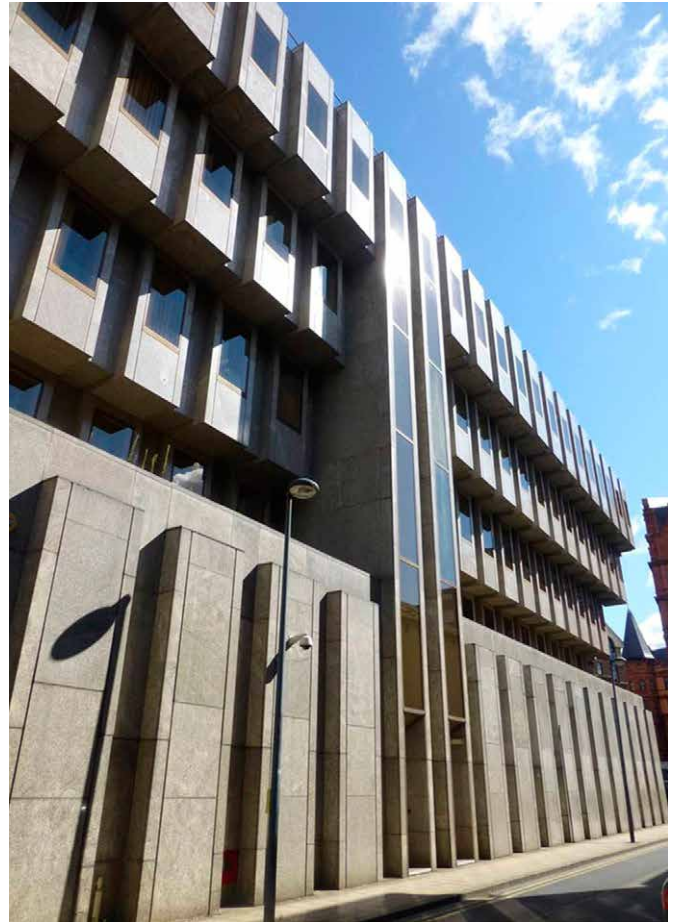
Tony Calladine
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The Listing of recent buildings is inevitably a sensitive and sometimes controversial area of the work of Historic England’s Designation Department. The more recent an asset is in date, the greater is the need to establish the significance of the building type, to set it in its context, and to explain decisions relating to whether or not it should be listed. We are very selective when listing modern buildings, and only the most significant and intact examples make it onto the National Heritage List for England (NHLE)

Historic England was fully aware therefore of the challenges that a project on post-war office buildings would involve, but the potential benefits were also clear. An important driver behind the project was the need to offer clarity to owners of potentially listable buildings to allow them to plan ahead with certainty. It was important, too, that the NHLE was brought up to date, as many late-20th century office buildings are reaching the age – thirty years from the start of construction – when they become eligible for listing at Grade II. Such buildings are amongst the most innovative of the twentieth century and the products of work by architects of national and international significance. Maintaining, as much as possible, a rolling programme of listing assessment avoids the awkwardness of eleventh-hour spot-listing cases.

Following the publication of the Penfold Review of Non-Planning Consents in 2010, which led among other things to the heritage changes in the Enterprise and Regulatory Reform Act 2013 (ERR Act 2013), we prioritised a study of office buildings to test how we could improve the operation of the listing system, respond to Government’s growth agenda and contribute to more effective regulation.



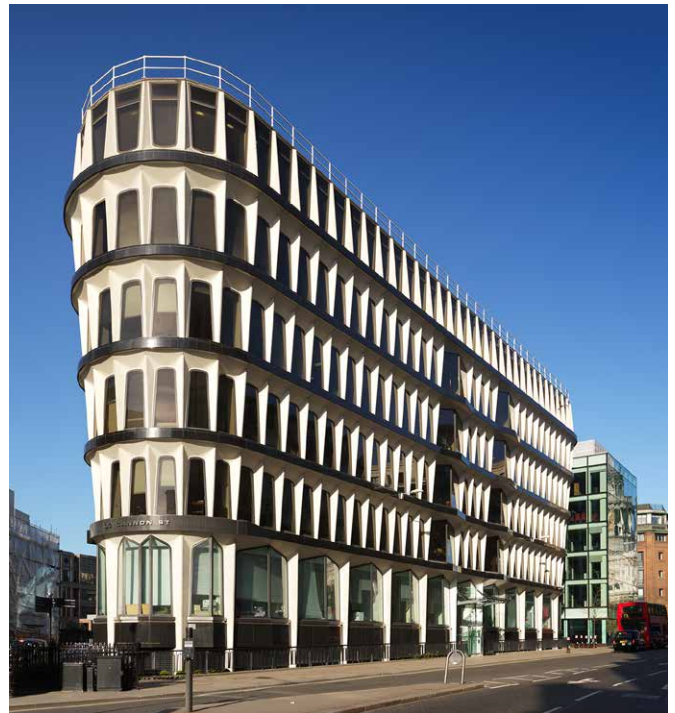
Bank House, King Street, Leeds.
© Historic England

The ERR Act 2013 allowed us in list entries to specify exactly where the interest of a listed structure lies and thereby to exclude appropriate areas from the need to obtain listed building consent to make changes (see *The Value of Precision: Defining Special Interest in Designation*). So with the full co-operation of the owners, we revised all of the 30 entries already on the NHLE for listed, post-war office buildings to take advantage of this. These provisions are perfectly suited to the assessment of modern offices, whose interest can often lie in their external fabric and structure and in key spaces and not in the empty, open-plan floors. The list entries now clearly define what is and what is not protected, giving a firm steer on what requires Listed Building Consent and what alterations can be made without it.

A broader assessment project led by our Heritage Protection Department identified 47 commercial office

buildings from the period 1964-1994 which possessed some claims to architectural or historic interest. However, as the bench-mark for buildings of this date is so high, this number was then reduced to 24 cases which warranted detailed assessment for listing: eight were in the City of London. The quality, and degree of influence of, their design, the interest of their engineering, the status of the architect, and the extent to which they have remained unchanged (criteria set out in our Selection Guide) were all main considerations in determining the Historic England recommendation to Government on each listing case. Out of the 24, and following rigorous assessment by our Designation teams, 14 were added to the List at Grade II, and the List entry for one building that was already listed was updated to include a striking modern addition (the Edwardian Chartered Accountants Hall, 1 Moorgate Place, City of London, Listed Grade II*).

Two of the buildings added to the List – the former Central Electricity Generating Board (CEGB) at Bedminster Down, Bristol, and Mountbatten (formerly Gateway) House, Basingstoke, Hampshire – are associated with significant, integral designed landscapes and gardens, and these elements were added to the Register of Historic Park and Gardens when the buildings were listed. Significant architects are represented by the new additions to the List: these include Richard Seifert & Partners (Alpha Tower,



Former Credit Lyonnais building, 30 Cannon Street, London.
© Historic England

Birmingham, and Space House, London Borough of Camden); Ryder and Yates (former offices of Ryder and Yates, Killingworth, Northumberland, and MEA House, Newcastle on Tyne); Arup Associates (Gun Wharf, Chatham, the former CEGB, Bedminster Down, Bristol,



Central Electricity Generating Board, Bedminster Down, Bridgwater Road, Bristol. © Historic England

Mountbatten House, Basingstoke, and 1 Finsbury Avenue, City of London); and Foster Associates (IBM Pilot Head Office, Cosham, Hampshire). The additions represent innovative design and engineering interest: the former Credit Lyonnais building, 30 Cannon Street, London, by Whinney, Son and Austen Hall, was the first building internationally to be fully clad in double-skinned panels of glass-fibre reinforced cement. Straightforward architectural quality was recognised in the Brown Shipley building of 1973-75 by Fitzroy Robinson in Lothbury, City of London. In all, the new listings constitute a significant and important collection of buildings at the cutting edge of modern commercial architecture.

Designation is playing its part in ensuring that significance is recognised in the planning system – not an end in itself but rather the means of flagging special interest very clearly. With the 2013 changes to planning law, it can do this with ever greater precision, thereby providing certainty for owners, laying the foundations for a partnership-based approach to managing change, and engaging with owners in an open and even-handed manner. Keeping the National Heritage List for England up to date is all part of our commitment to a dialogue which aims to protect the best of England's past. ■

National importance: recognising archaeological significance for planning



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Since the introduction of the Government's Planning Policy Guidance 16 (PPG16) in 1990, and through subsequent planning guidance up to and including the current National Planning Policy Framework (NPPF: Department of Communities and Local Government 2012), archaeological sites which are deemed to be of national importance, whether scheduled or not, have had special consideration in the planning process (NPPF para 139). As we approach the 25th anniversary of the introduction of PPG16 in November 2015, it is fitting that Historic England should look at how sites of high archaeological significance can be identified so that their importance can be appropriately managed when proposals for change are made.

The late 1980s and early 1990s saw a huge increase in the numbers of archaeological sites known and recorded on local authority Historic Environment

Records (HERs). Improvements in survey techniques and projects such as Historic England's National Mapping Programme, which recorded potential archaeological sites from aerial photographs, saw an exponential growth in our understanding and knowledge of the country's archaeological resource. While English Heritage's Monuments Protection Programme increased the numbers of schedulings made, it was never intended to capture all known sites of archaeological significance: inevitably there are many sites of national importance which remain undesignated. Since that time, English Heritage and now Historic England has gone on to clarify its position on the significance of archaeology through the production of Introductions to Heritage Assets and a series of [Scheduling Selection Guides](https://HistoricEngland.org.uk/listing/selection-criteria/scheduling-selection/) <https://HistoricEngland.org.uk/listing/selection-criteria/scheduling-selection/>. These give an overview of the types of archaeological sites or monuments covered in each guide, describe

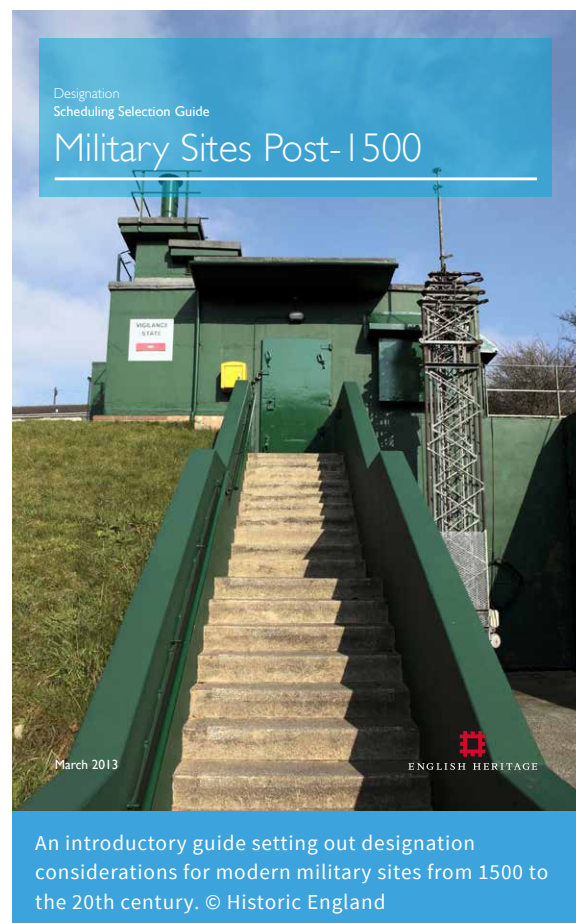
our current understanding of their history and development, and in some cases indicate how many examples are known. They also contain detailed guidance about what may be eligible for scheduling,

Although planning guidance is very clear on the responsibility of local authorities to consider the significance of historic assets which will be affected by development, it does not tell them how they should determine whether a site is of high significance and therefore warranting very careful management. Consequently, different local authorities have inevitably taken differing approaches to identifying archaeological sites of national importance, sometimes without reference to Historic England, the Government's statutory advisers on such sites. This lack of consistency can cause potential confusion for owners and developers, and, in the worst cases, it delays planning decisions needlessly or leads to poor planning outcomes.

Historic England has been working with the Association of Local Government Archaeological Officers (ALGAO) and the Department for Culture, Media and Sport to review approaches to the identification of national importance in the planning process, with a view to developing a consistent national approach to such sites. A series of pilot projects were commissioned in seven locations around England:

- Mesolithic sites in the Middle Kennet Valley, Berkshire (Wessex Archaeology)
- Identifying and mapping sites of national importance in wetland environments using East Sussex as a case study (Oxford Archaeology South)
- Understanding rural heritage assets in the Cambridge City Deal Eastern (Oxford Archaeology East)
- Lithic sites assessment, Cumbria and East Anglia (Oxford Archaeology North)
- Assessing and mapping significant heritage assets in a medieval university city, Oxford (Oxford Archaeology South)
- Landscape-scale assessment – a pilot study of the Yorkshire Dales (Solstice Heritage)
- National importance and marine assets – the Goodwin Sands off Kent and Farne Islands off Northumbria case studies (Wessex Archaeology)

These projects have considered a range of issues associated with the definition and identification of national importance, including sites in urban and rural landscapes; sites which do not meet the legal tests for designation (such as the requirement that scheduled sites constitute 'works') but which are nevertheless of archaeological importance; and sites for which the strict controls of scheduling would be inappropriate, such as the medieval open field systems of the Midlands. The pilot projects shed light upon a number of related issues, such as the place of scheduling in the recognition of national importance; the uses of landscape-scale analyses of archaeological significance; the curation of significance in HERs; the possibility of a nationally agreed framework or Good Practice Guide setting out the principles of selection for such sites; and the exploration of ways of flagging archaeological sensitivity through other means – as has already been explored by the on-going **SHINE** programme <http://www.myshinedata.org.uk/home>. These conclusions are currently being considered by Historic England, ALGAO and DCMS as part of any next phases of the project. ■



Partnership in the management of major infrastructure projects



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One of the most critical elements of delivering a rail infrastructure project is timing. While planning delays on an ordinary building project cost time and money, on a live railway line there is the extra complication of organising route closures with the train operating companies and mobilising resources efficiently across long distances – all with the aim of minimising disruption to passengers.

In 2009 the Department for Transport published an important document setting out its commitment to electrify more of Britain’s main-line railways. This represents a significant level of investment to modernise our railways; the last major electrification project was

Network Rail carried out a designation review with English Heritage to prevent the Midland Main Line electrification project being delayed by last-minute spot-listing applications.
© Alan Baxter and Associates

the East Coast Main Line under British Rail in the 1980s. For the first time in thirty years, we have had to think carefully about the impact of electrification by overhead cables and equipment on the thousands of historic railway structures that we have inherited from our Victorian forebears.



The fine skew arches of Derwent Viaduct, Derbyshire, listed at grade II* during the designation review.
© Alan Baxter and Associates



Milford Tunnel North Portal, Derbyshire, upgraded to grade II* for its unusual design of concentric rings.

© Alan Baxter and Associates

In 2011 we appointed Alan Baxter & Associates LLP (ABA) as heritage advisors to the Great Western Electrification project. Isambard Kingdom Brunel's Great Western Railway is perhaps the most celebrated chapter in Britain's national railway heritage, so we knew that a clear understanding of the historical significance and value of all heritage structures along the line was essential to ensuring that the project runs to its tight timescales.

When it came to the electrification of the Midland Main Line, we were much less certain about the challenges that might lie ahead. The line was built by different companies in several stages between 1837 and 1870 and does not have the public identity of the Great Western. Accordingly when ABA were appointed to the project in 2013 their first task, in Phase 1 of the programme, was to produce a Statement of History and Significance so that its historic and architectural interest could be properly assessed.

The outcome of ABA's report was that, while the stretch south of the Trent was largely of low interest, the line between Derby and Chesterfield included a series of remarkably high-quality structures built for George and Robert Stephenson's North Midland Railway in 1837–40. Working with historian Robert Thorne, ABA carried out archival research to unearth the history of this largely forgotten line, which is one of England's first main-

line railways. Importantly, it dates from the pre-1841 period defined by Historic England in its programme of assessment of railway structures for listing as the 'Pioneering Phase' of railway construction and is therefore of international significance.

After ABA delivered their findings, the next stage was to engage with the designations team at Historic England. As on the Great Western Electrification project, we hosted consultation sessions and site visits during which we sifted through the hundreds of route structures and agreed a shortlist of unlisted structures worthy of detailed assessment. This took forward 41 bridges, viaducts and tunnel portals to public consultation, for which ABA carried out site visits to prepare reports that were edited and issued by Historic England. Following consultation, Historic England alone gave its advice to the Department for Culture, Media and Sport. Phase 2 of the designation exercise then involved clarifying and amending existing list descriptions and assessing off-line railway structures that will not be physically affected by electrification.

Of the Phase 1 structures, 30 were listed by DCMS as a result of Historic England's advice; one, the Derwent Viaduct in Ambergate, Derbyshire, was listed at Grade II*. When combined with the list of structures that were already listed, this represents a significant engineering challenge for the Midland Main Line electrification project. If these structures do not achieve the necessary clearances for overhead electrification we will, where possible, seek alternative solutions such as track lowering to avoid reconstruction.

Network Rail recognises that the designation review carried out with Historic England has almost certainly resulted in more structures being listed than if the two organisations had not collaborated. But, critically for the electrification project, this partnership has brought certainty that we will not be held up by costly last-minute spot-listing applications. We have established a positive and mutually-fruitful relationship between the railway and Historic England that has not always been achieved in the past, and we plan to continue this with the regional planning teams as the project moves forward to give this important historic line a modern and efficient railway service. ■

Heritage and the modernisation of the railway network



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The British railway network is currently undergoing its largest investment since the Victorian era. Rail infrastructure is being transformed through the electrification of several main lines. This will lead to faster journey times and a greener, more efficient railway. However the engineering work requires electric cables to be placed overhead or under the line and this can lead to the alteration, rebuilding or demolition of Victorian bridges, viaducts and tunnels. The Designation Department has worked closely with Network Rail and their professional advisers, Alan Baxter and Associates, to carry out listing surveys prior to electrification. These will help to make sure that the most significant buildings and structures are retained. Over 1500 structures have been assessed, resulting in over 100 new listings, upgrades or amendments.



Derwent Bridge, Derby, on the Midland Main Line, now listed grade II. It was originally built as part of the North Midland Railway in 1836-40. © Alan Baxter and Associates

Pioneering railways

The Designation Department's strategic railway work began in 2012, before the electrification of the Great Western Main Line. It was followed by projects on the Midland Main Line and North Trans-Pennine Railway between 2013 and 2015. These are among Britain's earliest rail routes. The first railway to operate in a modern way was the Liverpool and Manchester Railway of 1830. Over the next decade new routes opened up across Britain in what was a pioneering phase in railway development. Bridges, viaducts and tunnels carried the lines across, over or through challenging landscape 'obstructions' and made rail transport a reality. Architecturally they were built to a variety of styles to form impressive visual statements.

The Great Western Main Line between London and Bristol was designed by the renowned engineer Isambard Kingdom Brunel in 1836-41. It is the straightest and most level of the Victorian main lines. The 2012 designation survey resulted in nearly 50 new listings or upgrades. Most notable is that for Maidenhead Railway Bridge, a viaduct crossing the River Thames, now listed at Grade I. Brunel made innovative use of calculus in its design to achieve graceful brick-arched spans, which are the longest and flattest in the world. Sydney Gardens Footbridge, Bath, and St Anne's Tunnel portals, Bristol, have been listed at Grade II*. The footbridge is the last surviving cast-iron bridge on the line and the portals are a set of impressive Gothic Revival tunnel entrances. They illustrate Brunel's vision of engineering design based on picturesque principles, using a range of architectural styles.

The Midland Main Line is the outcome of a number of historic construction phases undertaken by different railway companies. The most significant part is the former North Midland Railway built in 1836-40 from Derby to Rotherham and Leeds. It was pre-eminently the work of the famous father-and-son team of George and Robert Stephenson. George developed the ground-breaking *Rocket* locomotive whilst Robert was the most prolific railway engineer of his time. Bridges, viaducts and tunnel portals were carefully conceived in a common architectural

vocabulary and finely detailed in local stone. Over 40 have now been listed, upgraded or amended.

Earliest of the three lines is the North Trans-Pennine Railway, which includes the former Leeds and Selby railway engineered by James Walker in 1830-34. Extraordinarily, it was designed to carry four tracks and was therefore twice the width of contemporary lines. This resulted in bridges with huge semi-elliptical arches. Most notable is Crawshaw Woods Bridge, Leeds, the earliest cast-iron railway bridge in the world still in-situ over an operational railway. The bridge is one of 12 new listings on this route.

Partnership Working

Rapid, systematic and comprehensive listing surveys were achieved by close partnership working with Network Rail's professional advisers, Alan Baxter and Associates. They provided the Designation Department with detailed

historical and architectural research, which helped in assessing over 1500 buildings and structures across these main lines. Amenity societies, interest groups and railway enthusiasts were given opportunity to comment through unprecedented public web consultations. There was considerable media interest in the listing surveys, bringing them to the attention of an estimated audience of half a million people or more.

The rail infrastructure review will continue with further listing surveys on other railway lines as the network is modernised. Electrification will improve links between towns and cities, and stimulate economic growth. At the same time, the listing of bridges, viaducts and tunnel portals means that our remarkable Victorian heritage will continue to form part of the railway's future. Celebrating our railway heritage is thus entirely in keeping with the necessary upgrading of the world's first rail network. ■



Lithograph by Samuel Russell c.1840 showing a sequence of bridges through Belper, Derbyshire, now part of the Midland Main Line.
© Science Museum / Science & Society Picture Library

National Expertise Delivered Locally



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The support of land and property owners in the management of their part of England's rich heritage has long been carried out by a mixture of national and local interventions. English Heritage, now Historic England, has a strong presence at both levels and we work with the relevant stakeholders to make sure heritage is sustainably managed for the long-term.

One of the great planning challenges this country faces at the moment is the provision of new dwellings to house a growing population. The allocation of land for housing at a local level can often be a controversial topic and heritage arguments are sometimes thrown in late in the day. Early assessment is key to spotting heritage issues early enough in the process to enable them to be properly addressed. Collecting and managing data for Historic Environment Records is a vital way that knowledge gained can be shared and used to inform future decisions.

As important as strategic work is, site-specific management of heritage remains the scale at which most people really notice good and bad outcomes. The remaining articles in this section demonstrate how well-applied expertise, attention to detail and sheer determination to deliver good quality end products will result in outcomes that set standards everyone involved can feel proud of. ■

The streamlined planning system: what has it done for the historic environment and what can we do for the historic environment



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The planning system has seen a significant amount of change in the last 5 years. The old style Planning Policy Guidance was streamlined from 1300 pages to a more manageable 65 in the National Planning Policy Framework(NPPF).¹ We have new online Planning Practice Guidance. A layer in the process, at the regional level, was taken out, while another

was added lower down with the introduction of Neighbourhood Plans. These changes are part of what has been a fundamental review of the process of planning.

Much of this change stems from the need for growth, and the need to deliver employment land, infrastructure and housing. Housing in particular is seen as a priority and there is a perception that the planning system might be inhibiting growth. So maybe it is right to ask ourselves what is planning for, why do we feel the need to have a planning system and, importantly for those in the heritage sector, what does it do for us?

In simple terms, planning allows us to have a conversation about development, how much of it there should be, where it goes, how big it is and so on.

The challenge for any planning system has often been about meeting the competing land use needs of housing, jobs, food and transport along with other needs like heritage. When viewed against these ‘big four’, we might think that heritage has a diminished weight when it comes to making decisions.

That’s not the case however. With the advent of the NPPF in 2012 we have instead the first real attempt to resolve the relative importance of these competing aims to achieve sustainable development. What the NPPF does is seek to define what sustainable development is, and it is clear that it is **all** the policies from paragraphs 18 though to 219. Importantly, the NPPF includes, as one of its core principles, heritage conservation. At a very strategic level protecting, enhancing, and seeking positive improvement to the historic environment are components of sustainable development.

However, the development needs of an area are not met by national policy alone. The first port of call is the local plan; there is a requirement in planning

law (2004 Act) that applications are determined in accordance with the development plan.

Historic England has a statutory role to provide local authorities with advice on how their local plans can comply with the NPPF to achieve sustainable development. We believe the key is to ensure that local plans contain ‘strategic policies’ to deliver a ‘positive strategy’ for conservation and enhancement of the historic environment.² So, on a number of fronts, we encourage authorities to develop strategies that take account of the desirability of conservation and the need to identify a viable use for assets. We highlight how wider social, cultural, economic and environmental benefits might flow from conservation and we seek to avoid conflict with other objectives to find ‘sustainable solutions’.³

Local plans that are not demonstrably compliant with the NPPF’s principles of sustainable development will only be given ‘due weight’, and by this we mean, possibly not enough weight to swing a decision.



St Buddock near Falmouth. © CSA Architects

The recently adopted Greater Nottingham Aligned Core Strategy provides us with an example of good practice. It contains a strong spolicy which identifies local historic environment attributes and sets a clear framework for how these will be recognised and protected – something welcomed by the Inspector examining the plan. It also provides a firm platform upon which to formulate development management policies in Nottingham City’s ‘Part 2 Local Plan’. As part of this plan, attention will be focused on producing a dedicated policy for the protection of the nationally unique non-designated Nottingham Caves.

Many authorities have been grappling with wider planning reforms, the NPPF and the implications of this for their existing plans. What happens when your existing plan is out of date? Does a lack of 5-year housing land supply mean that heritage impacts are overlooked? It is important to remember that at its core the planning system seeks to find sustainable solutions. If appropriate weight has not been given in a development proposal to the historic environment and it is considered that harm to historic assets

would result, the proposal fails the tests of National Policy and is by definition unsustainable development. To support this position there are an increasing number of planning appeal decisions we can reference and I would like to look at two.

The first relates to a consent ‘called-in’ and refused by Secretary of State in Aug 2014. It involved a proposal for 70 homes within the setting of Wymondham Abbey, (PINS ref: APP/L2630/A/13/2196884). The Secretary of State paid special regard to the desirability of preserving the Abbey’s setting in accordance with S66 of the 1990 Planning Act. Although there was a public benefit of providing for new homes, the lack of a 5-year housing supply was insufficient to justify less than substantial harm to the setting of the Abbey. The Secretary of State determined that the perceived harm should be given “considerable weight”, creating a “strong presumption” against the grant of planning permission.

There is an important general point here:the proposal represented **less than substantial harm** to a heritage



Wymondham Abbey, Norfolk. © Mike Page

asset, but nevertheless the weight applied to the importance of conserving significance was greater than that attached to meeting the 5-year housing supply.

A similar decision is the dismissal of a S78 Appeal (PINS ref: APP/D0840/A/14/2221806) in January 2015 for an urban extension of 153 homes affecting the grade II* St Budock Church near Falmouth, Cornwall. The council were again unable to demonstrate a 5-year housing supply and the Inspectorate considered that the public benefit of providing 153 new homes did not outweigh the less than substantial harm to the setting of the nearby church.

What these examples illustrate is how an early and proper consideration of the historic environment could have averted time-consuming and expensive disputes. Clearly there is still a need for planning. While there

are risks in the current system, we have a workable framework in which the historic environment is writ large. This needs effort to ensure that is passed down through the layers of the development plan.

At the time of writing Historic England is intending to publish a Good Practice Advice Note on Local Plans soon, please visit our new website to view this and other useful documents. ■

References

¹National Planning Policy Framework (NPPF) 2012

²NPPF paras 126 and 156

³NPPF para 8

Saving the skyline – keeping Battersea’s chimneys up

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Few architectural features are as iconic on the London skyline as the four fluted chimneys that crown Sir Giles Gilbert Scott’s industrial masterpiece – Battersea Power Station. Although now, of course, redundant for their original purpose, that they should remain such a landmark is beyond question, for not only are the chimneys grade 2* listed, they are in fact the very DNA of the building and wider site.

However, after half a century in service, the years have taken their toll on the chimneys and the question therefore turns to how the future for the chimneys can be safeguarded. To understand what needs to be done, a project team made up of staff from Battersea Power Station and Historic England (HE) had to establish exactly the chimneys’

condition and how they had deteriorated to such an extent. Painstaking research by independent experts showed that the combination of sulphurous emissions and exposure to the weather had corroded the steel reinforcements within the concrete of the chimneys, with the result that the concrete had been cracking and disintegrating.

HE and the team at Battersea Power Station agreed that any refurbishment of the existing chimneys could only be a short-term fix and would not prevent them from continuing to deteriorate. With that as the context Battersea Power Station, HE and Wandsworth Borough Council set about putting together a strategy whereby the chimneys would be painstakingly dismantled and rebuilt, using the same techniques and materials that were employed when they were built. The chimneys will be visually and dimensionally identical, the only departure from the original specifications being a variation in the pattern of the internal steel reinforcement, incorporating technical innovations developed over the last fifty years which offer better long-term protection for the new structures. The challenge which the project team then had was to find the right specialist contractors to undertake the work in a way that would respect the

building itself, and also offer certainty and attention to detail throughout every stage of the process.

Following extensive discussions between HE, Battersea Power Station and Wandsworth Council on how and when the work would be carried out, the dismantling process got underway in the summer of 2014. In order to make sure that the famous building was at no point left with no chimneys visible, it was agreed that work would initially start on one chimney and only when that is halfway through being reconstructed would work start simultaneously on the remaining three.

HE and the team at Battersea Power Station worked exhaustively on a communications programme to inform the public of why, how and when the replacement process would take place. This involved the production of a short explanatory film, updates on social media and press engagements ranging from national magazines focusing on the technical challenges through to BBC's The One Show and the local newspapers.

One striking aspect of the communications strategy was the erection of a 100m information banner along one length of the Power Station bearing details of the identical replacement beneath the strapline 'Spot the Difference'.

Philip Gullett, Chief Operating Officer at Battersea Power Station, said:

“ With a project of this scale, and this sort of sensitivity, it's hard to overstate the importance of working side by side with all our stakeholders right from the beginning. By consulting with and getting advice from Historic England, Wandsworth Council and the wider community, and working in a very collaborative way with these key stakeholders we believe we've been able to put together a programme for these works which will see the chimneys faithfully replaced within two years, on time and on budget. ”

With the first chimney now fully dismantled, work will start building up from the bottom with 'jump form' cast concrete in 1.22m (4 ft.) increments. It will take about 6 months to fully rebuild the chimney to its height of 101m. Paint research has ensured that even the decoration will be accurate. All four new chimneys will be complete by 2016 and the Power Station will open in 2019.

Further information on the replacement programme can be found at: www.batterseapowerstation.co.uk/chimneys. ■



How Battersea will look once repair and regeneration is complete. © Battersea Power Station Development Company

The Star Inn the City, York: developing designations



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The Star Inn the City development was the final element of a project to restore a group of medieval, 18th and 19th-century buildings in the centre of York.

With the River Ouse on one side and the Museum Gardens, (a Registered Historic Park and Garden (RHP&G)) and St Mary's Abbey Scheduled Monument on the other three sides, the group of buildings is made up of Lendal Tower (Scheduled and grade I listed), a medieval tower of c1300 built to house one end of the chain defences that stretched across the river but altered for offices in the mid-nineteenth century; Lendal Hill House (grade II), a short row of cottages built in the late 18th century as offices; and to the rear the grade II Pump Engine House (1836).

Following the departure of the former owners, the buildings had fallen into disrepair and attracted considerable anti-social behaviour. Lendal Tower and Lendal Hill House were eventually restored as residential and holiday lets. However, the lack of a use for the Pump Engine House allowed the anti-social behaviour to continue, which potentially compromised the success of that restoration.

A proposal to convert the Pump Engine House into a restaurant with an extension into the Museum Gardens was raised by an existing restaurateur who wanted a new, city-centre location. It was hoped that development would enhance the condition and significance of the buildings by giving them a use, reanimate the spaces and secure the future of the other buildings.

The initial design for the extension was an oblong box attached to the Pump Engine House, with brick walls to all elevations except that facing the river, but informed by a sense that the listings and scheduling created 'no-go areas'. Historic England advised that, rather than being a constraint, the designations offered an opportunity for the creation of a structure that could embrace the garden location. The agreed design proposed a glass box allowing views into Museum Gardens and views through it from the paths on both sides of the river, thereby creating a building subservient to the listed buildings and scheduled monument. The strong verticality of the internal timber supports also gave a 'forest' feel to the building, whilst modern accretions were removed from the garden side of the Pump Engine House to reveal attractive blind, brick arcading.

The completed development is considered a valuable addition to the city and has safeguarded the bigger complex of buildings. Through a constructive and creative partnership between Historic England and the applicant at pre-application stage the owner embraced the idea that the designated heritage assets affected were just that – assets. The scheme which was implemented was much more attractive because it responded to the historic environment rather than trying to ignore it, both visually and economically. ■



The Star Inn the City pub and restaurant. The new extension seen in its townscape context. © Historic England

The Green Man – a positive partnership



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sq ft of floor space, including a ground-floor retail area and three floors plus cellars. When my client first saw the building it had been standing empty for the best part of two years, with approximately two thirds of it having been virtually abandoned with little or no maintenance carried out in the past ten years. Its previous owner had tried several times to re-purchase it, but finally the bank called time and repossessed it.

The Green Man, Ashbourne, or, to give it its full title. The Green Man and Black’s Head Royal Shrovetide Hotel, is a grade 2* listed building and an important part of the town, with very strong community links, not least through its ties to Shrovetide football. The building, right in the centre of the town, has 22,000

Our client purchased it at auction; his idea was to relocate a clothes business he owned in Ashbourne into part of the site while redeveloping the rest as a viable leisure destination, offering retail space alongside a quality pub, restaurant and hotel. Our client had no experience of working with a listed building, and for us



The Green Man, located in the heart of historic Ashbourne, regeneration is partially complete and two new retail units on the ground floor are now complete. © Allie Klein

the key role in a project like this is to act as a translator, taking all the information and ideas coming forward from;

- Client
- Client's interior designers and shop fitters
- Building control
- Planners
- Local and national heritage agencies
- Community
- And the building itself

In this and similar projects, the need is to quickly identify what is useful and what isn't; establish the battles worth fighting and those that aren't; and find viable solutions, as quickly as possible. Every day that the building remains empty costs thousands of pounds in lost rent and interest payments and leads to further degradation of the building. Thus the initial shop fit was on a ridiculously tight schedule – eight weeks from start to finish – simply to get the shop open and earning money.

One of the key elements for the occupiers of the new shop was the shop frontage. They wanted to maximise what is a very minimal street frontage for a shop window. We worked closely with Peter Brownhill and Historic England at pre-application stage to develop a window design based on typical Ashbourne shop windows. A simple and quick solution, identifying what was appropriate and how best to implement that to meet our client's needs, saw the necessary improvements made and the windows installed well within timescale.

Internally a central flat-roof area, enclosed on all sides, was located over the old bar. This was a maintenance issue of long standing. With no provision made for drainage, rainwater was finding its way into the building through a series of blocked gullies and down pipes. We quickly identified this central area as an excellent means of providing access to the first-floor office space and of getting light into the centre of the building. We raised the flat roof so that rainwater could be dispersed onto adjoining roofs and gutters. We then installed a series of rooflights and a central stair creating a point of interest to draw people through the shop while providing natural

light to a previously dark area. Again we devised a simple solution, supported by all parties to the project, that met our client's needs while eliminating a maintenance issue for the building.

Throughout the project Historic England and the conservation officers were very responsive, particularly in providing rapid advice at pre-application stage. This allowed us to iron out any issues rapidly and give the client certainty on timescales. Establishing a friendly relationship with Historic England and everyone's willingness to adopt less formal means of communication – email, telephone conversations and site meetings – also helped streamline the process and make it more of a pleasure. The tone of conversation was very much that 'we are in this together' and there was a joint recognition of the big picture – getting the building repaired and back in use.

There is still dogma in the system, too much if truth be told. A rear yard was accessed from the street via a wooden gate. Our client wanted to remove the gate and its surround in order to open up the alleyway and thereby provide a more obvious route through and around the building. After four months we finally got listed building approval from the local planning authority for the gate design. The planners insisted that the gate should be made in solid steel section, which resulted in some choice words from the blacksmith who made it and a gate weighing the best part of a third of a ton. This presented its own issues in having to hang it on a listed building.

As the project nears completion the Green Man is once again a financially viable and active building at the heart of Ashbourne's community. Budgets and timescales are not quite what expected but are still within the client's targets. He has quickly learned that a listed building needs time, money and expertise to get the best from it. But when done well it is hard to find a better building project. ■

Lincoln Castle revealed



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The £22m Lincoln Castle Revealed project was completed on 1 April, and this affords an opportunity to look back over the ten years of planning, fundraising and delivering of the works. As each stage passes it's easy to forget milestone moments that got you there, such as moments when you made a decision that, long after, you realised were a very 'good thing'. Forming the Historic Lincoln Partnership (HLP) in 2005 definitely comes into

that category. I had been delivering some £18m of regeneration through the Lincolnshire Waterways Partnership; this was a close-knit team which ironed out problems as soon as they arose. This was not only more collaborative but the funders loved it too. The HLP was created to the same model, bringing all the stakeholders together to plan the future for some complex ancient buildings.



The Victorian prison building at Lincoln Castle, designed to enact the separating system which kept prisoners in near isolation removed from the corrupting influence of other inmates. The building has been comprehensively repaired and re-interpreted as part of the project. © Andrew Tryner, Lincolnshire County Council



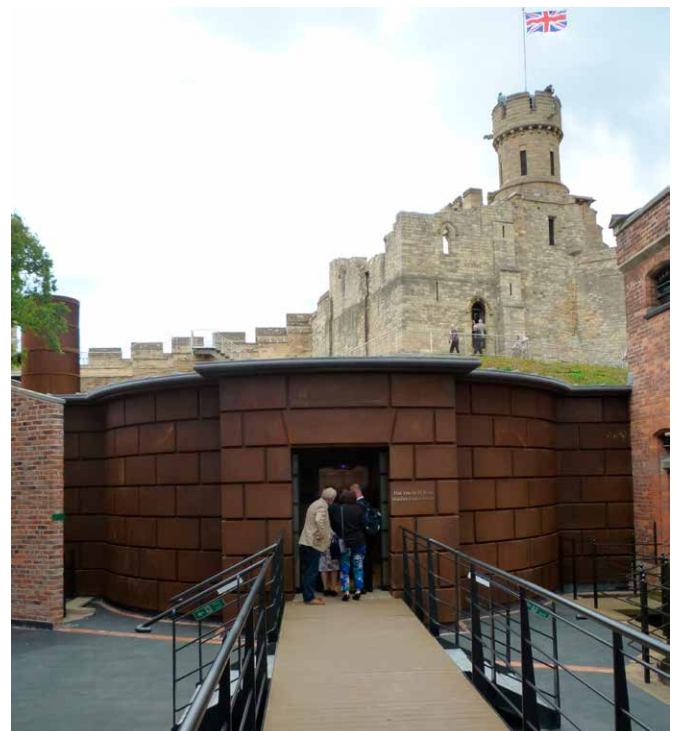
The shell keep on top of the Lucy Motte was comprehensively repaired as part of the Castle Revealed project and a full circuit to the wall walks was provided for the very first time vi a bridge on the exterior of the keep. © Andrew Tryner, Lincolnshire County Council

The Partnership agreed that, of all the issues with which it had to deal, the Castle presented the greatest challenge: there was a perception that it was ‘letting the side down’ but that its restoration would deliver for the whole of Historic Lincoln. The decision that the Castle should be the first major project to be undertaken was a vital one and showed that the HLP was intent on playing a long game. In April 2008 we decided to submit our Round 1 bid to the Heritage Lottery Fund (HLF) by September of the same year. This was clearly madness and although we got it in on time, my memory is of it being very stressful, not really being sure what HLF wanted and in the last three weeks developing a facial twitch whenever the words Heritage Lottery were mentioned! It all came good and although our plans were clearly rushed, the vision we had was right. Another milestone moment was choosing the right design team. Before tender interviews Historic England’s Anthony Streeten, Planning Director for the East Midlands region and an important member of the Partnership, offered to be my ‘phone a friend’ if I wanted to talk it through. I took up his offer, ringing him up, giving all my reasons for the choice I wanted to make and asking his opinion. He replied that I had already made up my mind and that I should go with my gut feel – of course he was right, but at that moment it was very reassuring to be able to share the burden of decision making. Big restoration projects often last for several years so design team choice is critical. It helps enormously if you actually like the team as you will be spending vast amounts of time in each other’s company – not getting on would be torture. Conservation architect Andrew Arrol was my

choice; his sensitivity to the building and his discursive ‘tell the story’ approach matched my own, and I have never regretted my choice. Probably the main thing I learnt from Andrew was that you only go as fast as the building will let you. Sometimes you head down a road that seems right, only to find that the archaeology or the building just says a firm no.

However even the best-laid plans go wrong with an unexpected curve ball from left field. Ours came from the Crown Court, which changed its mind about wanting to leave Lincoln Castle. The Round 2 application to HLF was on the point of submission and the Court’s vacating the site was a critical element. We were devastated but the Partnership approach kicked in: in less than two months we had tabled a Plan B and HLF gave us an extra seven months to re-jig the bid. We were back on track and all agreed that we preferred our Plan B to Plan A!

The 800th anniversary of Magna Carta in 2015 had always been our deadline for completion. Although the



The construction of an environmentally controlled vault and theatre within and under the prison’s east courtyard was the bold solution for housing the Magna Carta. The design of the foyer building minimised impact on the character of the grade II* listed prison buildings. The archaeological excavation of the vault area revealed fascinating insights into the Roman and medieval history of the site and the development of the Georgian and Victorian prison. © Ben Robinson



In order to create the full circuit wall walk and enable people with limited mobility to enjoy spectacular views over Lincoln, the Castle, The Cathedral and surrounding area a new stair and lift tower was created, replacing haphazard concrete access points around the Wall. It responded to its visually sensitive location by limiting height and the corten steel outer coating is consciously different whilst maintain an austere aesthetic in keeping with the prison and Castle. © Andrew Tryner, Lincolnshire County Council

finances have been a constant concern, it is time that we have always wanted more of and at every stage of the project. Needless to say for the opening we are working to the wire – but I blame the building!

Perspective from Andrew Arrol:

‘The Lincoln Castle Revealed’ project involved not only a very wide range of repair and conservation work to many different types of structure but also the introduction of some fairly major interventions into the Castle in order to achieve the main aims of the project. The entire site is a Scheduled Monument which is also located in the Central Lincoln Conservation Area. All of the standing structures inside the Castle walls are also Listed Buildings (some of them with dual status, being also scheduled).

From the very outset we had constructive and helpful discussions with Historic England case officers (Ben Robinson and Dale Dishon). Perhaps the most difficult

problem of all was the need to create a brand-new exhibition facility for Magna Carta. This had to be within the Prison complex yet somehow to have the look and feel of a separate domain. The accommodation needed to include not only the room displaying Magna Carta itself and other related documents but also an entrance gallery and an audio-visual/cinema room seating at least 40 persons. This would be a major intervention by any standards, but we were able to agree on a solution which involved the wholesale excavation of one of the Prison exercise yards and the construction of a new entrance pavilion at one end of the yard. This new single-storey structure takes the form of a rusticated ‘ashlar’ drum but with all building blocks being constructed out of Corten steel. It has a Piranesi-fortress like appearance which sits well with the Prison enclave but is easily legible as a new arrival on the scene’.

All the changes that have taken place are constructive additions that will help sustain viability of the Castle for years to come. ■

The ‘new’ Bristol Old Vic, Anniversary Project



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First opened in 1766, the Old Vic is thought to be the oldest theatre in the UK which has been in continuous use. It is an important asset within the City, bringing social, cultural, educational and economic benefits. More recently it has faced uncertain economic times and is seeking to enhance both its offer and visibility to ensure its long term viability. In 2011 the £11m refurbishment of the auditorium and backstage areas was completed, and attention has turned to the front of house spaces and the 1970s Studio Theatre.

The original theatre was designed by local architect James Paty. Given the risqué nature of theatre at the time, it did not have a street frontage, instead being hidden away and accessed through some existing houses on the street. The Old Vic reached prominence in the 1960s under artistic director Val May, and he engaged Peter Moro, architect at the Nottingham Play House, to redevelop the Theatre, in part to suit the more

experimental nature of performances following the repeal of the censorship laws in 1968. Peter Moro was at the forefront of post-war theatre design. Controversially, he replaced the existing fly-tower, and designed a studio theatre to replace the Edwardian entrance building. Reluctantly, he incorporated the adjacent Coopers’ Hall (1743-44, William Halfpenny), at the time a disused shell, as the new entrance hall and circulation space.

Following a review of the separate designations of the Old Vic and Coopers Hall in 2000, the entire complex was listed at grade I. The primary significance of the group is undoubtedly the 18th-century auditorium and the original fabric of the Coopers’ Hall. The Studio Theatre is culturally and historically significant as a flexible performance space; more problematic is its architectural significance. The Studio Theatre, now without much of its interior fittings, was designed to be a ‘black box’ – a neutral space in which the performance itself took centre stage. Whilst the original interior of Coopers’ Hall has been compromised by Moro’s removal of its floor levels, his intervention in itself has architectural and communal significance and can also be seen as an interesting essay in mid-late 20th-century approaches to repair and re-use of historic buildings.

Although the Coopers’ Hall has a fine exterior, it does not provide an active shop window for the Theatre. Likewise, although architecturally and spatially accomplished in its own right, Moro’s grand staircase in the Hall destroyed the original character of Halfpenny’s building, and practically it presents real problems for ticketing and access for disabled users. The Studio Theatre presents a blank facade to the street, and the cramped bar and cafe spaces severely restrict the Theatre’s revenue streams, making it more reliant on public subsidies than most similar venues.

Seeking to resolve these issues, the Theatre engaged Haworth Tompkins Architects (along with Donald Insall Associates supported by building historian Jane Root) to explore possibilities. The only option which appeared to offer a viable solution to all the problems was radical surgery: removal of the Studio Theatre in order to provide an active street presence; to open up a generous (and accessible) circulation space; and



The Old Vic showing Moro’s blank studio elevation; The replacement structure, designed to create an active street frontage and obvious access point. © Haworth Tompkins and AVR London

provide improved bar and restaurant facilities. It was proposed to provide a more up-to-date studio theatre in the Coopers' Hall which, following removal of Moro's interior, would enable the volume of the principal hall to be reinstated as a function room at first-floor level.

The design team accepted that the proposals were controversial and would result in harm to the significance of the asset; and they fully understood the initial misgivings of both the local authority and Historic England. Issues were teased out and assumptions tested during a period of open pre-application discussions. Our understanding of the significance of the work of Peter Moro and of the development of post-war flexible theatre spaces was greatly enhanced by recourse to Elaine Harwood, Senior Investigator in Historic England and recognised expert in 20th-century architecture. In attempting to come to a balanced decision, when weighing the harm to significance caused by the loss of much of the Moro work against the longer term viability and functioning of the Theatre, we also sought the guidance of our internal expert *Advisory Committee*.

The balancing act was not an easy one, even looking through the prism of the Heritage Values contained within *Conservation Principles* and with reference to the aims of *Constructive Conservation*. It is fair to say that the arguments were finely balanced and provoked a number of healthy and heated debates. In the end we were persuaded that the loss of Moro's work was justified in order to ensure the continued use and enjoyment of the historic theatre complex. Amendments were made to the scale of the new block fronting the street, as well as to its elevational treatment, in response to concerns expressed by others, and the Council approved the application in February 2014.

Was it the right decision? The Theatre has secured £5m from the Arts Council and hope to complete works to mark their 250th anniversary in 2016. As a resident of the city I will, perhaps, be more interested than most to see the next iteration of the 'new' Old Vic, in order to answer that question. ■

Using ERR Act provisions to promote Bradford regeneration



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There is a strong feeling in West Yorkshire that the regeneration of Bradford city centre is finally starting to take shape with the City Park proving a huge success and the long-stalled Westfield shopping centre project now under construction. Alongside many other activities to attract investment, Bradford Metropolitan District Council (BMDC) is paving the way with the country's first ever Local Listed Building Consent Order (LLBCO) to help boost the historic Little Germany quarter of the city centre.

The Enterprise Regulatory Reform Act 2013 includes four heritage protection reforms aimed at improving efficiency without reducing protection, and LLBCOs are one such tool. Working in partnership, Historic England and BMDC identified that Little Germany could benefit from an Order to remove the need for individual listed building consents which could encourage and speed up investment and regeneration.

Little Germany is arguably the most impressive merchant quarter in the whole of Yorkshire and was once bustling with activity in the heart of Bradford's textile industry. It is a distinct area of the city centre with a strong, unified character generated by a concentration of similar historic buildings, many of them listed. It developed as the principal trading district for the local textile industry and many of the imposing warehouses were constructed during the same period and designed by the same architects. The office (or chambers) and warehouse buildings of Little Germany are generally designed in a



Little Germany, Bradford. A Local Listed Building Consent Order should remove the need for individual listed building consents and encourage and speed up investment in this part of the city centre. © Historic England

neo-classical, Italian Palazzo manner, using local, honey-coloured sandstone.

A number of buildings have been converted to offices and housing, but others are underused or vacant. The area sits alongside the Westfield retail development and, having suffered from the lack of activity in this part of the city, is now well placed to benefit. The Order will signal clearly to the development community that the Council wants to encourage proposals for a variety of uses that will bring vibrancy to the area and help to secure the future of these high-quality buildings.

At the time of writing, officers were preparing to go to public consultation on the LLBCO alongside a Local Development Order for Little Germany with the aim that they could be in place by summer 2015. ■



Grade II listed buildings, Heritage at Risk using volunteers



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In June 2015 Historic England will launch a Historic England Condition Survey website. It will also launch an app to help people in England assess and record the condition of all listed buildings across the country with a particular focus on those listed at grade II. Nine groups of volunteers have already teamed up with local authorities, trusts and private organisations to test out the app. The app allows people working in remote areas to fill in details even when they don't have online access: the information will automatically upload when they have access again.

The grade II pilot projects in 2012-13 showed that, with training, anyone can assess listed buildings and decide if they are at risk. Guidance will be provided on how people will be able to complete assessments working on their own and in a group. All assessments will pass through a moderation process to check that the methodology has been applied consistently.

As is the case with our Heritage at Risk Register, there will be a searchable database on the Historic England Condition Survey website, where everyone will be able to see what listed buildings have been identified as being at risk locally. This will raise awareness of precious historic sites where, if no action is taken to bring them back into good condition, they will be lost forever. Through awareness it is hoped more can be done to find solutions for buildings at risk.

Local authorities will be able to create buildings at risk Registers for listed buildings found to be at risk in their area. This means that for the first time Historic England is passing on the ability to create a local version of the national Heritage at Risk Register for buildings in



Volunteers in Leeds 1. © Historic England

their area. The Register has proved to be a critical tool in helping to prioritise positive action to reduce the overall number of buildings at risk. Historic Environment Records services will have access to export all of the assessment information for their areas. This will ensure that local authorities are able to integrate this new information into their existing systems.

Historic England will use the data gathered to provide a national overview of grade II buildings at risk and continue to publish the national Heritage at Risk Register and the Official Statistics. ■

For more information visit www.HistoricEngland.org.uk/helphistoricbuildings



Volunteers in Leeds 2. © Historic England

Forward planning in a hectic world – the Historic Environment Record audit goes online



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The forces making for significant change to the way the historic environment is managed by local authorities are familiar headlines: planning policy reform; cuts throughout the public sector to funding and resources; and yet-to-be-fully-explored possibilities offered by technology to deliver far-reaching impact on services, not least by the viral explosion of social media.

Within this changing landscape, there remains a fundamental requirement for the continuing provision of expert historic environment advice that reflects local knowledge and is underpinned by a robust and accessible local evidence base. At the front line of local authority services supporting the planning system, heritage professionals are responsible for managing Historic Environment Records (HERs). How can they step back, take stock, and plan their response to the challenges and opportunities ahead?

Open to all HERs in England, the audit programme run by Historic England offers managers an opportunity to assess every aspect of an HER, including accessibility, content, data standards, resourcing, and organisational framework. Working with the Heritage Information Partnerships Team at Historic England, officers responsible for each HER are able use the audit programme to identify actions that will help develop the service and to plan future progress.

The benefits of undertaking an audit are clearly recognised by managers of HERs: the audit

Welcome to the HER Audit Online.



HER flowchart. © Historic England

- encourages them to look a bit more strategically at their service rather than being caught in the day-to-day pressures of searches and enhancement;
- and leads to better understanding of the users, the information within the HER and how the HER is managed. This has meant that last year's HER Audit has fed directly into the Historic Environment Business Plan and also County Council Environment Group Business Plans for the forthcoming financial year.

During the past decade, just over half of the 86 HERs in England held by local authorities or National Parks have taken part in the programme. Self-assessment lies at the heart of the value of the process to the HER, yet staff are finding it ever more difficult to step back from day-to-day pressures. This conflict is being addressed by Historic England in a project to revise the audit process.

During 2015-16 we will be testing a methodology to streamline the audit process and to make it available online. The new online system provides an easy-to-follow,

step-by-step process through the audit and reduces the amount of time and effort required. Once an HER has completed self-assessment via a series of online surveys responses will be fed into a report referenced against best practice and national standards. Three years on, the HER will be invited to revisit the audit and measure progress against the action plan. Initially, two HERs (one from the East Midlands region and one from the South East region) will pilot the new system, with roll out throughout the programme planned for the following year.

Revision of the audit process is just the first phase; revision of the specification underpinning the audit is to follow and will be aligned to a new outcomes-related framework for HERs. The framework is currently in development and will help HER officers to measure and evidence the difference their service makes and its contribution to local priorities. ■

New guidance on traditional windows



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The loss of traditional windows continues to erode the significance of our older buildings in cities, towns and villages across the country. Such windows are an integral part of the design of older buildings and can be important artefacts in their own right, often made with great skill and ingenuity with materials of a higher quality than are generally available today.

However, windows – like doors – are a particularly vulnerable element of a building. They provide a weather-seal with moving parts to provide ventilation and are therefore prone to decay, wear and damage. In addition their relatively small scale as components means that they can be easily replaced or altered. Many replacement window companies can have all the windows in a house removed and replaced in a day. With an increasing emphasis being placed on making buildings more energy efficient, replacement windows have possibly become a greater threat than ever before to the significance of historic buildings and areas.

Twenty years ago, in a landmark campaign, English Heritage launched a series of guidance notes on



Research has shown that houses in conservation areas have added value and the retention of key elements such as traditional windows contributes to this. © Historic England

traditional windows called *Framing Opinions*. The intention was to highlight the increasing loss of traditional windows from older buildings and historic areas and provide advice on how best to maintain and repair them rather than renewing them. Since then other initiatives have continued to highlight the issue. Research on measuring change in conservation areas (English Heritage 2005) documented the loss of key building elements, particularly the widespread replacement of traditional windows, often despite additional planning controls being in place to protect them. In 2009, the *Heritage at Risk* campaign on conservation areas also raised the loss of traditional windows as a cause for concern, stating that unsympathetic replacement of windows and doors represented the most significant threat and affected no less than 83% of conservation areas.

More recently, our research has not just focused on the loss of traditional windows but has also looked at their thermal performance and how, when retained, they can add value to properties. Work carried out by Glasgow Caledonian University (English Heritage 2009) has shown how upgrading measures such as basic repairs, draught-stripping, the addition of shutters and secondary glazing can be highly effective in transforming the thermal performance of windows without damage to their significance and at considerably less cost than double-glazed replacements. All these options are covered in detail in this new guidance.

The guidance, which builds on the work of *Framing Opinions*, covers both timber and metal windows and is aimed at building professionals as well as interested property owners. It sets out to challenge many of the common perceptions about older windows and charts their history over centuries of technical development and fashion. Detailed technical advice is then provided on their maintenance, repair and thermal upgrading as well as on their restoration.

Although maintenance and repair techniques are much as they were twenty years ago when *Framing Opinions* was published, issues to do with thermal upgrading have changed considerably in the intervening period, largely because of developments in glass technology. Double-glazing units are available now in much slimmer sections so that they can sometimes be used in historic frames, when historic glass has been lost. But this remains a difficult area with many variables to consider. A section of the guidance, supported by illustrations, looks specifically at this issue.

The guidance also covers window restoration which may be required either because the window is beyond economic repair or is a later alteration of non-matching design. It considers the sometimes complex issue of restoring windows to an earlier design, when the possible enhancement of recovering the scale and proportion of a particular phase needs to be balanced with the possible harm caused by the loss of the existing historic fabric.

In providing well researched advice on all these issues, Historic England aims to help both owners and local



The Heritage at Risk campaign on conservation areas highlighted replacement windows as being the number one threat. © Historic England

planning authorities consider how best to undertake alterations which sustain and enhance the significance of our historic buildings. All buildings are different, so there is no generic solution to be applied. But we hope that this guidance will help to provide a common understanding and agreed approaches, enabling a well informed appraisal of individual cases to be made, avoiding delay and conflict. ■

Traditional windows: their care, repair and upgrading is available free to download from:

www.HistoricEngland.org.uk/advice/publications

Port Sunlight, Wirral: working towards a Local Listed Building Consent Order



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different architects in the design of the houses and public buildings such as the schools, hotel, art gallery, hospital, community hall and theatre. The result of this diversity is that Port Sunlight is characterised by a wonderfully eclectic mix of building designs, styles and features. The village receives over 300,000 visitors a year; they walk the wide streets, admire the buildings, and enjoy the landscaped gardens and numerous monuments.

Port Sunlight is a ‘model village’ on the Mersey side of the Wirral Peninsula. It was founded in 1888 by William Hesketh Lever for the employees of his Lever Brothers soap works. He was keen to create a place for his employees to live which reflected the best practice of the Garden Suburbs Movement. His interest in the Arts and Crafts ideals of William Morris led to the use of over 30

The village has remained largely intact since its foundation. It became a Conservation Area in 1978. Most of the 900 houses and all of the public buildings in the village were grade II Listed in 1965. Two sections of the landscape are included in the national Register of Parks and Gardens of Special Historic Interest, and the War Memorial is grade I listed.



The principal part of the Model Village at Port Sunlight. © Historic England

However, the level of protection for the village, the complexity of the architectural features, and the importance of maintaining the area as a visitor attraction which retains its unique character during the inevitable process of change all combine to put pressure on the local authority (Wirral Metropolitan Borough Council) and residents alike.

The village is managed by Port Sunlight Village Trust, founded with a mission to preserve and maintain the character of the conservation area, its architectural features and amenities. It also promotes understanding of the ideas relating to the founding of Port Sunlight. The Trust has been working closely with the local authority to develop guidance documents for residents which address aspects of the management of the area. This has developed an even greater importance given the scale of the budget cuts the council has faced. It was in this context that the Trust and council reviewed the planning consent applications for the village over the past 13 years. The most commonly occurring were for replacement of rear windows (141, including 6 refusals); replacement of rear doors (120); and installation of a satellite dish (53, including 6 refusals and 1 retrospective approval). It was felt that this trend would continue in the near future, particularly given the age of the windows and doors and rear gates. A decision was therefore taken to use the then brand-new powers in the Enterprise and Regulatory Reform Act 2013 (ERR Act 2013) and develop a Local Listed Building Consent Order (LLBCO). Advice from Historic England was also sought and received at this time.

The headline aims of the Port Sunlight LLBCO are to:

- relieve the capacity strain on the local planning authority by reducing time spent reviewing repetitive listed building consent applications;
- streamline and clarify for owners the consent process for the most common listed building consent applications;
- provide clear information to empower property owners to address enforcement issues.

The development of the Order has two stages. The first involves researching archives and conducting fieldwork before developing the draft Orders. A conservation-

accredited architect measured and drew original Port Sunlight rear doors, yard gates and windows. These have been reviewed by a heritage joiner, before being put out for formal consultation.

Once the Order has been adopted by Wirral MBC, the second phase will begin; promotion of the Order and educating the residents about it. Ultimately the benefits to the historic environment, the residents and council will be fewer unauthorised works, a better understanding about appropriate repairs and replacements and more efficient use of time and resources for the Council. Historic England has been closely involved in providing advice and support to both the Trust and the Council, including a grant towards the costs of the development work. We believe this provides a great example of how the ERR Act 2013 can work to the benefit of all. ■



Image from the Heritage Gateway website shows a pedestrian bridge spanning The Dell, Port Sunlight. The bridge was constructed in 1894 to the designs of Douglas and Fordham for William Hesketh Lever. © Historic England

Strategic Involvement

Protected landscapes get the VIP treatment



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Plans by National Grid to reduce the visual impact of electricity infrastructure in nationally protected landscapes across England and Wales are gathering momentum. The heritage sector is playing a leading role in helping to shape the project's next steps.

The Visual Impact Provision (VIP) project is making use of a £500 million allowance made available by the Office of Gas and Electricity Markets (Ofgem) until 2021 to carry out work to help reduce the visual impact of existing transmission lines in nationally protected landscapes across Great Britain.

Last November, an independent study overseen by landscape expert Professor Carys Swanwick shortlisted twelve sections of National Grid's high-voltage overhead

lines as having the most significant landscape and visual impact. These areas (four Areas of Outstanding Natural Beauty (AONBs) and four National Parks) were:

- Brecon Beacons National Park
- Dorset AONB
- High Weald AONB
- New Forest National Park
- North Wessex Downs AONB
- Peak District National Park
- Snowdonia National Park
- Tamar Valley AONB

A range of engineering measures could be implemented in some of these designated landscapes. These measures include the replacement of existing overhead lines with underground cables, and re-routing and screening the lines from key public viewpoints.

Decisions about where to carry out engineering works will be made by a Stakeholder Advisory Group which is helping National Grid to identify and prioritise how the £500 million allowance is used. The Advisory Group includes Shane Gould, Historic England's Local Government & National Infrastructure Adviser, who is working alongside senior officers from the Campaign for



400kV line running through Dorset AONB. © National Grid plc

National Parks, the Campaign to Protect Rural England, the Campaign for the Protection of Rural Wales, CADW, Natural England and the National Trust.

National Grid is working with teams at AONBs and National Parks and local experts to access information that will help to inform the Advisory Group's decisions. Technical workshops and public drop-in events have been hosted to gain essential information about the archaeology, heritage, wildlife, ecology and tourism economy of each of the special landscapes. From

supplying insight into the industrial past of mines in the Tamar Valley through to telling National Grid about the importance of Bronze Age funeral monuments in Dorset's Hardy country, heritage practitioners are playing an important and active role in these discussions. Later this year the Advisory Group will consider all of the findings to decide where the visual impact of overhead lines could be reduced. ■

For more details about the project please visit www.nationalgrid.com/vip

Surplus public-sector land – strategic engagement with government departments

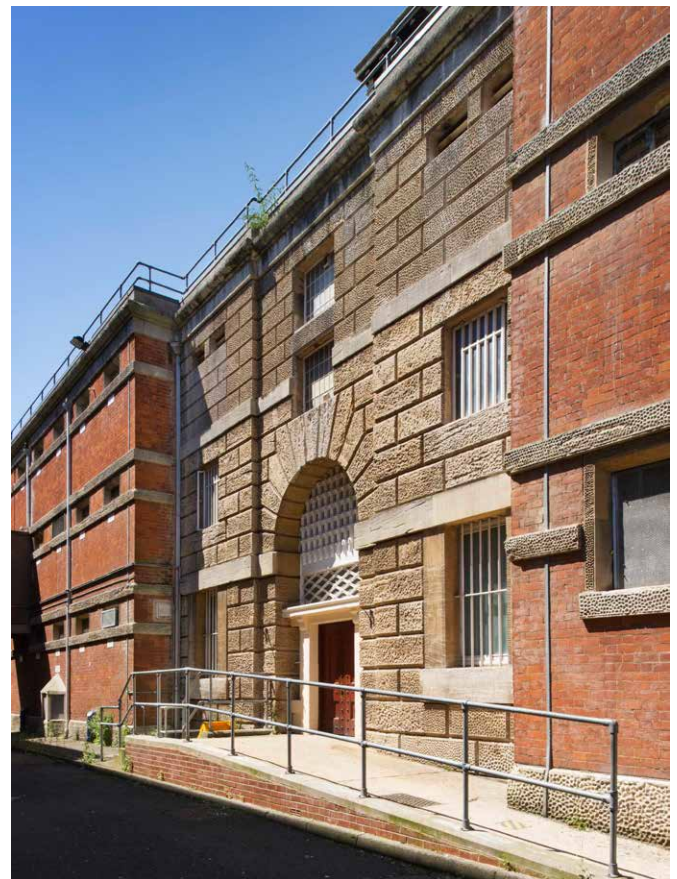


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Historic England works closely with key Government departments to ensure that heritage issues are understood at an early stage in the disposal of surplus government property, and that heritage assets are cared for appropriately during and after the transfer of ownership. The Government Historic Estates Unit, part of Historic England's National Planning & Conservation Department, provides strategic advice to government departments and agencies on the care of their heritage assets. By liaising with them on disposals, and coordinating engagement with other offices and departments in Historic England, GHEU helps to ensure a 'joined-up' approach to this issue.

The sale of surplus government property is driven by the objective of creating a smaller and more efficient operational estate, whilst releasing surplus land for housing and regeneration and generating receipts for the Exchequer. Some of these sites, including courts,



Gloucester Prison. © Historic England

prisons and military sites, can pose particular challenges to developers because of their specialised design, and many have been 'off-limits' for public access and require a fresh assessment of their significance at the point when they are declared surplus. It is therefore essential

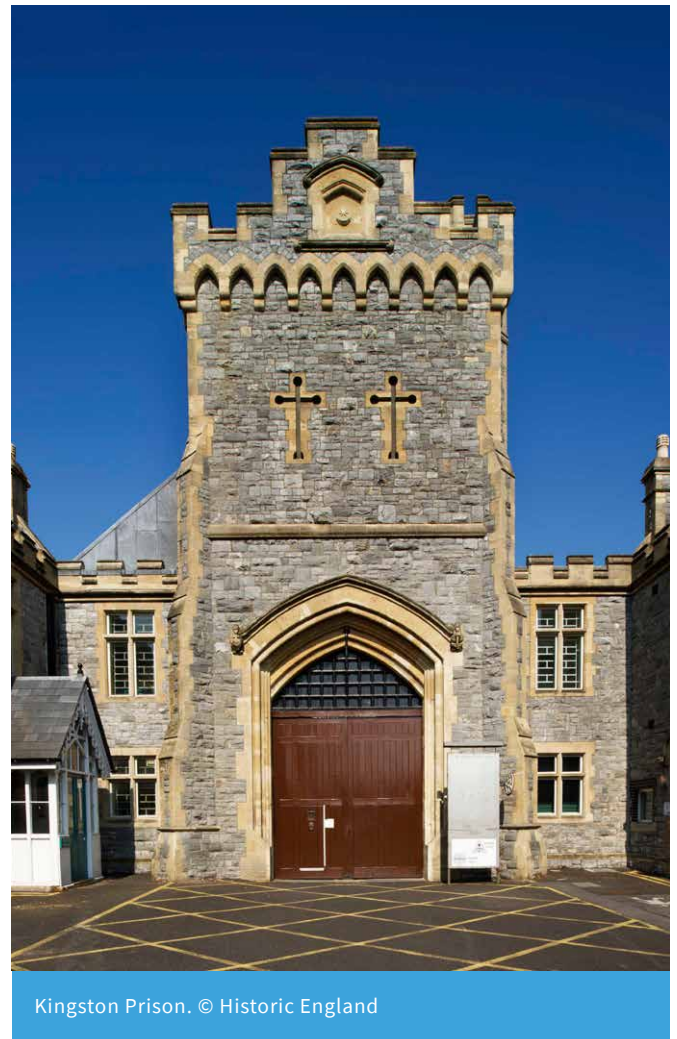
that Historic England engages early and constructively in the disposal process.

Many of the largest and most complex disposal sites on the government estate are surplus military sites such as airfields and barracks. Historic England meets regularly with the Defence Infrastructure Organisation to review the disposal programme and to ensure that any heritage assets on surplus sites are properly identified, assessed and protected. In some cases, the assessments identify heritage assets that merit consideration for statutory designation, or designated assets that merit re-assessment. Following the publication in July 2013 of the Reserve Forces White paper, Historic England has undertaken a rapid assessment of the territorial army and cadet sites which are planned for closure.

In Whitehall, two prominent government office buildings have been sold for conversion to new uses. Admiralty Arch, spanning the Mall, was completed in 1911, and is now listed grade I. Its sale was announced by the Cabinet Office in 2011, and there are plans for conversion to a luxury hotel. Nearby is the Old War Office, completed in 1906 and listed grade II*. The Ministry of Defence announced in December 2014 the sale of the building for conversion to a luxury hotel and residential apartments. In both cases, Historic England was consulted by the disposing department prior to the marketing stage and advised on the commissioning of conservation plans to record the significance of the buildings. These were used to brief bidders about the opportunities and possible restrictions to be considered when developing proposals for new uses.

Over the past five years the Ministry of Justice has been implementing a major programme to close magistrates' courts and county courts across the country. A significant proportion of these are listed buildings and many have already been sold. In 2013 the Ministry of Justice closed the historic prisons at Canterbury, Shrewsbury, Shepton Mallet, Kingston, Gloucester, Reading, Dorchester and Northallerton. Historic England's Designation Department has re-assessed these sites, resulting in updated or new list descriptions. This work should help developers and local planning authorities to understand the constraints and opportunities that these former prisons present.

The government announced in March 2015 that it had passed its target of releasing enough surplus public-sector land for 100,000 houses, of which more than a third would be on former Ministry of Defence sites. The Homes and Communities Agency (HCA) has an important role in bringing forward previously used sites for development, and Historic England has been working with the Agency to screen the sites in their land disposal programme for heritage issues.



Looking ahead, Historic England will continue to work strategically with government departments and agencies on their disposal plans and programmes. We will be collaborating with the Cabinet Office to update and re-brand the guidance for departments and agencies on the disposal of heritage assets. The current version, '[The Disposal of Heritage Assets](#)', was published by English Heritage in 2010 and is officially recognised both by the Cabinet Office and by HM Treasury. ■

Marine Planning: a strategic partnership



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Marine planning is a relatively new idea introduced by the Marine and Coastal Access Act 2009 to manage changes to the marine environment. It includes a [UK Marine Policy Statement](#); a licensing system for marine developments; the identification of Marine Conservation Zones; and the integration of cultural heritage within the management of inshore fisheries within 6 nautical miles (nm). Historic England is a specialist advisor to the [Marine Management Organisation \(MMO\)](#), which grants marine licenses.

In April 2014 the first marine plans for a section of the North Sea between Felixstow (Suffolk) and Flamborough Head (Yorkshire) were published as part of the programme started by the MMO in 2012 to produce marine plans for the English inshore and adjacent offshore areas. This identified 10 marine planning zones in the seas around England extending between the tidal limit of rivers (for example, Teddington Lock on the Thames in Surrey) to the median line with adjacent North Sea States (such as Norway and The Netherlands). The production of marine plans is a requirement of the European Commission Framework Directive for maritime spatial planning (2014/89/EU), which requires Member States to complete by 2020 a programme of marine (spatial) plans for all sea areas over which they claim national rights to licence or consent activities.

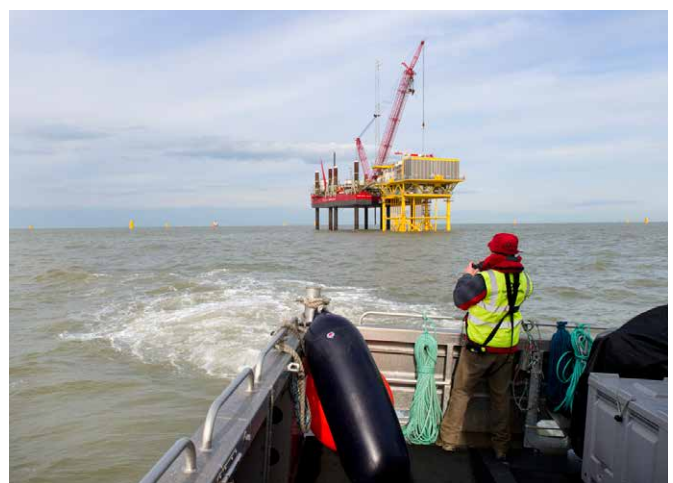
So what account is taken of the historic environment? The UK Marine Policy Statement (MPS), provided through the Marine and Coastal Access Act 2009 (section 44), has equivalent status to a National Policy Statement and is key to understanding what marine planning will address. Of particular relevance is the duty the 2009 Act imposes to keep certain matters under review within



Thanet Offshore Wind Farm. © Historic England

marine plans including ‘the physical, environmental, social, cultural and economic characteristics of the authority’s region and of the living resources which the region supports’. Sub-section 54(4) defines ‘cultural characteristics’ to include a reference to characteristics which are of a ‘historic or archaeological nature’.

To ensure that heritage is given due consideration, Historic England has commissioned Historic Seascapes Characterisation projects to provide the MMO with spatial data to support marine plan preparation. We have also participated in the Sustainability Appraisal working group for marine plan preparation and the draft plan preparation phases and associated consultation exercises.



DP London Gateway Port. © Historic England

Each marine plan area covers a considerable area of inshore and offshore waters around England. Very noticeable is the scale of marine planning applications. This is hardly surprising in the light of the development scale of marine activities such as renewable power generation. However, it does mean that spatial resolution for the historic environment, in particular individual heritage assets is problematic.

For the seas around England, the number of heritage assets that are subject to statutory protection, as historic shipwreck sites through the Protection of Wrecks Act 1973, or scheduled under the Ancient Monuments and Archaeological Areas Act 1979, or even afforded protected place or controlled site status under the Protection of Military Remains Act 1986, is very small when compared with the record of losses of ships, boats or other vessels that are known to have occurred. So it is very significant that the UK MPS specifically identifies that lack of designated status does not necessarily reflect lack of interest or significance. Therefore as planning progresses at sea it is recognised that improvement in knowledge and understanding about the diversity of the historic environment should be an identifiable gain, with attention directed as much

at palaeoenvironmental landscapes and features now found on and within the contemporary seabed as at the legacy of maritime trade and industry and losses associated with times of conflict.

To expand knowledge and understanding about marine planning and in particular its overlap with terrestrial planning, Historic England holds an annual HELM training event to address climate change and coastal pressures; measures used to introduce planning; and changes to how foreshore and seabed projects are consented. The effective delivery of this annual course is supported by presentations provided by MMO planning staff and we have delivered each course within an area associated with active plan preparation.

Historic England has a unique position in providing advice seaward of any terrestrial planning boundaries and works in partnership with others to ensure that decision making is informed by adequate and effective consideration of the historic environment. We also find ourselves moving closer to strategic consideration of how our North Sea and Channel neighbours consider such matters, prompted by the European Commission's recent Maritime Spatial Planning Framework Directive. ■

Listed Building Heritage Partnership Agreements: the university perspective



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The University of Sussex's distinctive campus was designed by architect Sir Basil Spence in the 1960s and includes eight grade 1 and grade II* listed buildings. They have many common design features, such as flat roofs, red brick and concrete arches. One of the most striking buildings at the centre of our campus is the Meeting House, with its circular plan and copper roof. The interior is lit

by multi-coloured glass and is in a similar style to Coventry Cathedral, also designed by Spence. The Meeting House is used extensively for religious and pastoral activities and, as envisaged by Spence, remains a focal point for the campus.

The original use of some of our buildings has been altered as new courses are taught in existing buildings and as technology advances in teaching and research. The Gardner Centre building, for example, is currently being refurbished and will re-open in autumn 2015 as the Attenborough Centre for the Creative Arts. We currently make several Listed Building Consent applications every year. We have carried out best practice for such works for many years and contributed to the current guidelines for listed buildings on the campus.

Our relationship with Historic England and Brighton & Hove City Council began over 20 years ago, so there is a long working relationship between the three parties. We have been working with Historic England and Brighton and Hove City Council over the last 18 months and much work has been done to consolidate existing informal agreements about what does or does not require listed building consent and how works should be done. This experience has been brought together into a more formal document, which is the Listed Building Heritage Partnership Agreement. We are pleased now to have concluded this agreement, which will enable us to improve facilities within our listed buildings in a more timely and efficient manner.

The signature of this document both ensures that the architectural significance of the campus will be retained and the buildings cared for, and at the same time enables us to develop our provision and enhance our standing as a leading teaching and research establishment. The Agreement sets conditions to ensure that work is carried out consistently using materials in keeping with our buildings. It will run for 10 years, subject to periodic review.

Stow Maries Great War Aerodrome



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Stow Maries Great War Aerodrome (SMGWA) is the largest and most complete surviving Royal Flying Corps World War I aerodrome in Britain, surviving as 24 grade II* Listed Buildings in their original layout and now within a Conservation Area. It has been purchased for the nation and entrusted to a charity with an enthusiastic band of volunteers and a fundraising friends group. A coordinated and collaborative approach with the local planning



Falmer House is currently the Student Union Building but was originally the University Refectory.
© University of Sussex

We are very proud to be the first university to enter into such a partnership and look forward to this being the vehicle which will cement our relationships with Historic England and Brighton and Hove City Council. ■

authority (Maldon District Council) and Historic England was needed to deliver a managed future for SMGWA, with clear pathways and efficient time and resource management to ensure conservative repair and sensitive restoration in a timely manner. Thirteen of the 24 buildings are on the Heritage at Risk Register.

The intention of a Listed Building Heritage Partnership Agreement (LBHPA) is clear: to relieve the burden of multiple and repetitive applications for LBC; to combat the pressure on heritage and conservation services dealing with applications and necessary liaison with statutory consultees; and to speed up the planning process. How could this be applied to SMGWA?

The Aerodrome had been hastily constructed and was not intended to survive for 100 years and more. Inadvertently, this assisted preparation of the LBHPA,



SMGWA: Variety of external finishes to elevations.
© Maldon District Council

as the uniformity of construction and materials used in the buildings eased the task of drawing up specifications for works and for traditional methods of conservative repair, restoration or reinstatement of lost architectural or historic features. The difficulty came with assessing which works of 'repair' triggered the need for LBC via 'the consented works' within the LBHPA and which were too minor to require consent. This was eventually achieved via agreed percentage levels of replacement.

The process of negotiation took almost a year from first inception meeting early in 2014 to final signing of the Agreement by all three parties on 12 December 2014, when it came into effect. The LBHPA grants LBC for 10 years and is supported by 11 Appendices. The main reason for the lengthy process was the staged nature of gaining agreement. Negotiations began ahead of the publication of the Regulations which, when finally issued on 6 April 2014 allowed an LBHPA to be entered into. The draft LBHPA was ready in April and then underwent a public consultation period of 28 days. This meant a further wait for the relevant Council Committee to meet to approve the LBHPA for consultation and then to receive it back for final approval. In hindsight these delays can be avoided but if you are producing an LBHPA it is very important to keep Elected Members fully informed. The Trust, volunteers and friends group were kept

engaged and committed to the enormous conservation project ahead with training days for conservative repair including a 'working with lime' training day organised and facilitated by Historic England.

Setting up the first LBHPA in the country is an achievement but, more importantly, the future management of a heritage asset has been put on to a secure footing. Conditions attached to the LBHPA ensure regular dialogue between the site manager at SMGWA and the Conservation Officer both regarding 'the consented works' and to assist in prioritising and recording works. Support from Historic England was crucial and has forged renewed partnership working via the invaluable expertise of its staff. ■



SMGWA: Building Hierarchy architectural features.
© Maldon District Council

New Ways of Managing Waterways Heritage



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The Canal & River Trust is the charity that manages 2,000 miles of historic inland waterways in England and Wales. The Trust's waterways are internationally significant in terms of industrial history and they are rich in heritage assets, including 2,701 listed buildings, 49 scheduled monuments and 313 conservation areas. The Trust's waterways also bisect or adjoin 63 historic parks and gardens, nine historic battlefields, three National Parks and five World Heritage Sites.

The management of these important heritage assets is supported by a dedicated heritage team, heritage-aware staff and a growing number of volunteers. Following the passing of the Enterprise & Regulatory Reform Act 2013 (ERRAct), the Trust is keen to adopt more efficient ways of working with its heritage assets. These include certificates of



Ellesmere Yard could be subject to a Listed Building Heritage Partnership Agreement. © Canal & River Trust

lawfulness of proposed works, heritage partnership agreements and listed building consent orders.

Certificates of Lawfulness of Proposed Works

Certificates of Lawfulness of Proposed Works state that proposed works do not affect the character of a listed building and therefore do not require LBC. The Trust is exploring the occasional use of such certificates; they could prove useful, for example, where a programme of repairs is required to refurbish a former lock-keeper's cottage, or where essential roof repairs need doing to a larger building such as a warehouse.



A series of lift-bridges on the Oxford Canal could be covered by a Local Listed Building Consent Order.
© Canal & River Trust



Repairs to a listed canal cottage could be covered by a Certificate of Lawfulness of Proposed Works.
© Canal & River Trust

Heritage Partnership Agreements (HPA)

The Trust's historic waterways lend themselves to HPA treatment and since 2005 the Trust and its predecessor, British Waterways, has pioneered the use of HPAs in partnership with Historic England and forward-looking local authorities. At present the Trust operates three HPAs and eight site-specific Scheduled Monument Management Agreements and has others in the pipeline. The Trust's most ambitious HPA covers Greater Manchester Canals and is the fruit of collaboration between the Trust, Historic England's North-West Region, ten Greater Manchester local authorities and the Greater Manchester Archaeological Unit. It covers parts of eight separate canals and their designated heritage assets.

The ERRAct now permits the use of statutory Listed Building HPAs and the Trust is looking at the potential use of these for small but clearly defined complexes of listed buildings, such as those found in a boatyard or in a canal maintenance depot like Ellesmere Yard.

Local Listed Building Consent Orders (LLBCO)

Local Listed Building Consent Orders (LLBCOs) present another opportunity. They are potentially useful tools that could save money and time for the Trust and local authorities as well as demonstrating effective heritage management. They could work especially well for rare types of heritage assets that are concentrated in one or maybe two local authority districts or are only found on



The NLBCO will also cover listed traditional masonry arch bridges. © Canal & River Trust

particular lengths of canal. An example of the former are the historic wooden lift-bridges on the Oxford Canal (South) that are concentrated in Cherwell District. An example of the latter are the Horseley Ironworks cast-iron bridges that are concentrated on the Oxford Canal (North). Both these types of heritage asset require repeat works of maintenance and repair or renewal of elements over time.

National Listed Building Consent Orders (LBCO)

Together with Historic England and the Department for Communities and Local Government, the Trust is developing a national LBCO that will permit pre-consented, specific works of maintenance, repair, or occasional



The Canal & River Trust is seeking a National Listed Building Consent Order to cover listed locks. © Canal & River Trust



Vehicle damage to bridges is not uncommon and repairs could be covered by the national LBCO. © Canal & River Trust

alteration to two listed building types that are common across England's inland waterways; locks and traditional masonry arch bridges. The LBCO will only permit works that do not harm the special interest and heritage value of these iconic asset types.

The Trust owns 643 listed locks and 835 traditional masonry arch bridges in England which could potentially be covered by the LBCO. These assets are spread across 90 different local authorities, many of whom have different views on what does or does not require consent. The Trust applies for around 300 consents or clearances to proceed without consent every year, and large numbers of these relate to lock and bridge repairs with a typical LBC application costing around £1,600 in staff time, meetings, site visits and paperwork. The Trust believes that a national LBCO would demonstrate development of a common and consistent approach across a number of local authorities. It will make savings, introduce greater certainty, reduce risk and make planning and delivery of works more efficient.



Works covered by the national LBCO will need to be of the highest quality. © Canal & River Trust

All of the above are positive developments and the Canal & River Trust is keen to continue to work with other partners to further improve and seek new directions in heritage management across its historic estate in England and Wales. ■

Conservation Area Management – Local Development Orders used in combination with Article 4 Directions.



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One of the benefits of the annual Conservation Areas Survey to inform 'Heritage at Risk' is that it has allowed Historic England to analyse the main risks to conservation areas and advise local planning authorities on appropriate management approaches to address them.

What has become apparent is that in residential conservation areas at risk, loss of original details such as doors and windows is a headline issue. It

is also true that in the vast majority of areas where such risk occurs, there is no planning control over these changes, which in dwelling houses are normally classed as permitted development. Control can be achieved through the withdrawal of permitted development rights by applying an Article 4 Direction, but relatively few local authorities choose to do so.

This has resulted in quite a polarized national picture: in the majority of conservation areas, an almost complete absence of control over detail, and, on the other hand, in relatively few areas, control over most aspects of external detailing, down to precise joinery profiles. The National Planning Practice Guidance advises that controls should be limited to situations where they are required to protect local amenity, and that they need to be justified. The evidence to support a case for control can be supplied using the results of the Conservation Areas Survey.

Research by the London School of Economics on conservation areas shows that risk has a direct effect on values, which means that it is in the interests of home owners to have the significance of those areas protected. The reason for a reticence to apply controls in the form of Article 4 Directions varies, from a perception of additional workload in the form of planning applications, to a local unwillingness to impose a level of control regarded as onerous. In each case, however, the solution to the problem may lie in using existing statutory instruments creatively.

Local Development Orders (LDOs) are usually associated with larger-scale development but when teamed with an Article 4 Direction they can be applied to finer-grained works such as doors and windows. Using such an approach, prior approval can be given for an agreed standard of work. In the case of windows, this might be as 'light touch' as an

agreed depth of reveal, but could equally cover every aspect of detail including joinery profiles, means of opening and materials. Whatever the approval established through the LDO, no further planning permissions are necessary as long as it is adhered to, creating a natural bias towards enhancement and regeneration in those areas where loss of detail has been considerable. If pitched correctly, applications for alternative proposals would be minimised.

Combined and simultaneous regulation and deregulation chimes with the spirit of the ERR Act 2013. It is very much in the spirit of localism, and East Lindsey District Council is in the process of brokering this approach as part of a neighbourhood planning consultation. In those areas where loss of original detailing is a problem, such collaborative effort may well provide an answer. ■



Creative use of the statutory process can help secure value and significance in conservation areas. © Historic England

The Future

The way forward for the independent heritage sector: the view from the Historic Houses Association



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The Historic Houses Association (HHA) is already on record as welcoming the creation of both Historic England and the new English Heritage charity. In particular, the government finance provided for the creation of the charity to manage the National Collection should be seen as a valuable first step in practical recognition of the importance of our historic environment.

Tackling the backlog of repairs in England's independently-owned built heritage is in equal need of financial assistance if it is not to be put at risk. Another key element in the conservation of a historic property is to make sure that it has an economically viable use. The principles of 'constructive conservation' are on the right lines, but full implementation of the reforms set out

originally in the 2008 draft Heritage Bill is still needed. In addition, national planning guidance, intended to give adequate protection to the settings of our historic buildings, is proving to be only patchily effective.

A powerful case for heritage must be built on robust evidence. For our part the HHA has commissioned an independent study into the economic and social contribution made by independently-owned historic houses in the UK. It is hoped that this study will provide the kind of information which will help government and bodies like Historic England to ensure the best possible future for all the UK's historic environment. There will need to be effective impact studies across the heritage sector and Historic England's current research into the broader private ownership of heritage will make an essential contribution to building a strong evidence base for management.

The public and independent heritage sectors should work together to promote Britain's unique heritage successfully. The historic environment, whether publicly or independently owned, is a unique asset for the country and the creation of Historic England and English Heritage should result in more cross-sector co-operation, including visitor promotion. ■

Historic England: a new beginning, or same English Heritage?



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We should all welcome the new English Heritage charity, bringing more flexibility, money, members, and volunteers. We should also welcome Historic England. Less welcome is the 'business as usual' approach adopted by Historic England so far. The former English Heritage achieved much, but radical changes are needed now if the new Historic England is to flourish, or indeed survive.

Firstly, Historic England needs to re-boot English Heritage's funding model. Its 'heritage is so important to us all' core message – however true – has failed over two decades to persuade Governments of all colours to fund it. No incoming Government, committed to hospitals and schools, will change that. Historic England needs quickly to build a rigorous economic case for funding heritage, based on a new macro-economic evidence base. Without that, Governments will continue to underestimate heritage's economic importance and Historic England will suffer a similar fate to English Heritage, cut repeatedly, or ultimately merged into another, supposedly complementary, regulator.

Secondly, Historic England needs to accept that its vital 'constructive conservation' approach – encouraging well

thought-out change where needed to keep heritage valued and viable – needs to be applied throughout our heritage, giving a sound future to everyday homes and workplaces, not only to big developments in the public eye.

Thirdly, Historic England can just await further cuts to the heritage protection system in local authorities, or it can work proactively and closely with its key stakeholders to establish a much more sustainable heritage protection system, and lead the reform needed to implement that. This second option seems better.

A 'business as usual' Historic England would not succeed – or perhaps even survive. Historic England must – and can – be an exciting new venture, championing, protecting and promoting heritage effectively over the next two decades. ■

The Heritage Lottery Fund welcomes Historic England



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The Heritage Lottery Fund (HLF) is the largest dedicated funder of heritage in the UK. Since 1994, we've awarded more than £6 billion of funding which has sustained and transformed the UK's heritage. From the HLF-funded visitor centre at Stonehenge, to our joint delivery of funding for places of worship, HLF and English Heritage have worked closely together for the benefit of the heritage sector. We now welcome the arrival of Historic England, and look forward to building on the successes of the past.

So, what kind of challenges faces the new Historic England and the rest of the heritage sector? As was stated at the launch of Historic England, protecting our heritage must mean more than simply preserving it in aspic. Heritage must be protected when it is at risk, but must also remain relevant, accessible and viable.

By focusing on three key areas – heritage, people and communities – HLF hopes to help make sure that the sector is able to meet future challenges facing our heritage.

Heritage

The full effects of the cuts in public funding announced in recent years are still unfolding, and it is clear that future cuts are likely. In many places, these changes have led to a fundamental redesign of the way that heritage services and activities are delivered. HLF has responded by developing different ways to help organisations facing new challenges. Our Start-up grants enable community groups to take on more responsibility for heritage, providing funding to create legal and governance structures which work best for them and the heritage. And, by making around 75% of our funding available through open programmes, we aim to enable the sector to deliver the projects that it considers will address vital needs, such as saving heritage at risk.

People

As an organisation, we do not define 'heritage' ourselves, instead encouraging people to identify their own heritage and explain its value. HLF wants more people to take an active part in heritage, and so we challenge applicants – particularly larger and more established organisations – to broaden their audiences.

Through Heritage Grants and Major Grants, we fund multi-million pound projects in museums, galleries and archives, bringing hundreds of thousands of people into contact with their heritage in many different ways. And by providing smaller Sharing Heritage grants of £3,000 - £10,000, we are making it even easier for people to explore, share and celebrate their heritage.

Communities

We want Lottery money to deliver long-term benefits for heritage. In 2013, HLF published ‘[New ideas need old](#)

[buildings](#)’. This research provided powerful evidence that heritage is a major driver of economic growth. It showed that historic buildings are the very places where new ideas and new economic activity are most likely to happen. Through our Heritage Enterprise and Townscape Heritage grant schemes, HLF supports the re-use and renewal of historic buildings, putting them to a productive use. We fund commercially-focused, viable projects which spur the growth of local economies – generating new income, jobs and opportunities – and deliver strong benefits for both heritage and local communities. ■

A new dawn for the management of England’s historic environment



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April 1st 2015 could prove to be a pivotal moment for heritage management in England, as the long-mooted split of English Heritage has finally been implemented.

There is some lingering uncertainty as to whether the new charitable body (retaining the ‘English Heritage’ brand) will be able to raise sufficient funds to adequately care for the nationally significant historic sites and places in its stewardship. That said, the additional injection of more than £80 million from Government is nonetheless a remarkable settlement in the context of widespread curbs on public expenditure.

Of much greater interest for England’s broader historic environment is the future direction of the new public body charged with its protection and promotion. Under new management and working to a new corporate plan, Historic England potentially faces far greater tests than its charity sibling.

Without the benefit of a comparable financial sweetener, Historic England has to quickly grasp the implications

of a retreating state on the management of England’s heritage. It must find ways to mitigate the scale of cuts to local historic environment services and institutions. It needs to respond positively to the growing demand for local influence on decisions about how the historic environment is cared for. And, perhaps most importantly of all, it must capitalise upon the surge of interest in heritage and its beneficial impact on public well-being and creative enterprise.

Despite suffering its own (disproportionate) public sector ‘hair cut’, Historic England remains an organisation that is packed full of expertise and talent. That heritage protection controls remain largely intact despite the most radical overhaul of planning legislation in a generation is testament to the ability and tenacity of its staff. Yet Historic England cannot face present and future challenges alone. Instead, it must work closely with other organisations to find solutions and coordinate activity. It has to continue to support the development of new models for better and wider public engagement, for building the capacity of local heritage organisations and practitioners, and for encouraging greater social and commercial investment in heritage.

Therefore, the decisions already taken by Historic England to throw its weight behind the cross-sector collaboration initiative, Heritage 2020, and to continue to invest heavily in its National Capacity Building programme are truly welcome. The early signs are encouraging. ■

English Heritage, Historic England – both face challenges, both have opportunities



John Sell
Chairman of the Historic
Environment Forum

English Heritage trustees face the challenge of acting independently, as they are legally required to do, whilst running a charity with no assets and constrained by pre-determined contractual obligations. To increase revenue they face the temptation of over-exploiting a handful of ‘honeypot’ sites. The opportunity lies in a public hunger for heritage, and in particular archaeology, as evidenced by the success of programmes such as Time Team and the large number of Young Archaeologists. The nature of the sites they are responsible for gives them a segment of the audience for heritage different from that met by the National Trust or private owners.

Compared to state heritage organisations in other European countries, Historic England inherits from English Heritage an enviable degree of independence and an ability to interact with public and partners alike. Historic England faces considerable challenges. The loss of a membership base makes direct contact with the public at large more difficult with effectively only one paymaster, the State, retaining independence remains challenging. The stick of regulation with only the very small carrot of grants is not a recipe for easy popularity, a situation possibly made worse by the loss of attractive sites at which the value of the historic environment can be understood and enjoyed. The opportunity lies in the undoubted fact that, in this country, heritage is highly valued and that the care of the historic environment is supported by a large majority of the population. Like it or not it seems the market economy will be with us for the foreseeable future. Like it or not most of

the historic environment is, in one way or another, a commodity to be bought, sold, or traded. Is it unduly optimistic to think that most people value caring for each other, caring for the natural environment, caring for those things we have inherited from the past as more important than the simple accumulation of money? In fact that the point of accumulated wealth is to care for those things that we value. If so then public opinion can be mobilised. The great opportunity lies in an increased investment in partnerships with other heritage organisations, with civic societies and other community groups, and with local authorities. Adam Smith’s ‘unseen hand’ may be unseen but it is the accumulation and aggregation of decisions made by human beings. The ‘unseen hand’ of the market can be influenced by regulation and the actors behind it encouraged, cajoled and at times even manipulated to ensure that the values that so many care about are protected and enhanced. ■

Looking forward to change with the Historic Environment Forum



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The impetus for change is constant. The last Government implemented major reforms to the planning system, including direct or indirect changes to heritage protection systems. Meanwhile the context in which heritage is managed and protected has changed radically in other ways, largely as a result of severe cuts to the resources in local planning authorities. The consequent reductions in planning, conservation and archaeology staff have meant that resource and expertise are thinly stretched, with gaps in places. In contrast, the strong impetus continues to promote economic growth and activity, based around increasing levels of development, with impacts on the planning system which can only make the shortfall in resources more keenly felt.

Heritage sector bodies, under the umbrella of the Historic Environment Forum, have not been slow to grasp the nettle and have been actively investigating and debating options for further reform. Working with Historic England they have identified a package of reforms which make it easier to manage change to heritage assets

and enable better use of scarce resources. There is consensus on the need for change, and Government, we believe, will welcome the whole sector working together. We will be much more likely to achieve improvements that way, although all parties acknowledge that the priorities of the different bodies will sometimes differ.

The trick will be to help ensure that the new Government's likely aspirations for increasing efficiency and simplification in regulation can be met while ensuring that heritage continues to enjoy appropriate levels of protection. The shortfall of resources and expertise is unlikely to improve, and proposed solutions will inevitably be focused on ways to ameliorate this at least, by doing the best with the resources available. This will require creativity and a certain amount of boldness.

Work done so far has created a list of possible changes, now being finalised by HEF and Historic England. They are underpinned by a number of principles and assumptions, not least that heritage is an intrinsic good and we should seek to preserve what which is special about it. Reality checks include recognising that heritage reforms may have to slot into wider measures promoting better regulation, localism, growth, and sustainability and that the heritage sector should make the running in achieving and realising change, with minimum effort from Government.

Some of the aspirations and priorities are considered in this part of Conservation Bulletin, and all will be publicised in due course as the heritage sector begins to engage with the new Government. ■

The National Heritage Protection Plan and Heritage 2020



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The National Heritage Protection Plan (NHPP) was launched by the Right Hon. John Penrose MP in May 2011. Both he and his successor, Ed Vaizey MP, described it as effectively 'the business plan for the historic environment'. The purpose of the Plan was to identify those parts of England's heritage that matter most to people and are at greatest risk, and then to concentrate efforts on protecting them. In doing so, it represented a first ever attempt to create a national

strategic framework for concerted action across the heritage sector. This was, and continues to be, a fundamentally important ambition at a time when the resources of all heritage organisations are under real pressure.

The Plan was completed in March 2015, successfully delivering around 400 internally delivered and externally commissioned projects with a wide range of outcomes. These range across new designations, technical guidance, resolution of heritage at risk cases and the recording of unavoidably threatened sites in urban, rural and marine locations. As promised at the outset of the plan period, Historic England (then English Heritage) undertook a major evaluation of the plan's operation and impact over its first three years. The first part of this review comprised a very wide-ranging public consultation that received over 200 organisational and 700 individual submissions – a phenomenal rate of response that confirmed the widespread interest in the plan. The second part of the review was an internally-conducted assessment of the Plan's strengths, weaknesses and achievements.

Since the NHPP was launched in 2011, the landscape for heritage protection in England has changed significantly, not least with the Government's agreement to the new model for English Heritage but also as a result of continuing pressures on public expenditure. However, the experience gained from creating the Plan and the lessons learned from its evaluation have helped to shape the new Corporate and Action plans for Historic England and will continue to inspire the way that the organisation will work.

As well as providing a new and consultative approach to the prioritisation of English Heritage resources between 2011 and 2015, the NHPP also took a first step towards creating a statement of heritage sector priorities. This was reflected in our convening a cross-sector Advisory Board to oversee the direction of the Plan. In addition, English Heritage worked with the Board and others to encourage the sector to take full ownership of the successor to the Plan. We were delighted, therefore, that the launch of Historic England also coincided with the launch by the Historic Environment Forum of [Heritage 2020: Strategic priorities for England's historic environment 2015-2020](#).

Heritage 2020 will build on the successes of the NHPP and focus attention and resources on those priorities for the heritage sector where collaborative action will make a real difference. Historic England is providing practical and financial support to the Historic Environment Forum to help it take the work forward and our new Action Plan represents Historic England's own particular contribution to what we trust will now be achieved under the banner of *Heritage 2020*.

The Historic England Action Plan and the evaluation of the National Heritage Protection Plan are available on the Historic England website at: <http://www.HistoricEngland.org.uk/about/what-we-do/action-plan/>. [Heritage 2020: Strategic priorities for England's historic environment 2015-2020](#) can be accessed at: <http://www.theheritagealliance.org.uk/historic-environment-forum/heritage2020>. ■

Enhanced Advisory Services: responding to customer demand



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Improving services in the context of declining Government funding is a challenge for many parts of the public sector. Historic England's recently published corporate plan contains the ambition to find new ways to support our work by developing non-Government sources of income. After informal discussion with the development industry, and with our heritage partners, we have developed proposals for a series of Enhanced Advisory Services (EAS).



These four new paid-for services will help people who urgently need certainty to progress their plans. EAS will exist alongside our existing free planning and designation service which will remain undiminished because customers will be asked to cover the whole cost of the enhanced service.

This is a radical development but one that Historic England has only followed after a great deal of thought and consideration of wider changes in the way that other Government agencies and local authorities are working. We believe that EAS will allow us not only to continue to apply our expertise to protecting the historic environment where it will make the greatest difference, but by expanding our opportunities for constructive engagement actually help us to improve that protection, with those paying for the service receiving what they need to make more informed and therefore better-supported changes.

Fast-Track Listing will mean a halving of the time between receipt of a request to designate and provision of our advice to the Minister, who actually decides on additions to the National Heritage List for England. The same applies to requests for Certificates of Immunity from listing – a five-year guarantee that a heritage

asset will not be added to the statutory list – which can provide vital clarity for prospective owners.

Sometimes enhancing an existing designation to provide clarification of the nature or extent of the special interest will be urgent, so Historic England proposes to offer a **Listing Enhancement** service, again halving the time between receipt and provision of our advice to the Minister.

Pre-application discussions about development proposals on which we will later be consulted often results in much better outcomes both for owners and for conserving heritage assets. Without extra staff time, however, this will not be practicable. An **Extended Pre-Application Advice** service will protect the free service we currently offer (probably capped at 15 hours) while enabling us to hire the extra capacity to stay involved in constructive dialogue over larger or more complex schemes.

Where larger areas are being assembled for potential development or earmarked for infrastructure improvements it can be helpful to take an early view on the likelihood that heritage assets will become designated. Our proposed **Screening** will offer a visual assessment of heritage significance (ie excluding buried archaeology), enabling both better investment decision-making and constructive dialogue about the opportunities that important heritage assets provide for making a positive contribution to local character and distinctiveness.

These four proposed services were consulted on during April and early May and Historic England is currently considering the responses. ■

The Farrell Review and the Place Alliance



Charles Wagner
Former Head of Planning and
Urban Advice, Historic England

A year on from the launch of the Farrell Review report, the Review team has taken up the challenge thrown down by Ed Vaizey in his former role as Minister for Culture, Communications and Creative Industries to take forward the recommendations themselves. Progress can be seen on the website www.farrellreview.co.uk.

There have been major achievements since the publication of the report. Urban Rooms have been established, the first in Blackburn, and there are now over 20 across England. Work is also progressing on the Government's Design Advisory Panel, the scope of which is planned to embrace not only the areas covered by the Departments for Communities and Local Government and Culture, Media and Sport, but also areas such as the Department for Transport's Road Investment Strategy.

Champions have been appointed to produce position papers on 12 topics for discussion: School education & teacher training; The Place Alliance; Place Network and virtual urban rooms; Proactive planning and public service; Place Review; Valuing Design Quality; International Architecture Forum; Improving the Quality of Local Decision-making and Design Literacy; The Role of Artists and the Arts; Heritage & Future Cities; Urban Rooms; Civic Champions.

Some topics have been taken forward by holding sector-wide events to air the issues further. The widest approaches to 'reviewing places' were covered in a workshop in February when the Design Council CABE Design Review was contrasted with other initiatives such as the English Heritage Urban Panel.

Professor Matthew Carmona at University College London has taken on the tough task of establishing Place Alliance and through a series of 'Big Meets' is gradually getting the widest representative body to form into a virtual group to promote good design. [The Place Alliance](https://www.bartlett.ucl.ac.uk/placealliance) is open for anyone to join (<https://www.bartlett.ucl.ac.uk/placealliance>). Following on from the Big Meets are a series of events on individual topics this spring and summer.

The biggest news for the Farrell Review came on the last day of Parliament with a Prime Ministerial Statement announcing that Architecture and Design were to pass from DCMS to DCLG. Achieving good quality, well designed development is important for sustainability, making successful and valued places and complementing quality in the historic environment. These initiatives add up to a promise of progress on promoting this approach during the next Parliament. ■



Battersea Power Station, London. Photographed in the 1950s by Eric de Mare. © Historic England AA98/05903. Read the full article on the power station on page 23.



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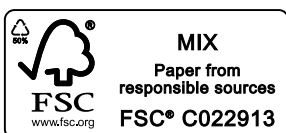
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