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This report was commissioned for English Heritage as part of the implementation of Heritage Protection Reform to provide an assessment of the relevance of the 'legacy' designation programmes to future designation activity. It should therefore be read as a background document to the preparation of the National Heritage Protection Plan, but not as an indication of English Heritage's future designation priorities which will be determined by the Plan.

## **APPENDIX**

### **HERITAGE PROTECTION REFORM IMPLEMENTATION – STRATEGIC DESIGNATION**

### **REVIEW OF PAST AND PRESENT THEMATIC PROGRAMMES**

**Martin Cherry and Gill Chitty  
February 2009  
(Revised version October 2009)**

## **APPENDIX 1**

### **SUMMARIES OF PAST THEMATIC PROJECTS**

Detailed summaries are provided here for all legacy thematic projects which were designed to make recommendations for designation programmes. The numbering refers to the sequence in the project brief and is also used in the Options spreadsheet.

Other studies and programmes of related interest are referred to in the overviews of MPP and TLR (section 4.) and Options spreadsheet but are not summarised in detail in this Appendix (and are unnumbered).

### **THEMATIC LISTING REVIEW**

#### **Communications**

1. Railways

#### **Military**

2. Defence infrastructure
  - (a) Royal Naval Dockyards
  - (b) Ordnance yards
  - (c) Barracks
  - (d) Drill halls

#### **3. Post-war listing programme**

#### **Metropolitan**

4. Civil Aviation (incorporated in the section on military airfields and aviation (see 28)
5. Cinemas
  - Asylums
6. London flats
7. Letterboxes
8. Historic Environment in Liverpool Project (HELP)
9. Pre-war public libraries in London
10. Schools
  - (a) London
  - (b) Birmingham, Leeds, Manchester, Sheffield
11. Pubs

#### **Agricultural**

12. Farmsteads
  - (a) Regional studies (Norfolk, Suffolk, Cumbria, Devon)
  - (b) Model farmsteads

#### **Churches and chapels**

13. Manchester churches
14. Cornish chapels

#### **Industries**

15. Textiles

- (a) Manchester cotton
  - (b) West Yorkshire woollens
  - (c) Cheshire silk
  - (d) East Midlands lace and hosiery
  - (e) West Country woollens
  - (f) Derwent Valley
- 16. Furniture manufacturing in Shoreditch
  - 17. Birmingham Jewellery Quarter
  - 18. Other intensive industrial area assessments
    - (a) Sheffield metalworking
    - (b) Liverpool and Manchester warehouses
    - (c) Northamptonshire boots and shoes
  - 19. Engineering works (SHIERS)
  - 20. Nuclear Power (SHIERS)
  - 21. Maltings, hop kilns, oasthouses, breweries (TLR/SHIERS)

## **MONUMENTS PROTECTION PROGRAMME (MPP)**

### **MPP: C20th military heritage**

- 22. Anti-Aircraft Gunsites 1914-1955(+ Operation Diver)
- 23. Anti-Invasion Defences of World War II
- 24. Bombing Decoys of World War II
- 25. D-Day Embarkation sites (Operation Overlord)
- 26. Coast Artillery 1900-1956
- 27. Civil Defence in World War II
- 28. World War II Airfield defences
- 29. World War II Radar Stations
- 30. Cold War

### **MPP: industrial heritage**

#### **Extractive**

- 31. Lead industry
- 32. Coal industry
- 33. Alum industry
- 34. Tin, copper and non-ferrous metal industries
- 35. Iron mining and iron and steel production
- 36. Stone quarrying
- 37. Salt industry
- 38. Clay industries
- 39. Underground extraction features

#### **Manufacturing**

- 40. Gunpowder
- 41. Brass
- 42. Glass
- 43. Lime and cement
- 44. Chemicals

**Agricultural processing**

- 45. Dove Farming
- 46. Ice houses

**Power and Utilities**

- 47. Electricity industry
- 48. Water and sewage industry
- 49. Gas industry
- 50. Oil industry

**Transport**

- 51. Bridges

**Other MPP thematics**

- Settlement and Field Patterns of England
- Later prehistoric and Roman Settlement
- Ecclesiastical
- Rapid Coastal Zone Assessment Surveys

**MPP: Area-based studies**

- 52. New Forest
- 53. Non-Tidal River Thames
  - Rock Art

**Registers**

- 54. Parks and Gardens Register (and a note on the Battlefields Register)

## DESIGNATION AUDIT –TLR ASSESSMENT

### 1. COMMUNICATIONS: RAILWAYS

#### RETROSPECTIVE ASSESSMENT<sup>1</sup>

**Scope and coverage** The EH project brief and the project designs required a national survey to be carried out based on a literature trawl, some limited research on individual buildings or enterprises (such as railway companies), and selected fieldwork to pick up the most glaring omissions from the list and provide benchmarks for future listings.

**When and why?** The study was commissioned in 1998 and most of the fieldwork undertaken in 1998-9. It was initiated in response to two factors: (a) that it was clear from the experience of the accelerated re-survey and rapid urban surveys that the listing of railway buildings was patchy and inconsistent; and (b) the railway companies were becoming agitated about the possible adverse impact of listing (especially eleventh-hour spot listings) on their redevelopment and modernisation plans. Input of the proposed listings was badly delayed by computer problems, particularly with the remote link, and this stage was not completed until October 2000. An additional phase of site visits was commissioned in November 2000 but this was delayed by the foot-and-mouth epidemic. A presentation was made in January 2001 to one of the regular meetings of EH's historic buildings inspectors. The full draft report was considered by the Industrial Archaeology (internal) strategy group in May, 2001 and then submitted to the Industrial Archaeology Panel in November 2001. The final report was revised in the light of advice received from the IAP was submitted in February 2002. Changed priorities then led to the entire project being placed on hold. A short programme of revisions of the London termini was completed and presented to English Heritage in March 2001 (Pete Smith was the supervising EH inspector).

**Definition and methodology** The project fell into four phases: (a) a preliminary thematic study; (b) a desk study of the listed coverage of the important railway building types as identified in (a); (c) fieldwork that involved visits to sites that appeared from the desk study to represent serious gaps in the designated coverage and (d) a full report with recommendations for listing. Because of the very large number of railway buildings still surviving it was not intended that the survey and recommendations should be comprehensive, but that the recommendations, based as they were on a large sample derived from the literature, current listings and fieldwork, would provide sound benchmarks for future listing.

The selection criteria were usefully refined. The railway list review was among the first that tackled head-on the growing recognition that the 1840 cut-off date for listing was too crude a tool for listing complex building types of the modern age. (This cut-of date, published in the current planning guidelines (PPG15), set the bar for inclusion appreciably higher the more recent the building. This was based on the often mistaken assumption that a late date meant larger numbers and higher survival rates.) A number of cut-off dates were proposed that reflected the particularities of railway history. Six 'epochs' were identified and these still provide a useful model for thematic programmes of this sort (see appendix A).

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<sup>1</sup> The railways listing report implies that there was a preliminary study that was probably more detailed – this was not supplied to us; despite this, the final report is a synthesis and sufficient for present purposes.

Because the primary aim of the project was to aid future listing, it was decided to focus on aspects of railway architecture that appeared from the literature trawl and analysis of current listings to be under-represented on the lists. Particular attention was paid to railway station roof structures, bridges, historic lines without representation and buildings associated with specialist railways such as atmospheric and cliff railways. There were also a number of exclusions such as tramways and narrow gauge railways and thesaurus building types that were misleading (such as marshalling or goods yards, which are areas rather than specific buildings types), embankments (an earthwork rather than a building), railway junction (not a building) or platform (which is part of a larger building).

The IA Panel, in its consideration of the railways report broadly welcomed its approach and agreed that railway buildings were best treated within the thematic listing programme and suggested that MPP focus on tramways (i.e., pre-1830s railways) and earthworks associated with key early railway lines such as the Liverpool-Manchester line.

The report is in many ways an exemplary one and provides useful thumbnail summaries of the listing situation for the various building and structural types (e.g. bridges) as well as reviewing representation of different major lines and railway companies that often had distinctive company styles.

**Expert and authoritative** The report was carried out by Martin Robertson. He brought two major areas of expertise to the exercise: (a) enormous experience of listing and the interpretation of listing criteria gained from a long career as an Inspector and Principal Inspector (Listing) -some of this period was spent affectively as Head of Listing; he supervised the accelerated resurvey in the 1980s- and (b) a national and published authority on historic railway buildings. The report (or where appropriate parts of the report) was subject to specialist review: the entire report went to the IAP; the section on bridges was considered by a sub-committee comprising two experts on the building type, James Sutherland and Michael Chrimes of the Institute of Civil Engineers (Dr Chrimes was the institute's archivist and librarian). The report was subjected to considerable peer review as it passed through internal EH professional bodies and finally being signed off by the Industrial Archaeology Panel (see chronology under 'When?' above).

**Soundness of recommendations** The selection exercise: of 768 buildings inspected 73 (9.5%) were already listed (a considerable number spot-listed during the exercise) and 222 (29%) were recommended for listing (including 5 in grade II\* and one in grade I). Two buildings were recommended for de-listing. At the time this was considered to be a rather high proportion of listable buildings, especially considering that the review was not intended to be comprehensive (i.e., it was assumed that more buildings would be listed in the future) but it should be borne in mind that the body of buildings assessed was already heavily weighted towards those that appeared from the preliminary work to be possible candidates for designation that justified inspection.

**Clarity and accessibility** The report is available electronically but, although it is logically laid out, it is not in a state for wider circulation. This is regrettable since it is the fullest statement we have about the criteria for listing railway buildings. The report should be updated, especially the section that presents the recommendations for listing and (equally important) for not listing. The model list descriptions are useful. In an updated form, the report would be a valuable aid to listing inspectors and local authority conservation officers. Ideally it should be placed on the HELM web site.

**Implementation and sustainability** The thematic review was carried out with a number of management perspectives in mind. Three categories were defined to aid sustainable listings: (a) building types of ‘primary importance’ (e.g., stations, engineering works) that could normally be preserved as part of the national network of working railways; (b) buildings of ‘secondary importance’ (e.g., engine sheds, water tanks) that would similarly be unlikely to impede operational safety; and (c) lesser building types that would be best protected in situ as part of a preserved railway (e.g., signal equipment) or exceptionally ex situ as part of a museum. The distinctions between primary, secondary and lesser would not now normally be employed, and the importance of the categorisation lies in the pragmatic selection of structures to minimise disruption in the safe operation of railway services.

96 railway items have been listed since the thematic survey took place, mostly resulting and following on fairly shortly from that study (17 in 1998, 19 in 1998, 12 in 2000 and 15 in 2001): these comprise around two-thirds of all the new listings to date (96 in all). The majority of item types 54 (56%) are stations; 71 (74%) fall in the two peak building eras (43 in the period 1851-76, 28 in 1877-1914). An unscientific sampling of Robertson’s recommendation indicated that a substantial number of recommendations made then remain unlisted.

One of the unresolved issues at the time of the review was the status of tunnels as listable structures. This has subsequently been resolved: tunnels are listed when there are exceptionally strong claims to construction interest (as with Brunel’s Thames Tunnel, now listed) but normally a pragmatic approach is taken whereby special interest is assigned to portals, bridges, revetments etc rather than the tunnels themselves.

When accepting that railways should be considered under the thematic listing programme, the IA Panel were concerned that the inevitable focus on individual buildings (‘the disaggregation of component features’) at the expense of the landscape dimension, an issue that lies at the heart of the thinking underpinning HPR.

**Current relevance HIGH** The report was designed to provide an intelligent sample of proposals for listing that would also serve as benchmarks for future designation. It is important that the data and justifications are made available. The majority of listings since the report was compiled have been stations (56%, that is 54 out of a total of 96 listings since 1998).

## **Recommendations**

As suggested above (clarity and accessibility), the report still has relevance as a guide for inspectors and local authorities and, suitably cleaned up and revised, should be placed on the HELM web site. The helpful breakdown of railway buildings by ‘epochs’ is not clearly reflected in the published selection criteria.



## **Appendix A Listing criteria for railway buildings as proposed in the Robertson Report (2001)**

1. **1825 - 1841** *From the opening of the Stockton and Darlington Railway to the opening of the Great Western Railway.*

This period extends from the first significant public railway to the completion of the first trunk lines. It saw the development of the work of major engineers i.e. George and Robert Stephenson, Joseph Locke and Isambard Brunel who raised civil engineering to the rank of a highly respected profession and trained almost all the many railway engineers who came later. It saw the origins of the railway engineering types such as bridges and viaducts and of building types like stations and workshops. Building materials were improved, as well as the widespread use of cast and wrought iron in bridge building work, and new standards were set for embankments, retaining walls and in brick and stonework in general. All significant buildings and structures surviving from this period in a reasonably unaltered state should be listed. High grading would be based on the importance of their design and their historic interest.

2. **1841 - 1850** *Up to the opening of the Great Northern Railway into King's Cross station, including the main trunk lines which remain as the national network of today.*

This period saw the opening of the whole of the east and west coast main lines to Scotland as well as the Holyhead line, the South Wales line and the Great Western extension to Plymouth. It saw the development of standardised designs for stations and other building types and the refinement of bridging and tunnelling techniques. Most important buildings and structures surviving close to their original designs from this period should be listed. Again, many of them will qualify for higher grades if they are of sufficient architectural and historic importance.

3. **1851 - 1876** *To the opening of the Settle – Carlisle line of the Midland Railway and including the London Extension of the same railway, the advance westward of the London and South Western Railway and the consolidation of the network.*

This period saw the refinement of standardised designs for stations and the introduction of the signal box as a building type following the invention of the blocking frame in 1856. There was also, however, much eclectic design in the best tradition of Victorian architecture. Greater care should be taken in the selection of structures from this period, and architectural/engineering quality will now be the main criterion. Very little will be suitable for the higher grades, but there are both buildings and structures of national significance from the period.

4. **1877 - 1914** *Including the Great Central Railway, the Great Western Railway cut-off lines and the completion of the network.*

This period saw the rebuilding of many stations on a much larger scale with new design types, e.g. the large all island platform station like Preston and Crewe. Railway engineering set new records for length of tunnel, bridge span etc. Steel and concrete replaced cast iron girder bridges and many arched examples. The use of cast iron beams as an engineering material was discredited following the collapse of several bridges. Very few examples of buildings from this period will be listable and those principally for their

quality and rarity. Only extremely unusual examples of national importance will qualify for a higher grading.

5. **1915 - 1948** *From the commencement of the First World War to nationalisation. This period includes the grouping into four large companies, which took place in 1923.*

Very few buildings will be listable but it is important to represent the Big Four companies (GWR: LMS: LNER: SR) with some characteristic buildings. Only extremely unusual examples of national importance will qualify for a higher grading.

6. **1949 - the present day** *The period of British Railways leading up to privatisation again in 1995-7.*

The best buildings of the period up to the late 1980s have already been listed under the Thirty Years Rule and this will be kept under regular review.

## DESIGNATION AUDIT –TLR

### 2. DEFENCE INFRASTRUCTURE

#### (ROYAL NAVAL DOCKYARDS, ORDNANCE YARDS, BARRACKS, DRILL HALLS).

### RETROSPECTIVE ASSESSMENT<sup>2</sup>

**When and why?** These studies were initiated in the late 1990s in response to three factors: (a) that the listing of defence-related buildings was patchy and inconsistent with regard to the defence estate, a problem that was not addressed in the urban list review and had been in any case exacerbated by difficulties of site access; (b) that the resource was seriously under threat, a point made forcibly in 1993 by SAVE in its exhibition and book, *Deserted Bastions*. This threat was exacerbated by the under-researched nature of the subject: whereas the ‘teeth’ of the defence heritage (such as castles and forts) were reasonably well understood, the ‘tail’, sites that accommodated support formations such as magazines and barracks, were less so. And (c), that the Ministry of Defence was becoming agitated about the possibly adverse impact of designations (especially eleventh-hour spot listings) on their redevelopment and disposal plans, designed to manage the contraction and rationalisation of the Ministry of Defence estate after the end of the Cold War and in the face of the growing awareness by English Heritage of the need for wider public understanding, and where appropriate the conservation, of military sites.

The experience of the MOD at the Waltham Abbey gunpowder site (see separate report) was important in this context. Here MOD agencies worked closely with EH (and the RCHME): a holistic approach was taken to the recording of the site, focused on the use of documents in combination with survey at all levels; management problems were identified -and certain key decisions made- early on in the survey programme; obstacles were removed, thereby persuading them of the merits of partnership. For EH, cooperation removed what would otherwise have been insuperable problems of access to sensitive or off-limits sites. The projects covered here were co-financed<sup>3</sup>. Both parties saw the priorities as: (a) achieving clarity over designation and constraints, thereby providing a degree of confidence and stability for future site management and property disposals; (b) raising awareness among site managers about the significance and conservation needs of the historic estate, both buildings and archaeology; (c) disseminating the results of research to inform the wider public.

#### **Definition and methodology**

##### **(a) Royal Naval Dockyards**

(Summary report, n.d.) This was the first of the designation assessment projects carried out jointly with the MOD. In addition to the general objectives outlined above, a major

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<sup>2</sup> These are most helpfully treated together. Drill halls were specifically excluded from our brief (so are covered here only briefly for completeness sake); ordnance yards were not specified in the project brief but are included here briefly for the same reason. (The fact that the report is on EH’s web site is indicative of the general confusion over access to this ‘legacy data’). Nuclear power and the cold war are treated separately. Military and civil airfields are treated together with aircraft factories in a separate report.

<sup>3</sup> The details of this partnership are covered in *Dangerous Energy* (find reference: mislaid my copy)

goal was to rationalise the listing and scheduling designations, removing the latter when listing was considered to **be a more appropriate** mechanism for managing change to buildings. This was the first time such a designation exercise had been carried out systematically and on this scale. All buildings were assessed within the perimeter wall of the dockyards and a report was drawn up (paper only, in NMR). All the recommendations made were accepted by the DNH. Following on from this, Wessex Archaeology were commissioned to study the archaeological potential of underground remains within the sites and this still needs to be processed, with mapping layers, in order to provide guidelines for local managers. The results of these exercises are difficult to retrieve via the Internet.

**(b) *Ordnance Yards and Magazine Depots***

(first draft list, December 2001; revised summary report, January 2003). Assessment work on the royal naval dockyards indicated that this branch of the defence industry was poorly understood and required focused attention. This became an issue in the face of proposed developments at Priddy's Hard (Gosport, Hampshire) where inadequate information had earlier led to a spot-listing recommendation being turned down by ministers in 1988. The project was a joint venture with Gosport DC. David Evans carried out a documentary-based analysis of the functional and historical development of ordnance yards and the project involved consultation with owners/operators and the local authorities (detailed reports in NMR). The lead inspector, Jeremy Lake, drew up the assessments and managed the project. The project led to a number of listings and upgradings. A number of scheduled monuments was re-designated as grade I or II\* listings. The results were one grade I listing; five at II\*; 35 at II (all but one on the key sites of Priddy's Hard and Bull Point) and 51 revised descriptions of already designated assets on four sites. It is worth recording here that refinements to the selection criteria made during the consultation phase resulted in six items being removed from the first draft of recommendations.

**(c) *Barracks***

(Research and survey commissioned 1994, final report 1998; the detailed historical background report was largely subsumed in the publication, see below). The project set out to be comprehensive but it quickly became evident that the mass of unpublished data made this aspiration unobtainable. The listing recommendations and consultation period were launched at the National Army Museum in 1998 and ministers accepted the majority of these. Whilst full and wide ranging, other examples, especially later ones, have subsequently been identified and listed.

**(d) *Drill halls*** Excluded from our brief, but a small scoping report on drill halls by Jeremy Lake and David Evans informed liaison with Mike Osborne who was undertaking a survey of these sites. It is worth mentioning here, for completeness sake, that this survey of drill halls is understood to be sufficient for the purposes of casework and could with little cost be worked into guidance for selection. The documentation is summarised in Osborne (2006) and the extensive database compiled by Graeme Fisher to be found on the web site of the Drill Hall project ([www.drillhalls.org](http://www.drillhalls.org)).

**Coverage** As indicated above, the naval dockyard assessment was intended to be comprehensive and definitive within the perimeter walls of the dockyards sites in terms both of standing buildings and archaeological remains: . The project flagged the for further research on ordnance yards: that project focussed on three sites (Priddy's Hard, Gosport; Bull Point, Devonport; and Upnor castle. The barracks survey set out to be comprehensive but the volume of documentary information proved too voluminous for this to be achieved: it should be used as providing benchmarks for further listing.

**Expert and authoritative** These projects were led by an experienced inspector who developed a national expertise in the subject. The commissioned experts David Evans, now an acknowledged specialist in the area of historic defence sites and defence industries, and James Douet, an expert in nineteenth-century industrial archaeology.

**Soundness of recommendations** The research and recommendations have proved fit for purpose; where recommendations have been made to ministers, they have been accepted in their entirety. Otherwise the material provides a firm base for the development of management plans.

**Clarity and accessibility** The reports are not available digitally but should be made available in the NMR and the most appropriate regional offices (e.g., the south west and south east offices for naval dockyards). Because these projects achieved their designation objectives and a high level of publication, the original reports have medium archival value.

The publications resulting from the thematic surveys are:

David Evans, *Building the Steam Navy: Technology and the Creation of the Victorian Battle Fleet 1830-1906* (Naval Institute Press, 2004).

James Douet, *British Barracks 1600-1914: their Architecture and Role in Society* (Stationery Office/EH, 1998)

David Evans, *Arming the Fleet: the Development of the Royal Ordnance yards, 1770-1945* (Museum of Naval Firepower, Eh and Hampshire CC, 2006).

Mike Osborne, *Always Ready: the Drill Halls of Britain's Volunteer Forces* (London, Partizan Press, 2006)

**Implementation and sustainability** The thematic projects discussed here benefited from good working relations with the MOD and its historic buildings officer, Tony Whitehead. There were political advantages to both parties if the end results were clear and sustainable designations with sufficient information to inform long-term management. By and large, although extensive, the designations for the royal naval dockyards, especially, conformed to consensus views of what constituted 'heritage'. It was with the widening of the designation net into include more contentious building types and sites, notably airfields and nuclear power, that the partnership began to break down. This was caused in part by internal MOD problems. For EH, there were (equally internal) issues that did not help: how best to ensure that working teams who dealt with different conventions and designated under different legislation, who worked to different timetables and were sometimes driven by different priorities could deliver a coherent package of assessments, constraints and guidelines in a timely fashion.

#### **Current relevance**

(a) Dockyards HIGH because the archaeological analysis carried out by Oxford Archaeology needs still to be processed and fed into dockyard management strategies, but LOW on the buildings side, because the reports have been adapted and published; the recommendations have been implemented.

(b) Ordnance yards LOW because the report has been published and considerable investment has been made at Priddys Hard.

(c) Barracks LOW Because the reports have been and adapted and published; the recommendations have been implemented.

(d) Drill halls. HIGH A substantial body of material is available in published form and on the internet and provides an essential base for any future designations assessments.

**Recommendations** The situation regarding the archaeological assessment of the dockyards should be confirmed and action taken as appropriate; the material is for drill halls is accessible for designation and management purposes.

## DESIGNATION AUDIT –TLR

### 3. THE POST-WAR LISTING PROGRAMME

#### RETROSPECTIVE ASSESSMENT<sup>4</sup>

**When and why?** The background to the post-war listing programme is worth rehearsing in some detail. It was the most ambitious thematic listing exercise to date; it raised a number of public interest issues about the role of listing in the late twentieth century; and it began to change the political climate in such a way as to prepare the ground for heritage protection reform. As with most thematic reviews, the principal drivers were twofold: the increasing threat to the resource from development and replacement, and the lack of modern research into many of the key building types. With post-war buildings, however, there was a unique problem up until the late-1980s: although technically listable, buildings of this date were in practice considered ineligible, an arbitrary cut-off date being imposed at 1940. (An audit of listings found that a handful of post-1940 buildings were in fact listed for a variety of reasons, mostly post-war extensions of earlier buildings). Growing pressure from a wide range of professionals for revision of this practice persuaded government (Lord Elton, the Secretary of State for the DOE) to introduce the ‘thirty year rule’ in April 1987. This was a sort of ‘cooling-off period’ before a building could be listed, a period that was deemed long enough to provide a reasonable degree of distance and objectivity for assessment. Lord Elton also agreed to list buildings of between ten and thirty years if they were of outstanding importance (in practice grade II\* or I) and under demonstrable threat (the ‘ten year rule’). EH defined the thirty and ten year period as starting from the date when construction work started on site.

The public was invited by Lord Elton to submit a list of post-war candidates for listing, a process supported by a specialist EH listing advisory sub-committee. Some 70 buildings were proposed but in April 1988, the government decided to list only 18 –a disappointingly small number given the raised expectations. Ministers kept the door ajar: ‘I have no doubt that others will be listed’ (Lord Caithness, DOE minister). The rolling ‘thirty’ and ‘ten year rules’ were established in principal but a survey made in 1988 of exemplars from 1958 was never taken further. Unfortunately, material held by EH on these formative events has been lost.

In 1991, Baroness Blatch (junior minister at the DOE) convened a high-level ad hoc ‘heritage’ forum specifically to discuss the best way forward for post-war listing. This body recognised that the key obstacle to post-war listing was the lack of easily accessed information about buildings of the period and the lack of a thorough programme of research and assessment. In 1992, a specialist steering group was set up (chaired first by Ron Brunskill, and later by Bridget Cherry) to oversee a *systematic* programme of post-war listing based on building type. Starting with schools and universities, the programme was underpinned by a public relations exercise designed to raise awareness of the quality and diversity of much post-war architecture as well as the objectives of the exercise itself. A book celebrating the range of styles and approaches of the period that also served to outline a post-war listing policy (Andrew Saint, *A Change of Heart. English Architecture Since*

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<sup>4</sup> It is not proposed here to look individually at all of the twenty components of the post-war listing programme since, broadly speaking, they were compiled to a common template and standard. These components are listed in Appendix 1.

*the War: A Policy for Protection*, EH/RCHME, 1992) was published to accompany a seminar and this was followed by a series of exhibitions aimed at reaching a wider public.

All the listing recommendations for the first batch of submissions using the thematic approach –schools and universities: 47 sites containing 95 separate structures, narrowed down from a long short list of several hundred– were accepted by government in March 1993. The second category of thematic buildings to be presented to the public and then to ministers was industrial and commercial. To have chosen such a contentious group so early on in the post-war listing programme may have been unwise since it fuelled the more efficient mobilisation of interest groups within the development and construction industry that were hostile to listing. The public debate (exhibition and seminar, *An Age of Optimism*, Feb 1994) was launched by Peter Brooke who put on record a refreshing interpretation of his role as being strictly in accordance with the legislation<sup>5</sup>.

The handling of the submissions fell to his successor, Stephen Dorrell, who was concerned to probe the wider implications of listing. In March 1995 he opened up the listing programme to public consultation (that is formal consultation with owners and the public at large, not simply with the architectural cognoscenti) and the programme received extensive media coverage. For reasons that it was not considered necessary to spell out, he listed only 21 of the 35 buildings proposed by EH as part of the second (commercial and industrial) tranche. The bulk of other building categories went out to public consultation between March and November 1996 under the strap line, *Something Worth Keeping*, supported by free literature and a series of exhibitions in London and other cities.

The mid-1990s saw the scrutiny of listing proposals on listing subsumed within a wider debate about economic performance, management regimes and public opinion. A number of unsuccessful attempts were made to widen the selection criteria to include fitness for use and viability. EH responded with a number of initiatives –regular analyses of the financial performance of listed commercial buildings were published (from 1993); a key discussion paper on the use of guidelines for the management of listed buildings was published in 1996; and in 2000, EH commissioned a major MORI opinion poll on public attitudes to post-war listing (which found a greater degree of support than had been anticipated). These and other studies paved the way for *Power of Place* and *A Force for Our Future*.

**Definition and methodology** While not the first thematic listing initiative, the post-war programme was the most ambitious. Its main objectives were to carry out research into twenty broad building types; select and recommend a number for each that would provide a benchmark for future listings –i.e. it was not intended to be a *definitive* list; to

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<sup>5</sup> With regard to the listing of Keeling House, he said that he was aware of the technical and financial problems, but ‘the legislation requires that I list buildings which I consider to be of special architectural or historic interest. Once I consider a building to have such interest, then I may not take into account the costs of repairs or the consequences of listing in other ways. Listing clearly creates a presumption in favour of a building’s preservation, but it does not necessarily mean that a building must be preserved at all costs; the main purpose is to ensure that care is taken over decisions affecting its future ...[the] listed building consent procedure would permit the special interest to be weighted against other arguments which may point in favour of demolition’ (DNH press release, November 1993).



disseminate the results (theory and practice) within both the professional and academic sectors; and publicise the programme more widely –first through publications and exhibitions, later through formal consultation. The results were published –Elain Harwood, *England: a Guide to Post-war Listed Buildings* (first published by Ellipsis, 2000; expanded edition, Batsford, 2003; the author’s fuller monograph is in an advanced state of preparation (Yale UP).

PPG16 clarifies the benchmarking issue, which has sometimes been misunderstood.

The approach adopted for twentieth century listing is to identify key exemplars for each of a range of building types –industrial, educational, residential, etc.- and to treat these exemplars as broadly defining a standard against which to judge proposals for further additions to the list. (6.12)

The reports (of which that on institutional buildings is considered to be the least thorough) provide an introduction based on extensive research through mainly published material with additional data gleaned from selective documentary sources and – importantly- interviews with architects and other practitioners of the day. The role of oral history in the programme is significant. All reports are illustrated with modern and some historical photographs and plans. Each recommendation was provided with a summary of significance. The draft list descriptions contain full information on individual buildings, not all of which were subsequently listed.

**Coverage** Attention during the programme was concentrated on buildings that fell within the ‘thirty year rule’, younger buildings being considered only when they came under threat. The cut-off date was different for each category according to the date of the research report (c. 1967-85, see table 1, although a strong case was made in some categories for drawing the line at the oil crisis of 1972). There is a strong case for bringing the assessment of post-war buildings up-to-date.

**Expert and authoritative** The names of the expert authors of the reports are given in table 1. Taken together with the steering group, the post-war programme was liberally endowed with the leading experts in the field. The lead in-house specialists, Elain Harwood, Andrew Saint and Diane Chablo/Kay (now Green) made an outstanding contribution to the programme and, indeed, to knowledge of the subject generally.

**Soundness of recommendations** The research and selection were carried out by in-house expert staff and commissioned specialists. Every recommendation for listing passed through a rigorous vetting procedure: the specialist post-war steering group, then EH’s advisory committee and commission and ultimately, ministers. The steering group, comprising twenty or so experts, adopted a convention whereby positive recommendations would only be agreed if they secured a substantial majority of votes. Borderline cases were rejected. However, it was always recognised that new research and changing perceptions might well justify reconsideration and a substantial number of cases turned down when first proposed have subsequently been designated. In some cases this was anticipated by the steering group, especially where documentation was inadequate or not available, or where access was refused. In some instances, buildings then on the ‘thirty year rule’ date cusp were not given the benefit of the doubt but have since been judged as meeting the selection criteria.

**Clarity and accessibility** The reports are in paper format and understood to be stored at Waterhouse Square. Only a small number was located and made available to us –we were thrown back on our own private archive at home! This underlines the fact that they cannot be widely used. This is worrying since the archive contains data and assessments of buildings that were not listed at the time, either because they failed to convince the post-war steering group or were rejected by ministers. While the lead inspector (Elain Harwood) is consulted in individual spot-listing cases, it is important that early written assessments are available to HP (over and above any ‘not-listable’ entries on the old LBS).

**Implementation and sustainability** It was always hoped that by the end of the first phases of the post-war listing programme, the designation of buildings of this date would gradually become less contentious. With the exception of a small number of high-profile cases, the fact that over 500 post-war buildings (or sites) have been placed on the list suggests that this ‘normalisation’ process has been achieved.

**Current relevance HIGH** Although the material is in paper form it needs to be accessible to EH staff. Although some of the judgments, based on material then to hand and since supplemented, have been superseded in some cases, it is important for staff to be able to access them easily so that any audit trail of current spot-listing cases may be seen to have re-visited earlier decisions. This is especially sensitive when applications to see documents are made under the Freedom of Information Act or as part of any judicial review procedure.

**Recommendation** In addition to enhancing access to documentation (previous paragraph) to guide future designation assessment and refer back to earlier decisions, attention should be focussed on kick-starting the programme to bring it up to date. This will involve revising a small number of surveys carried out in the expectation that the next phase of the programme would happen (but not progressed) and initiating new research and evaluation. Because so many cases rejected (often provisionally) by the post-war steering panel, it would be prudent to revisit the selection criteria to ensure they are still fit for purpose for any new raft of thematic projects.

**Table 1 Post-war Programme by components, date and number of recommendations**

	Post war programme	Date of reports	Date of start of public consultation	Number of recommendations
1	Schools	1992	1992	c.21
2	Higher education	1992-5	1992	6
3	Commercial and industrial	1994	Late 1994	35
4	Railways	1994	Late 1994	
5	Private houses (to 1970)	1994	1996	30
6	Rural housing	1994	1996	5
7	Churches	1995	1996	34 (Incl.1 upgrade)
8	Private and institutional housing	1995	1996	17
9	Public housing (urban)	1995	1996	19
10	Entertainment and sport	1995	1996	13
11	Hospitals	1995	1996	1
12	Public and institutional	1995	1996	13
13	Sculpture & memorials	1995	1996	29
14	New Town housing	1995	1996	7
15	Planned Town Centres	1995	1996	3
16	Bridges	1995	1996	11
17	Prefabs	1995	1996	1
18	Communications & Transport	2000		
19	Private houses (after 1970)	2002		None
20	Military listings			

**Table 2 Post-war listings by component and year of listing (Number in left column refers to programme number as in Table 1).**

	Pre-1992	92	93	94	95	96	97	98	99	00	01	02	03	04	05	06	07	08	N/K	Delist	Total
1	5	0	21	0	0	1	0	2	2	1	0	0	0	1	0	1	0	3	0	0	37
2	1	0	25	0	0	2	0	5	4	3	1	0	2	0	0	0	1	0	0	0	44
3	8	2	0	0	17	1	3	1	1	7	0	2	4	0	2	0	4	0	0	1	51
4 <sup>6</sup>	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
5	5	0	0	0	0	4	2	21	8	6	0	3	2	2	0	2	11	0	0	0	66
6	0	0	0	0	0	0	0	5	0	0	0	0	0	0	0	0	0	0	0	0	5
7	8	0	0	1	1	1	2	30	8	5	0	0	3	0	1	3	7	3	0	0	73
8	1	0	0	1	0	1	0	8	0	0	0	0	0	0	0	0	1	0	0	1	11
9	0	0	2	0	0	1	1	14	0	4	1	0	0	0	0	0	2	0	0	0	25
10	1	0	0	3	1	2	5	7	2	1	0	1	1	1	0	1	2	0	0	0	28
11	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
12	2	0	0	0	1	0	1	11	0	0	1	0	1	1	0	0	3	0	0	0	21
13	11	0	1	1	0	0	0	28	4	1	1	3	1	2	0	1	2	3		2	59
14	0	0	0	0	0	0	0	6	0	0	0	0	0	0	0	0	0	0	0	0	6
15	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1
16	1	0	0	0	0	0	0	19	0	0	1	0	0	0	0	0	0	0	0	1	11
17 <sup>7</sup>	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
18	4	0	0	1	5	2	0	2	1	4	0	0	7	0	0	0	0	0	1	1	26
19 <sup>8</sup>	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
20	1	0	2	0	0	0	0	0	0	1	0	4	2	3	8	0	5	0	1	0	27
21 <sup>9</sup>	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5
<b>ST</b>	<b>53</b>	<b>2</b>	<b>51</b>	<b>7</b>	<b>25</b>	<b>15</b>	<b>14</b>	<b>152</b>	<b>30</b>	<b>33</b>	<b>5</b>	<b>13</b>	<b>23</b>	<b>10</b>	<b>11</b>	<b>8</b>	<b>36</b>	<b>9</b>	<b>1</b>	<b>6</b>	<b>503</b>

<sup>6</sup> Category 4: Subsumed under communications (category 18)

<sup>7</sup> Category 17 subsumed under public housing (1 item)

<sup>8</sup> Category 19: Not implemented

<sup>9</sup> AA/RAC telephone boxes; listing preceded thematic programme (1987-9)

**Table 3 Documentation for post-war projects**

Programme	Principal author	Location and publication details (where appropriate)
Schools	Andrew Saint	Both reports bound in one
Higher education	Diane Kay	Andrew Saint, <i>A Change of Heart. English Architecture Since the War: A Policy for Protection</i> , EH/RCHME, 1992
Commercial and industrial	Diane Kay	One major and five short supporting reports: Shops (Roger Bowdler); Industrial (Steven Brindle); Art in public buildings (Edward Cheney); High rise and green-field offices (Elain Harwood). High rise was further developed in Elain Harwood, Susie Barson and Emily Cole, <i>Tall Buildings. Aspects of their Development and Character in England</i> (HART Reports and Papers, 59, 2002) <i>An Age of Optimism</i> (1994)
Railways	Paul Taylor	Paper, bound report <i>Something Worth Keeping</i>
Private houses (to 1970)	Alan Powers	Paper, bound report <i>Something Worth Keeping</i>
Rural housing	Mervyn Miller	Paper, bound report <i>Something Worth Keeping</i>
Churches	Diane Kay	Paper, bound report <i>Something Worth Keeping</i>
Private and institutional housing	Alan Powers	Paper, bound report <i>Something Worth Keeping</i>
Public housing (urban)	Andrew Saint	Paper, bound report <i>Something Worth Keeping</i>
Entertainment and sport	Elain Harwood	Paper, bound report <i>Something Worth Keeping</i>
Hospitals	Sue Hendrie	Paper, bound report <i>Something Worth Keeping</i>
Public and institutional	Roger Harper	Paper, bound report. Additional reports on town halls (Roger Harper); Libraries (Pete Smith) and police stations and court houses (Elain Harwood). A major RD research paper on courts was also produced in 2000: Allan Brodie, Gary Winter and Stephen Porter, <i>The Law Court 1800-2000. Developments in Form and Function</i> which used an RCHME 1990 list of coroner courts. <i>Something Worth Keeping</i>
Sculpture & memorials	Suzanne Marston	Paper, bound report <i>Something Worth Keeping</i>
New Town housing	Mervyn Miller	Paper, bound report <i>Something Worth Keeping</i>
Planned Town Centres	Mervyn Miller	Paper, bound report <i>Something Worth Keeping</i>
Bridges	Bill Smith	Paper, bound report <i>Something Worth Keeping</i> Also published by the Proceedings of the Institute of Civil Engineers, <i>Historic Concrete</i> , August/November 1996
Prefabs	Julian Holder	Paper, bound report <i>Something Worth Keeping</i>
Communications & Transport	Christopher Dean & Elain Harwood	Paper, bound report Christopher Dean's preparatory files are with R&S <i>Something Worth Keeping</i>
Private houses (after 1970)	Bronwen Edwards	Paper, bound report. These are now lodged with territorial teams.
Military listings	MPP and TL military programmes	See separate report

Transport	Kathryn Morrison and Tony Calladine	Paper, bound report Cambridge office
Shell structures	Andrew Smith	Paper, bound report Cambridge office
Motorways	David Lawrence	Paper, bound report Cambridge office

**DESIGNATION AUDIT – TLR ASSESSMENT**

**4. CIVIL AVIATION (incorporated WWII AIRFIELD DEFENCES AND MILITARY AIRFIELDS, see below section 28.)**

## DESIGNATION AUDIT – TLR ASSESSMENT

### 5. CINEMAS

#### RETROSPECTIVE ASSESSMENT

**Scope and coverage** The selection was based on an extensive literature trawl followed by site assessments. The nature of the documentation, the large numbers of cinemas buildings still in existence and the problem of locating and gaining access to many of them, especially those that had changed function, meant that while the survey was authoritative it could not claim to be definitive. The project gained a great deal of media coverage and, rather like the pubs project, clearly struck a chord with the public. The project assumed the character of a national campaign and great emphasis was placed on engaging the public and raising awareness. Members of the public and the specialist interest groups disclosed much important information.

**Why and when** By the mid-1990s it was clear that historic cinemas in anything resembling their original or early form had almost disappeared. They were threatened by declining numbers of cinemagoers, adaptation to new uses (churches, clubs, pubs and bingo halls being the least destructive), subdivision with loss of significant details, dereliction and demolition. Research indicated that few survived intact. EH raised the issue in *Conservation Bulletin* (March, 1994) and a programme of research and assessment was undertaken leading to an extensive public consultation exercise (December 1999-March 2000) launched by a high-profile conference supported by a stylish publication (Elain Harwood, *Picture Palaces: New Life for Old Cinemas*, EH 1999). 123 cinemas were already listed, 16 in grade II\*; of these 8 were proposed for upgrading. A further 30 cinemas were put forward for listing.

**Expert and authoritative** The project was led and the research conducted by Elain Harwood, an experience historian and listing inspector in close liaison with the Cinema Theatre Association, the leading specialist body in the area, and the Cinema Museum.

**Soundness of recommendations** All of the 30 recommendations were implemented. 36 have been added to the lists since then. There are now 191 listed cinemas in England of which 26 are at Grade II\* -almost double the average.

**Clarity and accessibility** No public archive was created although there are cinema research files lodged with RD. The list descriptions for the cinemas proposed in 1999 are exemplary and can be easily accessed via the LBS, following the full names and addresses given in *Picture Palaces*.

**Implementation and sustainability** As has been said, the public consultation was high profile but at the same time more focussed discussions were carried out with the industry (in contrast to pubs where the trade was largely neglected). This attempt at openness and even-handedness did not really pay off: one leading politician and one of the leaders of the industry used the conference and attendant publicity as a platform for their own hostile views –not exactly unreasonable, but not particularly constructive. The success of the cinemas project was achieved by capturing the public imagination and unleashing a significant degree of public support leaving the trade looking grey and undignified – especially in comparison with the EH star.



**Current relevance/Recommendation** The cinemas project served its purpose of raising awareness, identifying important buildings and listing (or upgrading) them. *Picture Palaces* is a model of its kind –with a jazzier format than the more substantial *Informed Conservation* series. The substantially increased number of listed cinemas provides useful benchmarks for current and future designation. The fact that 9 listed cinemas and 4 unlisted (but potential candidates for listing) are currently under threat underlines the continued relevance of this project.

## DESIGNATION AUDIT – TLR

### 6. PRIVATE-SECTOR FLATS 1880-1939

#### Retrospective assessment.

**Scope** The report focuses on London with forays into a selection of other cities. Because of the nature of the documentation –not all flats were published- the exercise was of necessity selective.

**When and why?** Flats were assessed for listing as a spin-off of the post-war listing programme mainly because the need for such a review was recognised in the light of work carried out on post-war flatted housing and also because an expert body for validation was already in existence (the post-war steering group). A desk/library-based analysis was carried out in late 1996, followed by fieldwork in the first three months of 1997. The report was submitted to English Heritage in April 1997. An independent architectural historian, Dr Mervyn Miller, was commissioned to carry out this thematic review. The report and recommendations were presented to the Post-war Steering group and then by the Historic Buildings Advisory Committee (HABAC).

**Definition and methodology?** The report focuses on the larger-scale commercial, often high-rise, apartment developments, aimed mainly toward the wealthy and prosperous sections of society, in the last quarter of the 19<sup>th</sup> century and the first half of the 20<sup>th</sup>. Although common in parts of London, especially the west end, they remained the exception rather than the rule in the private speculative housing sector.

The driver behind this project was the recognition that flatted housing in the public (e.g., LCC housing) and philanthropic (e.g., Peabody estates) sectors was fairly well understood but that 19<sup>th</sup>, early 20<sup>th</sup> century and interwar private and commercial apartment blocks (including mansion houses) were not. This knowledge gap became apparent when the post-war listing programme revealed a similar ‘knowledge deficit’ for that period. Although technically out of scope, the post-war steering group commissioned this work, partly in order to provide context and deepen understanding of private sector housing in the later period. There was also a wider recognition on the part of EH and specialists in the field that the post-war programme was providing a much firmer and better researched framework for listing than was available for the interwar years. (This issue is covered more thoroughly in the designation audit on the post-war listing programme).

The report falls into four sections: (a) provides *context* through desktop research (trawl of the literature, historic background and chronology and a typology); (b) reviews the (then) *current state of play* (numbers and distribution of listings); (c) presents the *principles* for listing; and (d) presents the results of fieldwork and assessment of individual candidates for designation and listing recommendations.

**Coverage?** Like most thematic reviews, this one did not aim to achieve comprehensive coverage but set out to provide a sound and reliable set of recommendations with full background information and context that would (a) lead to a body of listed buildings within the type that illustrated their range and special qualities and (b) thereby serve as exemplars (benchmarks) to aid future assessment of cases that came to EH as spot-listing requests.

The report confirmed the received view that the greatest concentration of private flats of the type studied here is found in metropolitan London but does not adequately address the situation in provincial towns and cities. A small number of other cities were looked at (Birmingham, Bournemouth, Brighton & Hove and Hastings). These should be treated as pilots. The literature trawl found serious gaps in coverage in the specialist press of the time, many developments, and even quite prestigious ones, receiving very little attention. This applied both to London and the provinces. Although comprehensive coverage was never envisaged, the picture is likely to be distorted, especially in favour of London. The report picks up very few examples outside the capital despite the fact that the type proliferated in the provinces from the 1930s. Also, the 1880 start date for the report means that some important earlier developments are excluded including specialist types such as bachelor apartments.

**Expert and authoritative?** Dr Mervyn Miller is a highly respected architectural historian who has a special expertise and reputation in the development of housing and urban planning, especially within the context of the garden suburb and New Towns. He has published widely in the field.

**Soundness of recommendations?** Given the limitations of scope and coverage (see above), and bearing in mind that thematic listing projects were intended to provide benchmarks for further selection rather than *definitive* lists of eligible candidates for designation, the report can be relied upon for sound research and well-argued judgments. The report assessed 385 individual complexes. There is some overlap between items already listed and recommended for listing – probably a combination of technical difficulties in using the Listed Building System (LBS) at that time and the recurrent problem of establishing definitive addresses. But the global picture is clear enough: around 42 were already listed, 43 were recommended for listing (+ 11 overlaps where the situation is not clear). This would have resulted in about 22% of the studied resource being eligible for designation – a high proportion. It has proved difficult to follow up the ‘hit rate’ for listing, mainly because of inconsistencies regarding the precise addresses of candidates: several recommendations were rejected by the steering group.

**Clarity and accessibility?** The report is a substantial piece of work comprising three ring-bound volumes. Volume 1 contains the methodology, contextual background, and general principles of selection, field notes and a summary of recommendations. The other volumes contain underlying information including photocopies of relevant articles and other sources. The material is not electronically available. As it stands, the report is not easily accessible except to EH staff.

**Implementation and sustainability?** The report made a number of listing recommendations but also suggested where conservation areas status might be more appropriate. This reflected the post-war steering group’s growing concern that listing was not always the most appropriate designation or could be limited in its effectiveness when used alone. Discussions over this issue – how best to protect and manage large assets that might include minor buildings and landscaped gardens- contributed to some of the ideas taken forward as part of heritage protection reform. In the context of this project, identifying potential candidates for conservation area status was never satisfactory since outside London English Heritage lacked the powers to designate such areas and within London, although it possessed the powers, was reluctant to use them. Progress on this front was only feasible if EH staff had time to negotiate with local planning authorities, which proved impracticable. So there was little effective follow-up in this area.

The report contains background, research findings and selection criteria that are well presented and could be extracted to provide a document that could be publicly accessed (via HELM?). The underlying material and the detailed field notes should be accessible within EH (library so as to be accessible for all staff?): the field notes are discursive and sometimes tentative and would not be appropriate for wider dissemination on the web.

**Current relevance MEDIUM** Flats are not identified as a high priority in the 'strategic listing 2008' paper and it is unlikely that further surveys for other cities on the model of this one will be justified. But the detailed information contained in the Miller report is indispensable for regional office and designation casework. Many of the most borderline probably fall within the interwar period for which period there is a case for a systematic review along the lines of the post-war listing review. Because of inconsistencies of address, it has proved difficult to confirm how many of the recommendations were implemented.

**Recommendation** Make the reports accessible to staff in the relevant offices (especially London) to facilitate dealing with spot-listing requests and other casework.

## DESIGNATION AUDIT –TLR

### 7. LETTERBOXES

#### Retrospective assessment

##### Scope

The approach to the protection of historic letterboxes is an interesting precursor of good practice that is at the heart of heritage protection reform –that wherever possible, historic buildings and structures should be retained by agreement with their owners rather than relying solely on statutory designation. There are over 85,000 letterboxes in England. In 2002, 198 were listed and this protected group probably comprised most of the early non-standard types that pre-dated 1879.

**When and why?** There were a number of issues surrounding the listing of letterboxes in the 1990s.

- First was a matter of principle: the problem of listing identical, mass-produced objects where it was difficult to identify the intrinsic ‘special historic interest’ for the individual item rather than the contribution of the object to the streetscape or the iconic value of the object as part of the cherished local scene –not in themselves established listing criteria. (Telephone kiosks were another type of object that raised similar questions debated at the same time).
- Second, and related, was whether listing was the best mechanism for protecting small items of street furniture. They fell through the de minimus net of conservation area protection but also comprised as much as one-third of new listings in some accelerated urban list review areas: did this represent good value for money?
- Thirdly, extensive listing would impose a substantial additional planning hurdle for the Post Office that the organisation was reluctant to take on.

The solution was to agree a policy (a forerunner of heritage management agreements) between English Heritage, Royal Mail and the DCMS that would override the need to list. The EH negotiations were led by Philip Davies (Director, London Region) with Alistair Ward (Listing). Royal Mail undertook to retain and conserve all Royal Mail letterboxes. EH and DCMS considered that this undertaking ‘reduces very considerably the need to add [telephone] boxes to the statutory list. Thus, while the current Royal Mail policy remains in place, as a general rule the Secretary of State...sees no reason to revise the current criteria for listing letter boxes and will no longer add further letter boxes to the list unless exceptional circumstances apply’. (*Royal Mail letter Boxes. A Joint Policy Statement by Royal Mail and English Heritage*, October 2002).

The letterbox negotiations and agreement were one of a number of exercises designed to push at the limits of current listing legislation and practice, building on the experience of management agreements for complex listed buildings. We understand that a similar arrangement with BT regarding telephone kiosks is currently being negotiated.

**Current relevance/recommendations HIGH** as a model for heritage management agreements, one that is being taken forward with similar repetitive assets such as

## DESIGNATION AUDIT –TLR

### 8. HISTORIC ENVIRONMENT OF LIVERPOOL PROJECT (HELP)

#### RETROSPECTIVE ASSESSMENT

**Note** We were asked to assess this as part of the audit exercise but because HELP is far more than a designation exercise we feel that a full appraisal would be out of scope. But since in many ways HELP pointed to some new directions that provide useful precedents or models for heritage protection programmes, a short summary is in order.

HELP was launched in 2002, a partnership between EH, the City of Liverpool and various other local players. It was a response to the precarious state of Liverpool's historic buildings –the city had one of the highest rates of attrition of listed buildings of any city in England- and the need to raise the profile of the historic environment more generally in preparation for the European Capital of Culture bid, which the city won; it was celebrated in 2008.

EH's principal role in the project was to help provide an overview of the development of the city's historic environment and highlight the contribution it could make to the city's regeneration that followed many decades of stagnation in which the stock of historic buildings and other assets had fared badly. 'Media management' was a priority activity from the first in order to raise the profile of the historic environment. The project found a willing partner in the *Liverpool Echo*, which initiated and sustained a 'heritage at risk' campaign. The other side of the public relations coin was discovering how local people defined and responded to their heritage: MORI was commissioned to carry out an opinion poll and early on in the project's life, EH undertook workshops and heritage events aimed at engaging different social and ethnic groups within the city. Designation was always intended to be a part of this process but was by no means the project's primary purpose. While EH's work set out to inform regeneration and conservation policies in the city, it also aimed to raise awareness and enjoyment of those aspects which best reflected Liverpool's history, economy and social make up and give the city its unique qualities.

A steering group oversaw the project. It comprised senior representatives of the city, EH and other local bodies such as development agencies and faith communities. A manager funded by EH is responsible for day-to-day progress. HELP has achieved many of its major objectives. It has brought about new listings, not least a number of historic warehouses resulting from the 'intensive industrial area assessment' (considered elsewhere in this audit). HELP provided the delivery structure for the World Heritage Site inscription of the historic docks and continues to underpin its management. It supports an active 'buildings at risk' project and acts as a focus for partners in regeneration initiatives. The project facilitates seminars (such as an colloquium on international ports in 2008) and has a role in setting up heritage events such as 'Heritage Open Days'. In 2008, EH and the City launched a series of six books in the *Informed Conservation* on the historic environment of Liverpool –a considerable publication achievement.

Clearly, the City Council has found HELP useful as an umbrella to help focus attention on the city's heritage and the role it can play in regeneration. It is highlighted on the City Council's web site (but unfortunately it does not receive such prominent billing on

EH's). Its success is attributable largely to EH's preparedness to invest considerable sums of money, particularly in the form of salaries for the project manager and other co-funded posts. The in-house investment of research that underpinned the warehouse project and the six publications was very considerable. The combination of *sustained* funding and high-level commitment over a moderately long term (i.e. 6-7 years) was the key to success. Now, while both the city and EH continue their support of the ideas and initiatives that have characterized the project, it has become much more a matter of 'business as usual'. EH's Chief Executive made it clear at the launch of the *Informed Conservation* books that, while EH remained committed to Liverpool's heritage regeneration initiatives, the days of big funding for HELP were over, and that the city would have to compete for EH support on a more level playing field. (He said it more tactfully than this.)

The publications are:

Colum Giles and Bob Hawkins, *Storehouses of Empire. Liverpool's Historic Warehouses* (EH, City of Liverpool, 2004)

Sarah Brown and Peter de Figueiredo, *Religion and Place. Liverpool's Historic Places of Worship* (EH, Liverpool City Council, Liverpool European City of Culture, 2008)

Adam Menuge, *Ordinary Landscapes, Special Places. Anfield, Breckfield and the Growth of Liverpool's Suburbs* (Liverpool Football Club, EH, Liverpool City Council, Liverpool European City of Culture, 2008)

Katy Layton-Jones and Robert Lee, *Places of Health and Amusement. Liverpool's Historic Parks and gardens* (University of Liverpool, EH, Liverpool City Council, Liverpool European City of Culture, 2008)

Joseph Sharples and John Stonard, *Built on Commerce. Liverpool's Central Business District* (Liverpool Vision, EH, Liverpool City Council, Liverpool European City of Culture, 2008)

Colum Giles, *Building a Better Society. Liverpool's Historic Institutional Buildings* (EH, Charity Commission, Liverpool City Council, Liverpool European City of Culture, 2008).

## DESIGNATION AUDIT –TLR

### 9. PRE-WAR PUBLIC LIBRARIES IN LONDON

#### Retrospective Assessment<sup>10</sup>

**When and why?** Like schools, the review of London libraries was a response to the growing awareness that historic libraries, especially branch libraries were under threat (from modernisation and from estate rationalisation, incentives to sell, underuse, closure, and demolition) and the fact that libraries as a building type were under-represented on the statutory lists and because (with some exceptions) they had not been subject to comprehensive typological analysis.

**Definition and methodology** The survey involved visiting every unlisted public library in Greater London (131 sites) and (for comparison and a quality check) a number of already listed libraries. 14 recorded libraries were found to have been demolished. It worked on the back of an earlier GLC Historic Buildings Division survey made in the 1970s that had involved a trawl of references in the architectural press. The 1990s survey undertook further work in the RIBA Library. At the time, 42 public libraries were listed in the region. 19 were recommended for designation. A quick search on the LBS indicated that 11 out of 19 have been listed, but the ‘quick search’ facility is not reliable, and some have probably been missed.

**Coverage** Unlike schools, the whole of the Greater London area was assessed and the approach (for unlisted libraries) was comprehensive rather than selective.

**Expert and authoritative** The work was carried out by highly experienced EH historians (Roger Bowdler, Steven Brindle and Elain Harwood): the quality of research and robustness of listing recommendations can be depended upon.

**Soundness of recommendations** The criteria for listing libraries is set out in the reports (on grounds of style and decoration, planning and fittings). The specific recommendations have been made on robust grounds, by experienced EH staff, and provide benchmarks for future listing in London and elsewhere.

**Clarity and accessibility** The London report is clear and accessible although not available digitally.

**Implementation and sustainability** This report is important. In addition to recommending (with full justification) 19 libraries for listing (11 + now listed) the remainder of those visited are accorded a value: A = ‘of considerable interest’ (23 libraries); B = ‘of some interest’ (66 libraries); and C = ‘of little or no interest’ (50 libraries). It provides a viable model for further studies of the building type.

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<sup>10</sup> Two documents were provided: one a survey dated June 1992, the other a slimmed down revision of the same dated July 1994.



**Current relevance/recommendations HIGH** The report contains essential information for any future assessment of individual libraries for designation and should also be available for reference to local authorities. There is a good case to be made for carrying out similar designation assessments, using the criteria and methodology adopted here, in other areas.

## DESIGNATION AUDIT –TLR

### 10. SCHOOLS C. 1870-1918

#### (LONDON, BIRMINGHAM, LEEDS, MANCHESTER, SHEFFIELD)

#### Retrospective assessment<sup>11</sup>

**Scope** It seems sensible to deal with the reports together:

*London Board Schools* Andrew Saint and Elain Harwood, January 1991, revised October 1994

The following responded to a brief from the then head of listing dated 14 November 1991.

*Birmingham Board Schools* Andrew Bower, n.d. (c. early 1992)

*Leeds Board Schools* Sue Wrathmell, January 1992

*Manchester Board Schools* Nigel Morgan, February 1992, with an historical note by Andrew Saint, February 1993.

*Sheffield Board Schools* Mike Eaton, n.d. (c. early 1992)

These studies (together with the post-war listing project) formed the basis of Elain Harwood's draft for an *Informed Conservation* book, due out in 2009.

**When and why** Both the London review and those for the other cities were a response to two challenges. First, a growing awareness that historic schools were under threat (from estate rationalisation, incentives to sell, underuse, closure, and demolition): this exercised other organisations such as SAVE Britain's Heritage: see *Breathing New Life into Old Schools* (1995). Secondly, that schools as a building type were seriously under-represented on the statutory lists, partly because they survived in such large numbers and partly because (with some exceptions) they had not been subject to comprehensive typological analysis. The out-of-London city reviews were a direct spin-off from the 'accelerated urban listing reviews' being carried out in those cities at that time; the London review had a longer 'prehistory' but was also pushed forward in the light of the growing disparity between coverage in the those boroughs that were subject to resurveys and those that were not. The subject has recently become more urgent (see below).

#### Definition and methodology?

**London (Inner London boroughs only)** This is the best of the bunch by far. It is an accomplished and clear report and comes close to being a model for further exercises. It would sit well as an appendix to the model brief associated with *The Future of Historic School Buildings* with the one caveat that the London review is selective whilst the model brief argues for a comprehensive extensive survey being made in each local education authority area (see final section). The review works from an earlier exercise by Susan Beattie (1972). The review, which was presumably supported by full detailed assessments of each school (not on file), is organised in an exemplary fashion: reasons for the report; scope; recommendations; list of listed schools; history; typology (very useful model albeit

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<sup>11</sup> 5 of 6 reports were received; Bristol is lacking.

based on style and material rather than plan); selection criteria; guide to assist field work and assessment; template.

**Birmingham** The review was based on a register of Birmingham Board schools drawn up as part of a postgraduate (?) thesis by Kim Cooper (no full reference is given). His (or her) thesis provides a register that forms the basic data of the list review: it is neither comprehensive nor definitive but was the best source available for a rapid survey. The list review exercise was a transitional procedure in that, while 'not listable' schools were identified, potential candidates for listing were put forward for further consideration. Presumably, it was intended that these would be picked up in due course as spot listings, as staff resources permitted. The review contains a very brief preamble but no introduction proper and a template (checklist: architects, materials, plan, materials etc) for each school for facilitating work in the field.

**Leeds** There is no list of references although one can rely on the author having covered the ground adequately. She uses the 1903 Kelly's Directory as the basis of her list, a sensible pragmatic decision, but one that gives no indication of what proportion of the total survives since many might have disappeared between 1870 and 1903. As with Birmingham, the Leeds exercise is a stepping-stone towards detailed examination. There is a very brief preamble; most of the historic information together with photos and a number of early published plans is usefully provided.

**Manchester** A combination of early map and secondary sources is used in conjunction with a consistent use of date stones with serial numbers on the buildings themselves allows for an accurate census to be made of the original and surviving resource. This is supplemented by the results of a trawl through national building press of the day: only 22 received notices. As with Birmingham and Manchester, the exercise prepared the ground for actual decisions to be made at a subsequent date. Very useful data is provided in this report, but the individual entries for the schools provide very little information.

**Sheffield** the review is based on a limited range of local sources, probably adequate for purposes of identification. After a brief introduction, each school is noted with photographs, which only serves to identify schools that are not listable. A lot of further work would have been required to take the process onto the next stage of selection.

## Coverage

**London** The area covered is for the inner London boroughs, far more ambitious than the other studies that focus on the city centres. It appears that around one hundred historic (state funded) schools in inner London had disappeared between 1972 and the early-1990s: 20%. Of 400 surviving board and local authority schools, a selection of 200 was made (the selection is justified): of these 46 were already listed (2 recommendations for de-listing were made) and 29 recommendations for listing were made. The high proportion of listed schools reflects the fact that being listed was a criterion for inclusion in the review.

**Birmingham** The review focuses on the Central Birmingham Board School area so excludes large swathes of the present city that has subsumed many neighbouring former urban districts. Even so, the report indicates that the register in Cooper's thesis is incomplete. The register is reproduced. Of 47 schools once known to exist, 24 survived at the time of the review; 9 were listed, 3 of them in grade II\*; 4 were considered

candidates for listing and required more detailed assessment; 11 were dismissed as not listable. 10 more schools were assessed in addition to the Cooper register items as being formerly in the CBBS area (of these, 3 were listed, 5 were considered candidates, and 2 not listable).

**Leeds** The review covers the Leeds central area board schools and early local authority schools. Of 59 Board School listed there, 31 survive of which 15 are still in educational use; of these, 3 were already listed; 11 are reasonable to strong candidates for listing with 9 borderlines.

**Manchester** Of 60 schools in the central area, 42 were Board schools (12 survive, of which 7 remain in use as schools; and 18 were local authority schools (29 survive, 18 in use as schools). Prior to the accelerated urban list review there were no listed schools of this sort in Manchester: the review recommended consideration to be given to 21 + 8 marginal candidates.

**Sheffield** It is difficult to ascertain the scale of loss and survival from this review. Of schools built between 1870 and 1880, 'most' survive; between 1881-1900, 17 schools were built of which 12 survive; between 1900 and 1910 14 were built but we are not told how many survive.

### **Expert and authoritative?**

**London** The reports were carried out by two expert and experienced members of staff (Andrew Saint and Elain Harwood, the former a recognised published authority on school building). Their study built on a pioneering and exemplary report (1972) by Susan Beattie (then of the GLC's Historic Buildings Division).

**The other cities** Consultants commissioned to carry out the 'accelerated urban listing review' for the relevant city compiled these reports. None of them had a particular research record for school buildings as such, but were specialists in related fields of 19<sup>th</sup>-century architecture. They could be termed without disparagement as 'expert generalists'.

### **Soundness of recommendations**

The four reports on provincial cities (Bristol was not seen) are of very limited use now. Most of the results were intended to feed into the accelerated urban list reviews (from which they were a spin off) leaving very little of lasting value except underlying information on specific buildings (in the case of some reports). They do have the virtue of being comprehensive: most make a stab at estimating the proportion of the former whole that the survivors represent. All of them eliminate schools that are *not* listable on grounds that are not consistently spelt out.

As stated above, the London report is an exemplary methodological statement, albeit based on a sample rather than a comprehensive extensive survey.

### **Clarity and accessibility**

The provincial city reports are working files and are now of little more than archive value. The London report is clear and accessible although not available digitally.

## Implementation and sustainability?

What does come out of these reports is the enormous variety and architectural quality of school architecture between different boards and local authority areas. It is not feasible for EH to carry out the comprehensive extensive surveys that are necessary for each local authority. Guidelines, based in part on the London project are what are required for the sector. Something along these lines is being produced in the *Informed Conservation* series (written by Elain Harwood, currently in draft), which follows the general principle of that series –historic background, general selection criteria, examples of good practice.

Schools are identified as a high priority in the strategic designation paper. EH's position statement, *The Future of Historic School Buildings*, with its associated model brief (July 2005) sets out good practice (evaluation and impact assessment) with emphasis being placed on the need to carry out both extensive assessments (evaluation of the entire stock of schools within an area) and intensive assessments (detailed analysis of individual sites) prior to decisions being made. This might usefully be supported by exemplary assessments of a number of varied areas. One possible scheme might be:

- Rural/urban (the latter would need further sub-division -city/smaller town);
- Areas dominated by specialist architects of recognised high quality (e.g., Martin & Chamberlain in Birmingham; Innocent and Brown in Sheffield) and areas dominated by general practitioners
- Some further division by quality ranging from good/variable (e.g., Trevayle in Cornwall) to indifferent but maybe with highlights. This last category, although important for individual local authority areas pushes the project beyond national designation into assessment of local significance –important in terms of providing guidelines for LAs but possibly not a high priority for HP Department.

EH's emphasis would be to disseminate high-level assessment methodologies (using experience from rapid surveys) and leave local education/planning authorities to go deep where the extensive surveys indicate: EH has recently produced guidance for recording and assessment at the single building level.

## Current relevance London HIGH; the others LOW

### Recommendations

Things have moved on considerably since the thematic work outlined above was completed. EH is committed to provide supporting material on historic schools to guide decision makers through the *Building Schools for the Future* exercise.

Our understanding is that work on schools is considered to be high priority and that the next steps align with our view as how best to build on work already undertaken.

- Publication of *Informed Conservation: Historic Schools* (in preparation)
- Identification of specific areas to study and publish models of good extensive/intensive survey to be placed on the HELM web site. RD researchers are currently preparing material for this.
- We understand that an exercise to take stock of the soundness of the designation base is currently underway but we have not seen details. Presumably that could form the basis of model surveys.

Discussions with managers indicate that there is room for improvement regarding the briefs and monitoring of assessment models so that all staff involved are entirely conversant with the objectives of the exercise.

## DESIGNATION AUDIT –LP

### 11. PUBS

#### Retrospective assessment

**Scope** The documentation furnished by English Heritage amounts to a copy of the leaflet, *Understanding Listing: Pubs* (April, 1994) and a document produced by the Campaign for Real Ale (CAMRA) entitled *Pub Interiors of Outstanding Architectural or Historic Importance: A National Listing* (revised October 1994). As far as we are aware there was very little formal documentation produced other than specific listing recommendations. The project was national in scope, led by a professional architectural historian who carried out a literature trawl, but depended upon the active involvement of enthusiasts to draw attention to specific historic pubs of note. Dissemination was always a priority goal: CAMRA produced a sequence of national (i.e. UK-wide) (July 1999, revised and expanded 2003) and regional inventories of historic pub interiors (London 2004; E Anglia 2006; North East 2006; Scotland 2007 -all hard copies; also web-based Northern Ireland 2007) and in 2004 English Heritage (in association with CAMRA) published Geoff Brandwood, Andrew Davison and Michael Slaughter, *Licensed to Sell: the History and Heritage of the Public House*, popular and authoritative and a model of its kind.

**When and why?** The pubs listing review was a response to two challenges that were becoming very clear in 1992-4.

- First, a growing awareness that historic pubs –especially their interiors- were under threat (frequent interior refurbishments, rapid turnover of publicans, closures resulting from estate rationalisation on the part of the big breweries, a sector that was undergoing major structural change; sale of country pubs prior to conversion to use as private dwellings; underuse and demolition; and last but not least a lack of appreciation by individual licensees of the importance of the pubs they managed): it was estimated that at most 4% of the sum total of 60,000 pub interiors could be considered intact enough to be of special historic interest (and candidates for listing).
- Secondly, that pubs as a building type were seriously under-researched and under-represented on the statutory lists, partly because they survived in such large numbers and partly because (with some exceptions such as the 19<sup>th</sup> century ‘gin palace’ and a few regional studies) they had not been subject to comprehensive typological analysis.

CAMRA had begun a major survey of historic pubs in 1991 and this led to a formal agreement between English Heritage and CAMRA (in 1998) initially for two years (but continued thereafter at the sole cost of CAMRA) to identify outstanding historic pubs and propose them for listing through the spot-listing procedures. A consultant was appointed to carry out this programme (Geoff Brandwood). Raising public awareness about the issues was a priority from the beginning (see below). The drivers for a review came partly from the leading ginger group in the field of traditional beer and the traditional drinking environment (CAMRA), which was in a good position to study overall trends in the industry, and partly from the results of the accelerated urban listing review that highlighted the inadequacy of coverage and of the listing selection criteria.

**Definition and methodology?** There was (in the late 1990s) a small specialist literature on public houses of variable quality, both published and in the form of post-graduate theses. These were used in conjunction with the technical and trade literature of the day.

Because of the sheer number of surviving pubs, it was not feasible to inspect every one and examples were sought from the extensive membership of CAMRA through its excellent members' newspaper (*What's Brewing?*) and local groups: this placed a great deal of emphasis on dissemination and consciousness-raising (a regular column on historic pub interiors in *What's Brewing?* –authored by Geoff Brandwood- historic pub crawls etc.) Proposals were appraised by Dr Brandwood and inspections made. They then passed through the spot-listing procedures under the supervision of Bob Hawkins. *Understanding Listing: Pubs* was widely circulated at conferences and through CAMRA's distribution channels. The findings of the project were distilled in *Licensed to Sell*. A small specialist steering group comprising representatives from CAMRA and English Heritage monitored progress on the projects. The work achieved during the project period was also intended to provide exemplary list descriptions that would act as benchmarks for listing inspectors in the field. Dr Brandwood has also acted informally as a source of advice on marginal or difficult cases. Because the majority of pubs listed before this review were assessed mainly on the basis of their exterior decoration, this thematic review focused on historically significant and reasonable intact interiors.

**Coverage?** This was national (CAMRA's work was UK-wide) but not comprehensive, for reasons outlined above. 21 new listings and 3 upgrades to II\* resulted directly from the project but –importantly- there were many revised list descriptions that properly emphasised the value of the interiors of pubs that were already listed (mainly on external appearance only).

**Expert and authoritative?** As indicated above, the historic pub was understudied and the project pooled what specialist knowledge there was to supplement the literature. The project steering group monitored standards. During the course of the project, Dr Brandwood became and has remained the leading authority on historic pubs.

**Soundness of recommendations?** The listing assessments were carried out in a well-researched context and site visits were made in every case. Consistency of standards was assured by the steering group and the normal internal EH vetting procedures.

**Clarity and accessibility?** With the exception of the production of the *Understanding Listing* leaflet and the internal quality control procedures (that tended to be long-drawn out to the point that there were some losses during the assessment period), the greatest credit is due to CAMRA (for publishing the inventories and the regular features in *What's Brewing?*), various activists particularly within that organisation and Geoff Brandwood himself whose energy and commitment drove the whole project forward. The published literature is accessible and popular.

**Implementation and sustainability?** The current situation is mixed. On the surface, listing activity has been extremely high. The LBS figures are difficult to interpret and probably mask some double counting. According to these, 845 pubs have been listed since 1992, with a peak (166) in 1994 that reflects the new or revised listings from the urban listing review coming on stream. The pubs project appears to have kept interest high with numbers of new listings dropping appreciably only after 2001 (see table at end of report). However, whilst public awareness has been enhanced through the literature and activities referred to above, it has not been sufficient to avert some serious losses, even of highly-graded pubs: examples include Crocker's Folly II\*, St John's Wood - closed and expected to be turned into restaurant; Red Lion, Soho Road, Handsworth, Birmingham, II\* closed through lack of local trade; the Bellefield, also Birmingham II\*.



Grade II examples include the Holly Bush, Hinckley, Leicestershire (changed to an Indian restaurant); Belvedere, Liverpool (closed, fittings lost but now reopened as a pub); Barley Mow, Marylebone, closed. The big problems are a lack of vigilance on the part of LA conservation officers and the generally low appreciation among licensees of the fabric they are responsible for. Low interest among the trade is reflected in the poor response rates to the annual EH/CAMRA Pub Design award campaign, an initiative designed to showcase good practice for conservation and new design.

But it's not all gloom and doom. The CAMRA *National Inventory* is published in the *Good Beer Guide* (which has a large circulation) and is available on a website:

[www.heritagepubs.org.uk](http://www.heritagepubs.org.uk) There are regular features on historic pubs in *What's Brewing?* And there are good news stories such as the Princess Louise Holborn; the Victoria, Great Harwood, Lancashire that used its heritage card to attract business as does the Bridge Inn, Topsham, Devon. Listing has also saved pubs from destructive change, e.g., the Five Ways, Nottingham, the Three Horseshoes, Whitwick, Leicestershire. At the Queen's Head, Willsbridge, Somerset, the conservation officer has secured the reinstatement of lost wall and fittings

Furthermore, and importantly, the listing selection criteria have been considerably revised in practice and take in examples of the more modest pubs with simple but intact interiors that would have been rejected in the late-1990s. This is not fully reflected in the published principles of selection.

**Current relevance –HIGH** both in terms of understanding the public consultation/engagement aspects of the project and learning lessons from it and also for the model list descriptions that were produced. Publicity and consultation was effective as far as it went –it raised public awareness- but it did not engage with those who had primary responsibility for long-term management of the pub stock –pub chain owners, breweries, especially the giant conglomerates. EH came to be seen by these interest groups as too partisan. The lesson to be learnt is to engage with the 'enemy' as well as with the converted.

**Recommendation** The programme has probably run its course: it set out to raise awareness of the vulnerability of the small numbers of intact pubs (interiors in particular) and improve the quality of assessment and list description –and achieved both these goals. The rate of pub listing remains high: it is important that exemplary list descriptions are easily accessible: a sample should be made available on HELM. Listing inspectors should be aware of the published literature for background especially Brandwood et al, *Licensed to Sell*.

**APPENDIX**

**PUBLIC HOUSES, etc LISTED FROM 1<sup>st</sup> JANUARY 1992** There is undoubtedly some double-counting in the figures given below, which it is difficult to compensate for, but crude though they are, it shows that pub listing has been an active area of listing activity, especially from the time of the review down to about 2004-05.

<b>YEAR</b>	<b>Total Listed</b>
1992	75
1993	87
1994	166
1995	88
1996	61
1997	62
1998	83
1999	83
2000	39
2001	18
2002	16
2003	22
2004	18
2005	7
2006	8
2007	6
2008	6
<b>TOTAL</b>	<b>845</b>

## DESIGNATION AUDIT –TLR

### 12. FARMSTEADS

#### (a) REGIONAL STUDIES (Norfolk, Suffolk, Cumbria, Devon)

#### (b) MODEL FARMSTEADS

## RETROSPECTIVE ASSESSMENT

**Scope and coverage** The thematic listing reviews on farmsteads (from 1997 to the 2002) illustrate the delay that can take place before changes in perception of significance and methodology impact on formal designation procedures. The gradual awareness that conventional listing was not the best way of managing the greater part of the legacy of historically significant farmsteads, especially those of predominantly 19<sup>th</sup> century date that contribute to landscape character but are often not listable, created at first something of a paralysis with regard to systematic assessment. The first four listing reviews in a projected national survey planned to be conducted region by region petered out, partly because of lack of funding and administrative support, but also because it became clear that a far more holistic approach was necessary, one that placed farmsteads in their wider agrarian and landscape setting, and tackled their conservation and management as part of broader spatial planning and funding strategies. Responsibility for EH policy towards farm buildings has been administratively split three ways (HP, Characterisation and Policy departments—four ways when there was a head of rural research within R&S Strategy department) and, although the various strands are held together by committed staff and the Rural Steering Group, heavy demands on HPD has resulted in a lack of engagement with developments on the characterisation side, which have tremendous implications and potential for HP reform and practice.

The two strands of the farmsteads thematic listing programme were different in character (one took a sampling approach, the other aspired to being definitive).

(a) The first of the four regional farming studies related to selected areas in Norfolk. Chosen for their variety (landscapes/soil/economy and social organisation) these areas were designed to provide benchmarks for listing farmsteads in comparable circumstances. The Norfolk leg of the programme was completed and the recommended designations implemented; preparatory reports were drawn up for Suffolk and some of the findings incorporated into the *Understanding Listing* leaflet (see below) but no listings were implemented; the third and fourth surveys for Cumbria and Devon were submitted as reports with guidance on key farmstead and building types, and the distribution of listed examples.

(b) The survey of model farmsteads was an attempt at comprehensive coverage. It was completed and the data and interpretations published but the listing recommendations, although drawn up, were never implemented, partly because of serious computer problems (the data was lost and never retrieved), partly because of competing priorities. The listing recommendations have been retained in hard copy.

**When and why?** As with the bulk of thematic listing projects, there were two drivers: one, the awareness that there were serious gaps in our knowledge of the resource and that the results of research that was being carried out (by individual scholars and through the activities and journal of the Historic Farm Buildings Group, founded in 1985) was not informing listing. The other driver was the threat to this fragile resource through major changes in the agricultural sector, resulting in obsolescence and redundancy of the building stock and often insensitive conversion (resulting in delisting, sometimes only months after designation) to mostly domestic use. The future of the majority of historic

farm buildings now probably lies outside agriculture. The RCHME carried out a study of farm buildings in five contrasting areas in order to raise awareness about the building types and patterns of regional distinctiveness and the need for systematic recording; although designation was not formally part of the project brief, commission staff liaised closely with EH colleagues working on the thematic listing projects. The RCHME study was published in 1997 (P.S.Barnwell and Colum Giles, *English Farmsteads, 1750-1914*). The thematic listing projects for Norfolk and Suffolk were carried out in 1997 and 1999 respectively, those on Cumbria and Devon (both 2000) to a different brief (see below). The grey literature that resulted from these exercises –*The Farmsteads of Norfolk: a Pilot Thematic Survey* and its partner *The Farmsteads of Suffolk*– provides important statements of methodology; to support the public consultation, a popular leaflet in the *Understanding Listing* series (*The East Anglian Farm*) was published in 1997.

The model farmstead project was undertaken in 2000-01. It resulted in four exhaustive bound volumes of reports; the analysis and interpretation was published for EH as a monograph by Windgather Press: Susanna Wade Martins, *The English Model Farm. Building the Agricultural Ideal* (2002).

**Definition and methodology** The two projects –the regional studies and the model farmstead study- are instructive in a number of ways.

(a) The regional studies were designed to test the efficacy of the then current lists. They are selective, not exhaustive, and provide benchmarks for listing elsewhere. Norfolk was chosen as a pilot thematic project because a survey of farm buildings had been carried out there during 1986-7 by a team based at the Centre of East Anglian Studies (CEAS) at the university of East Anglia. The thematic project set out by asking a number of questions: Does the weighting in the lists reflect current levels of knowledge concerning farm buildings? Have certain building types been under-rated thereby distorting listing coverage? Are major technologies and significant agricultural stages reflected in the lists? Can a representative sample of outstanding buildings or groups of buildings be chosen to exemplify important trends and characteristics? This comparative analysis of the lists (with photographs) and the research findings of the CEAS survey produced a report that is of lasting value –beyond the fact that the recommendations for listing, de-listing and the revised descriptions were all accepted by the Secretary of State- in that it provides a detailed set of selection criteria based on thorough research, an understanding of where listing has not kept pace with specialist assessments of significance and which takes full account of regional character. Although the emphasis of EH policy in this area has moved towards a more holistic landscape character assessment (see ‘implementation and sustainability’ and ‘current relevance’), listing has not been superseded as a management instrument, and the methodology of assessing special interest in a regional context, as outlined in this report, retains its validity. It should be made more widely available so it can be set beside wider current policy documentation.

(b) The model farmstead project set out to provide a comprehensive and definitive list of planned and model farmsteads, using sources in late 18<sup>th</sup> to early 20<sup>th</sup> century farming literature and available surveys. 450 were identified (dating between 750 and 1870) - although others have subsequently been located- and these are set out in the gazetteer, an important source. This list and the statutory lists were correlated and subsequent research and fieldwork undertaken to address some of the most significant gaps in coverage. As mentioned above, listing recommendations were made and the supporting documentation prepared but the computerised record has been lost. A back-up paper copy is in the possession of the lead inspector (Jeremy Lake). Re-prioritisation has placed

the implementation phase of the project on indefinite hold. The report was revised for publication (see above) but the book does *not* contain the full gazetteer: this has been placed on the HERs so as to be available to LA historic environment managers. HP inspectors can double-check material if a site comes up for spot listing

**Expert and authoritative** The consultants responsible for the East Anglia work were Susanna Wade Martins and Philip Aitkins; both are well-respected specialists in the field. Susanna Wade Martins was responsible for the model farmsteads material: a former chair of the Historic Farm Buildings Group, she is a research fellow at the CEAS (University of East Anglia) and the leading expert on the subject. The programme was supervised by Jeremy Lake, at that time listing inspector but also a leading specialist on farm buildings in his own right.

**Soundness of recommendations** The recommendations for listing and de-listing and the revised descriptions for Norfolk were implemented. As indicated above, the other regional projects were not brought to conclusion. The model farmstead work has been published –an important achievement- but no progress has been made on the designation front: the computer failure resulting in the loss of digital documentation is regrettable and represents a significant failure to realise the benefits of the costs incurred on this project.

**Clarity and accessibility** The grey literature reports are clear and fit for purpose: they should be made electronically available. The publications –one popular and one specialist (but accessible)- are a significant contribution to raising awareness of the resource. The bulk of data has been subsumed within various web sites (see next section)

**Implementation and sustainability** The farmstead thematic surveys discussed here are still highly relevant especially since one of the big challenges facing HPR is deciding how best to integrate designation with wider spatial planning and conservation strategies: deciding when as well as what to designate in order to achieve a sustainable long-term future for the asset. (The question *whether* to designate –highly relevant in this context- is dealt by us separately.) The Characterisation team, working closely with other national and local bodies, has taken the lead in the area: a useful résumé by Jeremy Lake, *Farmsteads: a Summary of Work* (March 2008) provides an update. It refers to (1) an audit of the resource and policies at a local and national level, and the publication in November 2006 of English Heritage/Countryside Agency/RDA/English Nature policy (*Living Buildings in a Living Landscape*) and preliminary characterisation work which is now (2009) being extended to national character area guidance for Natural England and planners, and (2) to completed map-based character assessment programmes in Hampshire, Sussex and the Weald, with the West Midlands and the North Pennines to follow. The strengths (and for purposes of detailed building analysis necessary for designation decision making, perhaps shortcomings, too) of this latter approach are set out in J. Lake and B. Edwards, ‘Farmsteads and Landscapes: Towards an Integrated View’, *Landscapes* 7 (1), 2006, 1-36 and the same authors’ ‘Buildings and Place: Farmsteads and the Mapping of Change’, *Vernacular Architecture*, 37 (2007), 33-49. ‘History and Land’ has been identified as a key HPR thematic topic: the emphasis of the policy paper we have been shown appears to veer towards archaeology rather than historic farm buildings within the rural landscape, whilst the latter is a priority area within the characterisation programmes, and one that is making good progress. The need to create a better link between buildings and landscape (including settlement and land use remains) has been heightened by the roll-out of the agri-environment schemes, and

Characterisation Team and Natural England have jointly written guidance and scoring that focuses attention on farmstead groups and their relationship with their landscapes including archaeological remains. The legacy thematic listing work appears not to be referred to in designation decisions for reasons outlined above and, of course, no progress has been made on this front since the suspension of thematic work in 2004. We feel that the relevance of this documentation to finessing the fine-grained assessment methodologies that underpin listing is very high if the correct balance between single-asset designation and wider landscape assessment is to be achieved. The complementary nature of these approaches is specifically noted in the published listing criteria (see extract below), which have been influenced to a certain extent by changing perceptions of the thematic listing programme.

**Current relevance/recommendations HIGH** for process. **HIGH** as a source of information and guidance to farmstead types and individual cases. Our impression is that designation legacy projects on farmsteads were fit for purpose as originally conceived, in providing benchmarks for listing and highlighting buildings of outstanding significance. Issues of resourcing and administrative support before 2004 and the suspension of HPD thematic projects thereafter have resulted in a situation where these projects have been subsumed within other programmes and have taken new directions that are, generally speaking, more relevant for managing the rural environment.

Designation needs to be placed within a broad context, especially in the case of a building and site type that makes such an important contribution to landscape and touches on so many issues in rural land use and conservation, including the sustainability of rural areas and the shape of future landscapes. Characterisation Team is also developing with key partners a toolkit for evaluation at both the area and site-based scale. The HELM courses on farm buildings have proved to be among the most popular in the 2008 programme, and more are being planned for 2009.

Specifically, the Cumbria and Devon reports were evaluations of the farm building stock. Together with Suffolk and Norfolk, they are being used to guide agri-environment scheme work and targeting (they were used as sources for the regional character statements and are now being used for the national character area guidance for Natural England and others including AONBs and land managers). The county gazetteer that formed an important component of the full model farmsteads report was distributed in its final form to all county HERs, and attempts are currently being made to get it onto the EH NMR database as part of the national pilot website that Jeremy Lake is taking forward.

English Heritage's Regional Farmstead Character Statements promote better and more accessible understanding of the character of farm buildings. They present for the first time, in a single place, information on farmstead buildings at a broad regional and landscape scale. The information they draw together will enable the farmsteads of each region and landscape character area to be better understood within a regional as well as a national context, in relation also to their surrounding fields and settlements. Regional Character Statements appear on the HELM website at:

<http://www.helm.org.uk/server/show/category.10116>

Other work on farmsteads and characterisation can be found at:

<http://www.english-heritage.org.uk/characterisation/farmsteads>

### **Appendix Extract from the published selection criteria**

When considering an agricultural building for designation, the following points are considered.

**Date.** How an individual structure or farmstead group relates to the periods of development identified above. Broadly speaking buildings are more likely to be listed the older and rarer they are.

- Pre-1750 Before the age of revolutionary improvements, all buildings that are reasonably intact are eligible for listing.
- 1750-1840 A period when English agriculture was the most advanced in the world. There is a presumption to list most buildings of this date which survive well. Even moderately intact examples of model farms are historically so important that they should be protected.
- 1840-1880 An age of increasing demand and technological change: selection is made on grounds of innovation and/or intactness; architectural quality will be relevant too.
- 1880-1940 A period of depression and low investment. Little is listable, save for those examples of special architectural interest. Exceptionally intact examples, especially if they have group value, or buildings that buck the trend, may be eligible.
- Post-1940 A period of mass production and prefabricated units: little is of intrinsic interest and eligible for listing.

**Rarity and Completeness** Agricultural buildings that pre-date 1750 and contain sufficient evidence to illustrate their original form should be listed. Rare individual features such as horse engines or that illustrate significant innovative changes should be seriously considered. Intact examples provide irreplaceable evidence of form and function and should be considered both in a national and a regional context.

**Context** Some buildings, by virtue of alteration or late date, may lack strong intrinsic interest when judged against purely architectural grounds, but relate to an outstanding group of structures or a field system that is strongly representative of the character and development of regional farming and vernacular traditions and national patterns in farming history. This can strengthen the case for designation. Survivals of farm buildings in built-up areas may, conversely, have an extra claim to special interest on account of their rarity.

**Architectural Quality** This relates especially to both planned and model farmsteads designed by professional architects and engineers, but also to those structures which may have strong intrinsic interest in terms of materials and the display of craftsmanship.

**Documentation** Buildings that are clearly dated (including well documented examples) can enable an accurate interpretation to be made of their significance and this may strengthen the case for listing.

**Regional Diversity** Certain farm buildings will have extra claims to interest if they embody regionally distinctive building methods and uses, especially if these are rare.

**Historical Interest** Well-documented historical associations of national importance may increase the case for listing. Farmsteads may be the location where new machinery or

farming systems were pioneered, for example. Others may have witnessed events of social importance such as the establishment of Chartist settlements or of squatter homes in the inter-war years known as 'Plotlands' settlements or the provision of 'Homes for Heroes' after the First World War. But there should normally be some quality or interest in the surviving physical fabric of the building itself to justify protection. Either the building should be of some architectural merit or it should be preserved in a form that directly illustrates and confirms its historic associations.



## DESIGNATION AUDIT –TLR

### 13. MANCHESTER CHURCHES

#### REPROSPECTIVE ASSESSMENT<sup>12</sup>

**Why and when** In the mid-1990s, most of the Christian churches were struggling to resist decline –in members, congregations and income. The urban dioceses were especially vulnerable: they had (probably always had) an over-provision of church buildings that were underused and facing a backlog of repairs that the parishes could not afford. This was a time when city centres were also in decline (just prior to the ‘urban renaissance’ movement that resulted in the major regeneration campaigns that have turned their fortunes around). Manchester diocese saw itself to be in crisis: 20 churches were redundant and a further 12 were candidates (2000) -10% of the total..

The major lesson learnt was that parishes not only lacked the financial resources to meet their obligations but also the skills to deal with an increasing burden of duties, many of them legal, including fundraising. EH and the diocese co-funded an historic church buildings officer who helped develop strategies for historic churches and helped parishes forge links with bodies that could help them.

**Scope and coverage** EH used Manchester as a pilot for an approach that is now being more widely adopted: a thorough architectural and historical assessment of the *entire* building stock carried out in parallel with a review of pastoral needs and the impact of economic decline and demographic change. The survey was a precursor to the intensive area assessment whereby every building of a certain type or group (here the 315 Anglican churches in the diocese of Manchester) was researched, visited and assessed. It found that the churches were seriously under-graded and 30% were in poor condition (40% in the city centre). The survey resulted in 17 churches being added to the list and –very significant, because Victorian churches in particular were undervalued- six were upgraded to I and 13 to II\*. The list descriptions were revised to modern standards and the undesignated churches were also provided with assessments that would inform future management.

**Expert and authoritative** The survey was carried out by Teresa Sladen, a distinguished architectural historian with a special knowledge of Victorian church and applied arts. The project was overseen by a number of expert EH staff and the project was monitored by EH’s Churches Advisory Panel.

**Soundness of recommendations** All the recommendations made to the DNH were accepted.

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<sup>12</sup> The report, which it is known was accompanied by a large number of slides (transparencies), was not located. There is sufficient ‘corporate memory’ to provide a brief review –worthwhile, since the Manchester project was an important model for what has now become a central plank of EH policy.

The project is well described in two short papers: Marion Barter, ‘The Diocese of Manchester: handling problems in partnership’, *Conservation Bulletin* 41 (September, 2001), 30-32 and Marion Barter and Tim Hatton, ‘The Diocese of Manchester: strategy, capacity and advice’, *Conservation Bulletin* 46 (Autumn 2004), 26-7.

**Clarity and accessibility** The project created an archive of reports (with many photographs) on every church, not only the designated ones. The pastoral and condition surveys fed into the future management strategy of the diocese.

**Implementation and sustainability** The project has proved its worth and has provided a model for similar ventures. Recent announcements confirm that EH will be co-funding a substantial number of historic church officers to complement its grants schemes.

**Current relevance/recommendations** project successfully completed

## DESIGNATION AUDIT –TLR

### 14. CORNISH NONCONFORMIST CHAPELS

#### RETROSPECTIVE ASSESSMENT

**Scope and coverage** This project set out initially to select a sample of chapels for inspection and assessment but it soon became apparent that this would not meet the needs of the principal partners –EH, the local authorities and the Methodist Church. It was decided instead to aim for comprehensiveness, a challenge that was pretty well met: over 90% of nonconformist chapels were visited, photographed and evaluated (over 600). The Cornish chapels project remains one of the most important designation initiatives in terms of its long-term value as a model for future work and for the way in which it has taken economic and social considerations into consideration and adopted a landscape perspective. The assessment was carried out in partnership with the Methodist Church; its comprehensiveness turned a number of pre-conceived notions about dating and survival on their head; it resulted in clear selection criteria for listing; a number of specific designation decisions resulted which were all accepted by the DCMS; and the project continues to be developed to inform planning and management strategies that go far beyond designation. The approach has considerable relevance for HPR policy, but there are worrying signs that it is not informing current casework in the way that it should (see ‘current relevance’).

**Why and When?** The project resulted from the convergence of two issues: the decline in religious observance and other demographic factors were presenting the Methodist Church (the largest non-conformist denomination) in particular with urgent challenges about rationalisation and redundancy. It owned the overwhelming majority of chapels in Cornwall, which comprised 12% of its national stock of listed buildings. There was also uncertainty about the consistency of listings: around 160 nonconformist chapels were listed in the county and many of these had been added during the accelerated listing resurvey of the 1980s with relatively little coordination between listing field workers. There was considerable uncertainty as to the soundness of the selection criteria and it was judged that resolution would only be achieved with a comprehensive survey of *all* the chapels. Fieldwork was undertaken in the summer and autumn of 1996 and the report went out for consultation within the Methodist Church and other stakeholders in the autumn of 1997. The study was elaborated and further documentary research carried out for a publication (Jeremy Lake, Jo Cox and Eric Berry, *Diversity and Vitality: the Methodist and Nonconformist Chapels of Cornwall* 2001) launched at a conference at Truro (July 2001). Supporting articles were published in *Conservation Bulletin* and *Context*.

**Definition and methodology** The chapels survey examined as many as possible (over 90%), drawing upon inventories carried out by the RCHME, the Methodist’s property register and OS map evidence for chapel sites and current religious use. Rapid site visits were carried out for all chapels and where internal inspection proved impossible in the time allocated, photographs were taken through windows –a remarkably successful procedure because chapels are generally lit by large clear glass windows. A detailed report was drawn up and the recommendations were accepted by the DCMS and announced by the minister in April 1999. The documentation for the programme is of high quality: *Diversity and Vitality* presents the methodology and data in a clear and accessible manner, covering the exceptional regional background and issues such as liturgy, design and style and placing the chapels in their landscape context (with

many large-scale maps). Nine appendices set out valuable data, such as the survival of internal fixtures and fittings, historical statistics and a complete list of listed chapels. The emphasis laid on chapels as landscape features together with the distribution maps that have been derived from the data have led to important developments for this project with high potential to feed into planning strategies (see ‘soundness of recommendations’)

**Expert and authoritative** The project was carried out by an expert team led by Jeremy Lake with the architectural historians, Dr Jo Cox (documentation) and Eric Berry who undertook the site visits and photographic record. There was close liaison with the Methodist Church and the Cornish Archaeological Unit. The project benefited from the help of two specialist historians of Methodism in Cornwall, Roger Thorne and John Probert as well as Institute of Cornish Studies, Cadw (for the Welsh parallels), the Historic Chapels Trust and the Ancient Monuments Society.

**Soundness of recommendations** The survey grew out of a dialogue between EH and the Methodist Church during which a high degree of trust and cooperation developed. The survey was *comprehensive*. Although the possibility of re-assessments in the light of new evidence could never be ruled out, there was a reasonable expectation that the listing decisions would be *definitive*, providing the local church authorities and other stakeholders with a clear indication of where the bottom line for designation was drawn. 28 chapels were de-listed; 13 were added at grade II and 3 at grade II\*; 20 others were upgraded to II\*. The criteria for evaluation are clearly laid out in the documentation. A number of misleading assumptions about dating and survival were exploded and the bar for inclusion was set high because of the large number of surviving interiors of late date. A recent spot-listing decision appears not to have been informed by the selection criteria established by the survey and, if it were to define a new benchmark, would logically result in a further 150 or so listings. This would not be sustainable and the decision threatens to undermine the most encouraging development of the chapels programme – the recognition that whilst listing plays a key role in protecting the most critical proportion of the resource, there is a need for more strategic approaches to ensure the sustainable management of the county’s cultural landscape and the special contribution chapels make to this.

An important survey of the distribution of chapels and the economic and social implications of this for management and future use (Project proposal, dated January 2007; full reports in draft: Jeremy Lake and Peter Bibby, *Churches and Chapels in Cornwall* October 2008) builds on the quantification and quality assessment of the EH thematic listing project data. The remarkably dispersed character of Cornish settlement and the provision of chapels to serve it, have resulted in a marked mismatch between the current distribution of households and chapels, which are not well located to meet demand for new uses. This type of analysis (historic + building assessment + economic and social analysis) provides a sound basis for management and planning and could form the basis of new SPG. This strikes us as a very important initiative and methodology that HPR needs to take into account.

**Clarity and accessibility** The report, which contains a wealth of data, is published and easily accessible. A full chapels database is curated on the Cornwall county HER, and further chapel sites (those recorded on historic and not modern maps, and which in some cases survive but have been mostly altered) have been added as part of the World Heritage Site bid.

**Implementation and sustainability** See ‘soundness of recommendations’ above.

**Current relevance HIGH:** Although the listing has been complete, the synthesis of historic building analysis, landscape character assessment, economic and social analysis provides a compelling model for comparable heritage management exercises.

**Recommendation** There is no coordinated follow-up from this project: designation proposals appear not to refer to the large body of data available along with the methodology and objectives; and current work on the social and economic aspects of the subject are not being fed into HPD thinking about future management needs: closer liaison between teams would be helpful.

## DESIGNATION AUDIT –TLR

### 15. TEXTILE MILLS

(a) Manchester cotton (b) West Yorkshire woollens (c) Cheshire silk (d) Nottinghamshire and Leicestershire lace and hosiery (e) West Country woollens (f) Derwent Valley

## RETROSPECTIVE ASSESSMENT

**Scope and coverage** As the overview of the thematic listing programme makes clear, the ‘Manchester textile mills’ project was among the first to involve both a thematic (industry specific) approach and public consultation. The intention was to cover the country’s major textile manufacturing areas on a region-by-region basis working from research into the industries either already undertaken or commissioned. To date, the Manchester project is the only one seen through to completion. Tight resources and competing priorities meant that progress on the other mills surveys was not sustained as planned and the results are uneven.

**When and why?** The launch of the textile mills thematic survey, first in Manchester in 1993, was fired by the usual combination of drivers: an awareness that textile mills were not properly represented on the statutory lists (i.e. listed mills did not reflect new understanding resulting from recent research) and that this was particularly problematic in the light of increasing pressures on the buildings and sites: a mix of redundancy, under-use, dilapidation and demolition. A rapid survey of the condition and occupancy of those mills recommended for listing in Greater Manchester (see below) allowed subjective impressions to be quantified: 36% were in good condition; 32% in fair condition; and 30% in poor condition. Two mills had been demolished during the listing consultation period. Around 48% of mills were in full or fairly full use (75%+); 16% were around half full (45%-74%); 22% were less than half full (less than 44%) and 12% were vacant. There was considerable variation between metropolitan boroughs (Manchester had a high total of under-used or vacant mills in poor condition). The reason for rehearsing this information is to make the point that a condition/use survey running concurrently with the designation assessment helped to clarify the threat and urgency (one-third under-used and in poor condition) whilst at the same time supporting the positive message that mills were robust and convertible (nearly half in use and over a third in good condition): both messages were important to underpin the public consultation. Comparable condition/use surveys were not carried out for any of the other areas.

**Definition and methodology** While it is always recognised that new research may lead to a reassessment of individual buildings and sites (both listed and unlisted), the textile mills thematic reviews aimed at comprehensive coverage within their defined areas and the production of as definitive a list as possible. The novelty of the approach (as it seemed then) is summed up in the leaflet published to support the public consultation for the Manchester mills project: *Manchester Mills: Understanding Listing* (EH, 1995), p.14:

The survey...represents an important refinement of the way we assess buildings for listing. Earlier surveys organised on a geographical basis did not usually allow for in-depth examination of key building types. Mills were often assessed on conventional architectural grounds, for their attractive appearance rather than their technological or historical significance, and vital components

such as engine houses, weaving sheds, and rope races were often omitted from the list description in favour of purely architectural details such as the spinning mills' sash windows. The thematic survey allowed us to focus upon the development of the cotton mill as a specialised building type, and to reconsider the many sites, especially the later mills, which were overlooked in the past.

One of the underlying principles of the programme was to recognise the significance of the site as a whole and the survival of the various components that together illustrated the full industrial process and key innovations in the development of manufacturing technology, site organisation and distribution: thus, completeness of site components was valued more highly than had been the case in the past although single elements of outstanding importance might warrant protection even though their context had been degraded. This proved one of the more difficult concepts to convey – some in the conservation sector were concerned that we might not be listing enough because our criterion regarding completeness was too rigorous whilst others were sceptical about the intrinsic merit of ancillary structures that might create (or be seen to create) additional problems at the planning consent stage – this was especially true of weaving sheds.

(a) Manchester mills. One of three areas where a substantial body of research was in train or had already been completed (the others being West Yorkshire and Cheshire). For Manchester a database had been compiled and a monograph produced by the Greater Manchester Archaeological Unit and the RCHME: Mike Williams, *Cotton Mills in Greater Manchester* (Preston, 1992). The listing documentation was geared to the designation and public consultation processes (the latter carried out in late spring and early summer of 1995); whilst it does not add appreciably to the work of Williams, it clarifies the approach to selection outlined above and the two volumes of short statements of significance for all the new recommendations or re-gradings are models of brevity. As such the paper files retain some value and should be made more easily accessible. In parallel with the consultation, a respected local architectural practice (Provan & Makin) were commissioned to carry out a rapid condition/use survey (*Mills Survey North West 1995* – and see above) to provide some raw data to fuel the debate about the sustainability of historic mill buildings. This document is only available in paper copy. The consultation (which was launched by the Chief Executive of EH) was supported by the *Understanding Listing* leaflet cited above and intensive media work. 35 new recommendations, which brought the total of listed mills in Greater Manchester up to around 100, were accepted by the Secretary of State and implemented in November 1996.

(b) West Yorkshire mills. It was intended that this would proceed along the lines of the Manchester project but this proved impossible. The work was carried out by Sue Wrathmell on the back of the major published survey and analysis: Colum Giles and Ian Goodall, *Yorkshire Textile Mills: the Buildings of the Yorkshire Textile Industry, 1770-1930* (HMSO, 1992) and its underlying database. The format of the report is essentially a mill-by-mill set of files. It was not considered necessary to undertake a new overview of the field since it proved possible to apply the RCHME work on a case by case basis to individual mills. So, for example, different types of engine house are considered; there is a better awareness of mill typology; and, perhaps most important, industrial architecture is considered not only in an aesthetic way (when appropriate) but also as exemplifying changing technology in textiles production and the organisation of production, as with the Manchester work. So there is a better awareness of the significance of apparently ordinary buildings and a better sense of the mill as an inter-related collection of buildings dedicated to the different stages of manufacture. These are the things that were central to RCHME's approach. While new light was cast on some individual buildings The

consultant was able to highlight the importance of many mills which RCHME, with its selective approach, only looked at briefly so some new light was cast on individual buildings, but there was no radical new insights –nor was this the aim of the exercise. Colum Giles make the useful point that there was always the danger that the RCHME’s selection of mills for detailed recording would be taken to represent the sum total of significant mills: it becomes easy, as time passes, to forget that they sampled the field, of course selecting sites which they saw as significant for a wide range of reasons, but not attempting to include every site which was felt had significance: three or four integrated woollen mills, for example, had to represent a couple of hundred sites in this category; and so on. So the thematic listing project broadened the basis of our knowledge and identified the best examples of types across the fields established by the RCHME survey.

(c) Cheshire silk. This was heavily dependent upon the RCHME volume, Anthony Calladine and Jean Fricker, *East Cheshire Textile Mills* (HMSO, 1993). The consultant was James Douet, a freelance consultant with a specialist interest in industrial buildings. It is understood that he produced a draft but there is no record of one, certainly in the Manchester office: there was no systematic follow-up or public consultation nor was a set of recommendations for listing ever put forward to the DCMS. A small number of spot-listing assessments have subsequently been carried out supposedly informed by this work. The project never really got off the ground.

(d) Nottinghamshire and Leicestershire lace and hosiery. Corporate memory appears to be the only link with this project: no report was drawn up although Mike Eaton, independent consultant with experience on the accelerated and urban listing reviews, carried out research and fieldwork. He produced a draft *Understanding Listing* leaflet which colleagues remember as being quite good, but since the project was not taken forward, it was never published and the draft appears to have been lost.

(e) West Country woollens. This programme has morphed into something rather different from the thematic listing projects as originally envisaged and it presents one viable model for future thematic work on a regional scale. The lead investigator (Mike Williams) works alongside an internal advisory group, the South West Mills Project Board that has representation from HPR, R&S and the regional team.

(f) Derwent Valley. Adam Menugue carried out a rapid survey of the area and this informed a small number of spot listings (most of the mills had been too altered for listing). The timing of the survey was designed to meet the management needs of the East midland team.

**Expert and authoritative** The Manchester, West Yorkshire and Cheshire reviews were carried out with the benefit of major monographs being available with their underlying databases: Willams, *op cit*; Giles and Goodall, *op cit*; Calladine and Fricker, *op cit*. The listing surveys were a direct fruit of the close collaboration between EH and the RCHME prior to merger: EH was able to make use of specialists within the Royal Commission as well as other experts in the field –Mike Williams (then of the GMAU, now EH), Sue Wrathmell for Yorkshire and James Douet for Cheshire. The projects were managed by Bob Hawkins, himself an acknowledged expert in the field of industrial archaeology. The West Country woollens project is being carried out by Mike Williams, one of the country’s leading authorities on the buildings of the textile industry. Adam Menugue, a highly experienced EH senior investigator carried out the Derwent Valley research and building analysis and the HPR angle was handled by Bob Hawkins.

**Soundness of recommendations**

**Clarity and accessibility**



**Implementation and sustainability** Because the objectives of the textile thematics changed, largely by default, the results are different and instructive.

(a) The Manchester recommendations were accepted in their entirety by the Secretary of State. One spin-off was a full designation assessment of the Ancoats area in 2002 carried out by Emily Gee and Bob Hawkins. Around 20 recommendations were put to the DCMS, supported by a presentation. For political reasons, the operation was then put on hold by the department for so long that a re-check was required before designations implemented (all of them were finally accepted except for the nurses' home). This project also saw fresh reports compiled by RD (Mike Williams) on Hope Mill and Vulcan Mill. An aspiration to produce an *Informed Conservation* book never materialised.

(b) The West Yorkshire recommendations were not acted upon systematically. The report is known of by the York regional team but not widely used despite the fact that mills are seen to be a priority management issue. Although not digitally available, the file is accessible. HP team uses the report more regularly since it identifies mills that should be considered for listing, delisting or re-grading. Each mill is described in list-entry style, and the recommendation for listing is justified in a short summary statement. Nick Bridgland, HPR team leader, would like very much to tackle mill listings on a thematic basis, starting with a review of Sue's findings: at the least, he would like to know the current state of the resource to establish the size of the issue facing an implementation of Sue's recommendations. Given the convergence of views between the two teams about the importance of mills in Yorkshire, there is potential for the mills survey to form the basis of a renewed drive to identify the most significant, but this time within a modernized HPR/research agenda. The first priority is to ensure that the report and recommendations are made compatible with modern systems: at present it is in Lotus Work, which is cannot be directly interrogated via EH's current software.

(c) The Cheshire and East Midlands mills surveys. The Cheshire report (assuming it was compiled) has been lost: there is no record of it or any designation recommendations with the Manchester office. The same applies for the East Midlands survey although a typed copy of a draft *Understanding Listing* leaflet survives (Mike Eaton, 1996): whilst this has some value, it is not up to current standards and the moment for publication has passed although it might provide some material for an *Informed Conservation* book were such a volume to be undertaken.

(d) West Country mills The presence of both HPR and regional team staff on the West Country mills project board provides a degree of 'constant surveillance' to ensure that research and assessment feeds into spot-listing and conservation management as appropriate. The listing coverage in this region is strikingly different from elsewhere: 43% of known survivors are already listed (a very high proportion). The other 67% have not been systematically reviewed for designation purposes, but the survey work (led by Research Department) provides specific data and context that can be supplemented as required for conservation management purposes. For example, Tone Valley Works received intensive coverage to support the regional team and the other players, as well as to increase understanding. The 'intensive industrial area survey' of Bridport has hit all the buttons: a full area survey set within a wider context provided by the larger project; a popular book in the *Informed Conservation* series -Mike Williams, *Bridport and West Bay: The Buildings of the Flax and Hemp Industry* (2006); and the availability of data, interpretation and the possibility of follow-up to support future designation and regional team casework. This is an exemplary model that combines *research products* and *designation outcomes*. It is worth adding that the proposed monograph that is one of the planned products from this project forms part of a wider academic initiative: Marilyn Palmer and

Peter Neaverson, *The Textile Industry of South-West England. A Social Archaeology* (Stroud, 2003) refers to it as complementing their own work and acknowledges help received.

### **Current relevance**

**Greater Manchester LOW** (because the listing exercise was completed and the material upon which it was based is published).

**West Yorkshire HIGH** (because the listing exercise was not completed and the reports provide the basis for future assessment).

**Cheshire and East Midlands** Reports not located. Their value is probably **HIGH** in that designations were not systematically carried through.

**Derwent Valley MEDIUM** (for archival purposes since there was a full-scale report; otherwise LOW because designation completed).

**West Country Archival, designation and management value: HIGH** because on-going.

**Recommendations** The documentation for the textile mills thematic work is parlous: two reports (Cheshire and the East Midlands) could not be located. There is an urgent need to locate these since they (along with West Yorkshire) contain designation recommendations that have not been implemented. The grids below indicate a relatively low level of designation activity since the reviews were carried out, except in West Yorkshire. **There is clearly substantial unfinished business.** The rapid use and condition surveys carried out towards the end of the Manchester project provide a useful model for public consultation purposes. **The substantial number of West Yorkshire de-listings would justify analysis.**

**Appendix : LISTING ACTIVITY SINCE THE THEMATIC REVIEWS.****GREATER MANCHESTER**Figures from 1<sup>st</sup> December 1996

Local Authority	Listed	Regraded	Delisted
Manchester	0	0	1
Rochdale	0	1	0
Wigan	1	0	0
<b>TOTAL</b>	<b>1</b>	<b>1</b>	<b>1</b>

**WEST YORKSHIRE**Figures from 1<sup>st</sup> Jan 1993

Local Authority	Listed	Regraded	Delisted
Bradford	2	1	3
Calderdale	11	0	1
Kirklees	5	2	2
Leeds	5	0	2
Wakefield	1	0	1
<b>TOTAL</b>	<b>24</b>	<b>3</b>	<b>9</b>

**CHESHIRE**Figures from 1<sup>st</sup> Jan 1993

Local Authority	Listed	Regraded	Delisted
Macclesfield	5	0	0
<b>TOTAL</b>	<b>5</b>	<b>0</b>	<b>0</b>

**DEVON**Figures from 1<sup>st</sup> Jan 1993

Local Authority	Listed	Regraded	Delisted
South Hams	2	0	0
<b>TOTAL</b>	<b>2</b>	<b>0</b>	<b>0</b>

**SOMERSET**Figures from 1<sup>st</sup> Jan 1993

Local Authority	Listed	Regraded	Delisted
Mendip	1	0	0
South Somerset	1	0	4
Taunton Deane	3	1 (possibly 2) <sup>13</sup>	0
<b>TOTAL</b>	<b>5</b>	<b>1 (possibly 2)</b>	<b>4</b>

**WILTSHIRE**Figures from 1<sup>st</sup> Jan 1993

Local Authority	Listed	Regraded	Delisted
North Wiltshire	1	0	0
Salisbury	1	0	1
West Wiltshire	1	0	0
<b>TOTAL</b>	<b>3</b>	<b>0</b>	<b>1</b>

The figures for Salisbury account for the same building that was both listed and delisted since Figures from 1<sup>st</sup> Jan 1993.

<sup>13</sup> Tonedale Mills (East Complex) was recommended for upgrading to II\* in December 2000 but appears on the subsequent amendment as Grade II whereas the West Complex was upgraded to II

## DESIGNATION AUDIT –TLR

### 16. FURNITURE MANUFACTURING AND PRINTING IN SOUTH SHOREDITCH

#### RETROSPECTIVE ASSESSMENT

**Scope and coverage** This project is an exemplar of the category that we have termed ‘Intensive Industrial Area Survey’. It takes as its subject an area within the London ‘City Fringe’ that lies mainly in the London Borough of Hackney and partly in Islington. The area’s exceptional historic and architectural character is determined largely by its concentration of buildings relating to the furniture manufacturing and printing trades.

**Why and when?** The threat of comprehensive redevelopment of this sensitive historic quarter reared its head in the 1980s with the decline of the traditional industries that had given it its special character. There were a number of initiatives designed to raise awareness, mainly centred around the Geffrye Museum, culminating in an exhibition in 1987 (*Furnishing the World: the East London Furniture Trade 1830—1980*) and a project to identify the most significant buildings launched by the Hackney Society in 1986. These were instrumental in bringing about the designation of four conservation areas. In 2002, Hackney Council, the Greater London Authority Group and English Heritage commissioned an Urban Policy Framework Study from Urban Practitioners and Alan Baxter & Associates. This was completed in 2004. At the same time EH’s Architectural Investigation London Team carried out an intensive survey into the area’s historic character and significance. This was subject to consultation and published as an Architectural Investigation Report (AIR) in November 2004. A book in the EH *Informed Conservation* series, Joanna Smith and Ray Rogers, *Behind the Veneer: The South Shoreditch Furniture Trade and its Buildings* was published in 2006.

**Definition and methodology** Although the Intensive Industrial Area Surveys do not yet constitute a formal area of activity within EH’s research and designation activity, it is one that we recommend should be developed. Although the sequence and outputs might differ, these projects comprise a number of phases. The South Shoreditch work comprised all of these:

- Targeted historical research and buildings analysis;
- Major report (ideally easily accessed by those who need it);
- Good quality publications (combining academic integrity with a popular conservation message);
- Action on the conservation front (listing, if appropriate, but more likely CA refinements)
- Accessible conservation statement and planning guidelines for local owners and managers

The study comprises two volumes in the AIR format. Volume 1 contains a section on the development of the area, an extensive analysis of the structure of the furniture making and printing trades and their buildings types and a bibliography; volume 2 contains a comprehensive illustrated gazetteer of around 190 individual buildings or groups of buildings.

**Expert and authoritative** The report was compiled by an experienced in-house EH team of investigators, illustrator and photographer and went through the normal exhaustive internal review process. The acknowledgements indicate wide specialist consultation both within and outside the organisation and a high degree of cooperation.

The section on the printing trade appears less comprehensive –perhaps fewer of the buildings survive – and looks to be of less direct value as a designation tool.

**Soundness of recommendations** As with all reports such as these, this was compiled within a clear conservation context and tailored to be accessible to conservation professional. Although it did not in itself recommend specific conservation outcomes, survey work was conducted in close liaison with the local council and with HPD staff. So far (December, 2008), five sites flagged by the survey have been listed and a sixth candidate awaits internal inspection by HPD. One or two already listed buildings have had their list descriptions revised. Other policy initiatives, notably a new Supplementary Planning Document, have been put in place, informed by the survey.

**Clarity and accessibility** Both the larger report and the *Informed Conservation* book are very well written and attractively produced.

**Implementation and sustainability** As our overview of thematic listing and recommendations for future directions for designation makes clear, thematic projects such as this, that follow a sequence of phases as outlined above, provide a sound model for areas whose visual character is formed by one or a small number of industries that share similar or generic qualities. They make good use of EH's special competencies and priority objectives –high-standard research and building/area analysis that focuses on an area of special character that is under threat, but also enlarges out knowledge of an industry or activity that is insufficiently understood; dissemination or publication of material that is both accessible and academically respectable (in one or more formats); and using this level of expertise in partnership with others to inform and support local planning initiatives and with the potential to heighten community awareness of what is distinctive in their neighbourhood.

**Current relevance MEDIUM** The full report should serve as an essential guide to inform local planning strategies and individual developments. The book will have lasting value as a definitive account of the historical factors that create a distinctive historical environment. The project is complete except inasmuch as it continues to inform conservation management.

## DESIGNATION AUDIT –TLR

### 17. JEWELLERY AND OTHER ‘TOY’ MANUFACTURING IN THE BIRMINGHAM JEWELLERY QUARTER

#### RETROSPECTIVE ASSESSMENT

**Scope and coverage** This project is an exemplar of the category that we have termed ‘intensive (industrial) area surveys’. It takes as its subject an area in Birmingham adjacent to the city centre. The area’s exceptional historic and architectural character is determined largely by its concentration of buildings relating to a large and varied assortment of manufacturing businesses, historically termed the ‘toy industry’, where ‘toy’ refers to the small scale of the finished articles such as buckles, clock and watch components, pen nibs, medals and jewellery, the latter having more recently giving its name to the quarter as a whole. The nature of these businesses and the high value of the materials used created a tightly knit community of generally small companies resulting in an extraordinarily dense configuration of workshops, factories and houses. Research showed the quarter to be among the best-preserved industrial quarters of its sort in Europe and North America, and retains a number of outstandingly important and intact interiors –one of which EH has recently purchased.

**Why and when?** The special character of the Birmingham Jewellery Quarter (BJQ) had been recognised by Birmingham City Council and residents alike for over a decade before EH became heavily involved in the late 1990s: three conservation areas and a number of tourist trails were in place, together with the promotion of the jewellery businesses in the Vyse street/Hockley Street/Hall Street triangle. But the emphasis was local and there appeared to be little recognition of the *international* significance of the area. In order to combat the growing threat of speculative housing in the central areas of the city (resulting from the government policy of inner city regeneration –*Towards an Urban Renaissance* 1999 etc) there needed to be a substantial change of gear if the character of the quarter were not to be lost. Building on an RCHME survey of November 1998, a new co-funded partnership between EH, the City Council and Advantage West Midlands resulted in a major comprehensive survey (produced first as grey literature, then as a full monograph, John Cattell *et al*, *The Birmingham Jewellery Quarter: An Architectural Survey of the Manufactories* EH, 2000) and a more popular book, the first in what was to become EH’s *Informed Conservation* series, Bob Hawkins and John Cattell, *The Birmingham Jewellery Quarter: an Introduction and Guide* EH, 2000.

#### Definition and methodology

Although the ‘intensive industrial area surveys’ do not yet constitute a formal area of activity within EH’s research and designation activity, it is one that we recommend should be developed. Although the sequence and outputs might differ, these projects comprise a number of phases. The BJQ work comprised all of these:

- Targeted historical research and buildings analysis;
- Major report (ideally easily accessed by those who need it) –in this case comprehensive report held at the NMR and by the City Council, and a full consultation report providing justifications for all of the listing proposals;
- Good quality publications (combining academic integrity with a popular conservation message) –in this case one splendid monograph and a popular book.

Action on the conservation front –in this case the amalgamation of three conservation areas to remove a black hole in the middle of the area that was attracting inappropriately scaled redevelopment; nearly 100 new listings; a conservation statement and supplementary planning guidelines (*The Jewellery Quarter Conservation Area Conservation Area Character Appraisal and Management Plan*, adopted as SPG in 2002, and *The Jewellery Quarter Conservation Area Design Guide* adopted as SPG in 2005). The BJQ *Informed Conservation* book was part of a wider initiative to raise the profile of the quarter and devise some effective conservation and planning regimes that would maintain its *living* character: the premise was that although the structure of employment in the area had changed and would continue to do so, its long-term future as a distinctive place would best be secured if the mix of small businesses and limited residential use were retained. The book contained a brief overview of the quarter and its character, based on the larger survey, coverage of the conservation issues and a walking tour. It was designed to raise public awareness and also contributed directly to a formal public consultation (October 2001) on a number of conservation planning issues (the amalgamation of the three conservation areas into one, a conservation good-practice guide, and a large number of proposed listings). The public consultation was preceded by a locally high-profile public exhibition (that launched the *Informed Conservation* book) in the Quarter during May 2000.

**Expert and authoritative** The major survey was carried out by an experienced team of in-house investigators who benefited from the cooperation of a number of external specialists. The listing recommendations that resulted from this intensive programme of research were sent to the City Council, Advantage West Midlands, The Victorian Society and The 20th Century Society. The project underwent internal expert scrutiny by the IAP and was endorsed by HABAC in February 2001. This ensured its authoritative credentials; to win wider credibility it benefited from the close cooperation of the City Council (importantly from both Planning and Economic Development departments and the regional development agency). As is often the case in exercises like this, the public consultation and the media attention that surrounded it tended to underpin rather than undermine the programme objectives, reinforcing a perception already present in the public mind that the Jewellery Quarter was special and deserved special treatment. Liaison between the research and designation (listing) teams was close and effective. The lead listing inspector was Bob Hawkins.

**Soundness of recommendations** This is discussed more fully below under ‘implementation and sustainability’. 120 listing recommendations were submitted to the DCMS in April 2001. All were listed –some having been spot-listed during the course of the survey and consultation where a threat was deemed sufficient to justify pre-emptive action. There had been 5 representations against listing that were over-ruled.

**Clarity and accessibility** The publications are well written and attractively presented. The monograph was well reviewed in the specialist press and it is a shame that it was not marketed effectively. The grey literature was circulated adequately to those who needed to refer to it and was lodged in the local SMR.

**Implementation and sustainability** The BJQ project was the first in a line of what we call in this audit the ‘intensive (industrial) area survey’ approach to industrial areas of outstanding importance. As a legacy project there are a number of lessons to be learnt:

*Planning issues* The research and building analysis that went into the designation documentation provided a sufficient base to justify the amalgamation of the three existing conservation areas, the listing of 120 buildings and introduction of supplementary planning and design guidance. In an important planning appeal decision (re 16-26 Hylton Street, 2001),<sup>14</sup> the justification for such extensive listing as being in part a matter of context was accepted: the key phrase (cap 38) is ‘In line with established listing criteria, the [Thematic Listing] Survey identified examples of a particular building type or buildings within a locality of distinctive historic or architectural character which should receive statutory protection. *Account was taken of the context within which they evolved, the significance of their development and the extent and pattern of their survival.*’ (Our emphasis) Would the same impact have been achieved by an area designation backed up by a heritage management agreement? This ruling did seem to justify the ‘saturation listing in context’ approach and provides an instructive precedent to study when determining future directions for HPR designation and management agreements.

*Public engagement* The public consultation, although resource hungry, was pretty basic: accessible book (the monograph followed later), public meetings and exhibition and considerable, broadly favourable media coverage. It elicited only around twenty formal responses and on this basis it is difficult to measure public attitudes. Would the more elaborate consultation and engagement methodologies envisaged under the new HPR regime have resulted in a better scheme?

*Wider issues* The comprehensive survey took full account of the economic factors that had shaped the quarter historically and the designation work recognised the importance of retaining economic viability that listing by itself could not achieve. Liaison between EH and the planning and economic development departments of Birmingham City Council was close but could not in the end buck global trends. Ideally more should have been done to conduct parallel research into the structure of the industry and the impact of government policy placing a presumption upon on local authorities to sell assets at the market rate. However, the project documentation has underpinned the case for the city’s decision to seek WHS nomination for the quarter. The distinctive admixture of varied medium and small-scale enterprises and a dense historic fabric was one of the elements pioneered by the project and identified as a factor in the BJQ’s winning the 2008 Great Neighbourhood Award from the Academy of Urbanism, Liverpool.

*Research agendas* The research agendas of the RCHME (as it was when the BJQ project started) and EH converged, not accidentally since there had been liaison between the two bodies, especially on industrial archaeology. Once merged the partnership between teams was close and effective. One factor that stands out is the rapidity with which the then Listing team was able to follow on the heels of the research team and use the freshness and authority of their data to inform and underpin the listing recommendations. This made it possible to draw the recommendations together as a body of work under the banner of ‘international significance’, using the critical mass argument to support the proportionally very high strike rate of listing recommendations.

*Cultural horizons* A significant aspect of the BJQ project was absence of any perceptible brake on progress caused by divergent views about the use of history. Although there was (and still remains within R&S – a point we elaborate elsewhere in our report) some

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<sup>14</sup> Planning Inspectorate, inquiry 02 October 2001, appeal decisions by Roger P Brown APP/P4605/A/01/1059589, 1071263, 1064397, 1071259.



discomfort about pinning research and survey priorities too closely to conservation and planning needs, the research team head (John Cattell) was unfazed and perfectly comfortable with the idea of his research being used explicitly by listing team to inform our work. That was an important breakthrough and provided an encouraging signal for future collaboration. The close and active support with the regional team and the City council was also essential. Outside of this core group, it became apparent that much work still needed to be done, not least in the private sector, if this sort of holistic approach to assessing significance, designation management and design guidance was to take root more widely. The consultants chosen to prepare the ground for the SPG produced a very poor product despite a very clear brief and substantial and sustained support, which failed to address the requirements of the brief and ended up being substantially revised by the City's conservation team. The report had little impact upon the subsequent appraisal and management documents produced by BCC, and the resultant SPG. It was another example of the different perspectives and skill sets of private consultants (with a few outstanding exception) and EH and local authority professionals.

**Current relevance HIGH** as a record of process; as the bulk of relevant material is published, the 'grey literature' has more archive than operational value (therefore we rate it **MEDIUM**). The project is effectively complete except inasmuch as the products (literature and conservation/planning guidance etc) continue to inform the management of the area.

## DESIGNATION AUDIT –TLR

### 18. OTHER INTENSIVE INDUSTRIAL AREA SURVEYS

- a) SHEFFIELD METALWORKING,
- b) LIVERPOOL AND MANCHESTER WAREHOUSES
- c) NORTHAMPTONSHIRE BOOT & SHOES

## RETROSPECTIVE ASSESSMENT

**Note.** We have brought together a small number of thematic reviews under the heading of ‘intensive (industrial) area surveys’ since they seem to us to be related in objective and methodology and offer good models for future programmes. Although the intensive industrial area surveys do not yet constitute a formal area of activity within EH’s research and designation activity, it is one that we recommend should be developed. Although the sequence and outputs might differ, these projects comprise a number of phases:

- Targeted historical research and buildings analysis;
- Major report (ideally easily accessible to those who need it);
- Good quality publications (combining academic integrity with a popular conservation message), such as books in the *Informed Conservation* series;
- Action on the conservation front (listing and CA refinements)
- Accessible conservation statements and/or planning guidelines for local owners and managers

In order not to repeat material, we have focused in detail on the Birmingham Jewellery Quarter and the South Shoreditch furniture trades area (q.v.) and in this report provide a briefer assessment of four others. Attention is also drawn to similar surveys in Bridport and Ancoats (see under textile factories).

**When and why?** All these sensitive and historically important areas were increasingly threatened by development in the 1990s, but the significance of the buildings was not fully researched or understood. While the commercial history of the textile industry and the export trades operating out of Liverpool was widely studied, the detailed history of the warehouse and its distinctive development in these two major cities was surprisingly poorly researched. The buildings of the footwear and steel industries were, if anything, even less adequately covered. At the same time, there was a growing concern within EH that the long-term national overviews of those industries that had been brigaded into the final stages of the MPP might never materialise, given the organisation’s straightened resources and competing resources. Regional teams were also concerned that national programmes were not meeting immediate conservation needs, especially in cities such as Liverpool and Manchester which were undergoing aggressive redevelopment often within -this was especially the case in Manchester- a political environment that was hostile to heritage-led regeneration. That this situation has in large measure been turned around is largely the result of EH’s more strategic approach to partnership with the city councils and regeneration agencies. HELP is the most high profile example of this and the Liverpool warehouse project formed a component within that programme (which we have briefly covered in a separate report).

**Definition and methodology** Outlined above: for designation purposes, these surveys did not set out to compile definitive lists of candidates for designation but provide the information necessary to inform conservation management decisions as well as designations when appropriate.

**Coverage** These reports look at *typologically and functionally related buildings and sites* in areas where the industries concerned were of *national* importance.

**Expert and authoritative** These reports were carried out by in-house specialists in consultation with experts in the field and the relevant regional or national bodies (such as, for instance, the National Maritime Museum or Northampton Museum's specialist 'Life and Soul' gallery team). In addition to the staff named on the title pages of the books cited below should be added that of Adam Menuge who wrote the EH research paper on the boot and shoe industry.

**Soundness of recommendations** The Liverpool work identified 140 buildings, which were inspected, documented and mapped and has provided the basis for subsequent spot listings and informed some city council planning decisions. The Northamptonshire work resulted in about 25 new listings. The Sheffield project provided draft list descriptions as part of the documentation with tentative grades and was passed to the city council for reference. A number of spot listings have been made on the basis of this data and the contextual information provided. The recent proposed downgrading of the Beehive Works in Sheffield has worrying implications since the list description makes a powerful justification for the grade, set specifically in the context of the thematic review; the city council remains uncertain and confused as to the reasons for downgrading. The description is quoted here to illustrate the generally high standard and clarity of the best of the thematic designation documentation:

Beehive Works was identified as being of special architectural and historic interest by English Heritage during a thematic survey undertaken to assess the best surviving examples of buildings associated with Sheffield's metal manufacturing and metal working trades. It was identified as an extremely good and complete example of a large purpose-built integrated cutlery works dating initially from the late 1850s or early 1860s, with rapid expansion thereafter during the 1870s and 1880s. The complex was built as a mechanised works, with a larger steam power plant being built as more grinders' wheels and power forges were added. This type of complex is very distinctive to the industrial identity of Sheffield, which, in the later C19 was known throughout the world as a centre of excellence in the manufacturing and processing of steel. Against the loss of many such buildings in the late C20 due to the severe decline of the industry, Beehive Works is an important survivor. It demonstrates the layout and building types of such a complex, being particularly significant for the retention of grinding hulls, extremely rare survivals of buildings related to a specific process in contrast to the more generic cutlers' workshops, with probably only around eight sites in Sheffield retaining physical evidence of grinding. This survival makes Beehive Works a complex of particular importance in the light of an enhanced appreciation and understanding of Sheffield's industrial metal-working buildings. Beehive Works also has strong Group Value with Nos. 94, 96, and 100 Milton Street, and Taylor's Eye Witness Works, Milton Street.

This listing reflects an important development in the thematic listing of industrial buildings which privileges sites that retain a level of intactness that illustrates key processes over time.

**Clarity and accessibility** The Northamptonshire and Manchester projects resulted in substantial reports that are lodged in the NMR. The Sheffield and Northamptonshire reports are also lodged with the local planning authorities. All of the four were published in the *Informed Conservation* series:

Nicola Wray, Bob Hawkins and Colum Giles, *'One Great Workshop': the Buildings of the Sheffield Metal Trades* (EH/Sheffield City Council, 2001).

Colum Giles and Bob Hawkins, *Storehouses of Empire. Liverpool's Historic Warehouses* (EH/City of Liverpool, 2004).

Kathryn Morrison and Ann Bond, *Built to Last: the Buildings of the Northamptonshire Boot and Shoe Industry* (EH/Northamptonshire County Council, 2004).

Simon Taylor, Malcolm Cooper and P.S. Barnwell, *Manchester. The Warehouse Legacy: an Introduction and Guide* (EH, 2002).

**Implementation and sustainability** This is covered at various points above. In summary, these 'intensive industrial areas surveys' provide a body of information that is far better documented and richer in interpretation than the 'old-school- thematic surveys that aimed to justify listing recommendations/decisions and little more. These reports are dynamic documents that will be indispensable for spot-designation and for wider management purposes.

**Current relevance/recommendations HIGH** The full reports remain important sources of information, forming the basis for making further designation decisions (and for the regional teams and local planning authorities, conservation management decisions). They supplement the published volumes in terms of data and referencing. These intensive area assessments depend upon long-term partnership or at least effective liaison between EH and the local players, particularly the local planning authorities.

**DESIGNATION AUDIT –SHIER/TLR**  
**19. ENGINEERING WORKS**

**RETROSPECTIVE ASSESSMENT**

**Scope and coverage** The project has not developed beyond the initial report stage and that is still ongoing. The current version (March 2006) sets out to understand why, how and where engineering works developed and builds upon fuller reports on the development of engineering works structures and on textile machinery engineering works lodged in the NMR.

**When and why?** The initiative grew out of the recognition that relevant information about historic engineering sites was not easily available either for purposes of management (including the management of preserved sites) and designation. Thematic surveys of textile mills, especially the Greater Manchester mills survey, drew attention to the fact that engineering works were particularly vulnerable to demolition.

**Definition and methodology** The draft study, which runs to over 13,000 words, provides a short historic background, sections on the growth of the industry, specialism and geographical distribution (the stationary steam engine down to 1825, textile machinery, the railway industry, the machine tool industry and agricultural engineering); on buildings and capital assets (the foundry, smithy, forge, boiler shop, machine shop, fitting up and erecting shops).

**Expert and authoritative** The report is by Ron Fitzgerald, one of the acknowledged leading specialists in the field.

**Implementation and sustainability** The report clearly needs considerable amplification and revision, especially on those sections that address conservation and protection issues that are currently weakly developed. The consultant has not been able to focus on the work for reasons of health. Despite gaps, it represents a considerable intellectual and financial investment. It retains its relevance to the interpretation and management of preserved sites, and also would be valuable in support of a wide range of industrial assessment projects.

**Current relevance** **LOW** in its present form. Consideration might be given to bringing its completion in-house.

## DESIGNATION AUDIT –TLR/SHIER

### 21. MALTINGS, HOP KILNS, OASTHOUSES AND BREWERIES ('FROM GRAIN TO GLASS').

#### RETROSPECTIVE ASSESSMENT

**Scope and coverage** The projects are national in scope, designed to assess the current state of the resource (levels of protection, numbers of survivals etc) and provide sufficient background information to guide future designation. A systematic designation programme was not proposed.

**When and why?** This project was dubbed 'From Grain to Glass' in order to raise public awareness of the issues and underline that the various components of the project are part of a larger process aimed at getting commercially produced beer down throats. It followed on from the thematic listing project on pubs (see separate audit report). Pubs were given priority because the threat was considered particularly acute but it was apparent from the start that maltings, oast houses and breweries were also under serious threat. Resources, however, meant that projects could not be conducted simultaneously. They were carried out consecutively: the report on maltings was produced in July 2004 (presented to the IAP in November of that year); a rapid desk assessment of hop kilns and oasthouses was carried out; the project design for breweries was agreed in September 2006 and is currently underway, somewhat delayed: it does not really count as a 'legacy' project but we do refer to it below since it is relevant to this audit exercise. The work on maltings confirmed both the large numbers of listed maltings (658) and also the level of threat through dereliction and conversion. No parallel condition/use audit was carried out on either a national or regional scale, so it is difficult to know how many remain unconverted –an important statistic since, due to their awkward floor levels, maltings are difficult to convert to dwellings without major intervention. Only six traditional floor maltings were operating in 2004. In 2007 there were only two one of which, Tuckers in Devon, operates privately as a preserved exhibit and is open to the public. Similarly, with oasthouses: over 500 are listed but an unknown number (believed to be the overwhelming majority) have been converted. Comparable pressures on breweries were discussed at an EH/Brewing History Society (BHS) in June 2003. The SHIERs report followed on from the closure of the Young's Brewery at Wandsworth and Gales Brewer at Horndean. The threat has since extended to almost all of the medium-sized historic family run breweries.

#### Definition and methodology

(a) Maltings. This is a good piece of work and is of lasting value. It should be made more widely available. The report provides a summary of the malting process set in its historical context; outlines the historical development and typology of the buildings and their distribution; establishes the known stock of surviving buildings of the industry by county (a useful tool); and indicates the adequacy of designation. It does not specifically address the issue of archiving, an omission that has been rectified in the breweries project design (see below).

(b) Hop kilns and oasthouses [we have not seen the report]

(c) Breweries. We have seen the project design but nothing further. It is exemplary in that it will provide up-to-date information on the current state of all the operating 'historic breweries'; a comprehensive list of historic brewing buildings and interesting plant; a national assessment of the industry making use of current research, published

and unpublished; a proposed policy for providing a secure future for photographs and drawn archives. The fact that the project taps the expertise of the BHS gives it additional value, first by accessing local and specialised knowledge, much of it informal, that a conventional research project might miss and second by developing, as a central objective, a coherent archive policy. This project has the potential to achieve a good balance between the needs of researchers (enhancing understanding), historic environment managers (assessing the resource, its nature and survival) and providing long-term security for the archive.

**Expert and authoritative** The maltings survey was carried out by Amber Patrick, the leading authority on the building type and the industry. The breweries project is coordinated (and the report will be largely written) by Lynn Pearson in partnership with the BHS. Ms Pearson is a leading authority on the subject and has published in the field of brewery history.

**Soundness of recommendations** No systematic designation review has resulted from the maltings or hops/oasthouses reports, nor is one planned for breweries. The documentation is for guidance, to inform casework decisions as appropriate.

**Clarity and accessibility** The maltings report by Amber Patrick, available only in paper format, is an important source. Its national coverage and the fact that it has a useful county-by-county summary mean that it should be available to all the regional team offices. The copy we saw was made available by courtesy of an EH colleague from his private library; there was no record of where other copies were kept although the report has informed spot-listing decisions.

**Implementation and sustainability** The maltings project helps inform designation: for example, a small, Grade II Listed, commercial maltings in Warminster, Wiltshire (Pound Street Malthouse) damaged by storm damage to the fabric of the building which threatens its continued operation was upgraded to II\* in recognition of the rarity of the surviving internal features in the hope that this would facilitate some grant aid for repairs. (The list description is an excellent example of the current high standard of content and format; it specifically refers to the maltings report.)

**Current relevance/recommendations HIGH**

The fact that the maltings and oasthouses report are national in coverage mean that it should be available to all the regional team offices. The Patrick report (maltings) is authoritative (as will be the Pearson report on breweries when completed) but no systematic designation programmes has resulted: that was not the intention; consequently it is essential that reports such as this are made easily accessible to those with a need to know (and possibly more widely via HELM).

## **DESIGNATION AUDIT - MPP ASSESSMENT: 22. ANTI-AIRCRAFT GUNSITES (OPERATION DIVER)**

### **Retrospective assessment:**

#### **Scope of coverage?**

#### **When and who?**

Anti-aircraft gunsites were the first class of site to be evaluated as part of the MPP's national review of 20<sup>th</sup> century defences in England. Anti-aircraft artillery 1914-56 and Operation *Diver* sites were assessed and a gazetteer prepared by Dr Colin Dobinson in 1995 and evaluated by the EH Aerial Survey Team. A list of recommended sites for scheduling was presented to AMAC in March 1999.

#### **Definition?**

Scope included anti - aircraft artillery sites in England employed during WWI, WWII and in the period up to 1955 (the so-called Nucleus Force). The evaluation covered Heavy and Light anti-aircraft batteries, (HAA and LAA), ZAA (primitive unguided rockets) and Operation *Diver* sites (defence against the flying bomb).

#### **Coverage?**

The scope of the assessment was national, based on an archive search which established the original distribution of the majority of sites, their history and characteristics. The evaluation was based on air photographs and recent mapping to establish site survival. For England, the assessment identified 3188 sites in addition to 376 general locations (e.g. earlier defence sites) where WWI anti-aircraft guns were located. Most of the WWII sites were abandoned in 1946 but 198 HAA batteries continued in use as the 'Nucleus Force', finally cleared in 1955 when they became obsolete and therefore better represented than other classes of site.

Heavy AA sites: 981 identified: 177 complete/partial remains, 77 proposed sams (8%)  
Light AA sites: 966 identified: 45 complete/partial remains, 35 proposed sams (3%)  
ZAA sites: 51 identified: 0 complete/partial remains, 1 proposed sam, (2%)  
Diver sites: 1190 identified: 79 complete/partial remains, 50 proposed sams, (4%)

#### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on thorough searches of comprehensive archive sources undertaken by an acknowledged authority in this research field. A detailed method statement is provided in Annex B to AMAC 1999 report. The air photography evaluation was undertaken by English Heritage's experienced Aerial Survey Team.

#### **Soundness of recommendations?**

The evaluations and designation recommendations were based on expert assessment. AMAC approved a report recommending that 163 sites should be considered to be nationally important and further assessed for scheduling. This class of monument was not well represented in surviving sites. The selection of sites would have represented c5% of the original resource, subject to field selection on inspection for scheduling.



### **Clarity and accessibility?**

The full Stage 1 reports for the project (Dobinson 1996a and 1996a) produced a very detailed and valuable reference work for characterisation and a detailed gazetteer. These were designed primarily for specialist reference and were deposited in the NMR and SMRs. The data is not accessible online but individual site assessments was brought to the attention of relevant SMRs / HERs and also the Defence of Britain Database and Archive (<http://ads.ahds.ac.uk/catalogue/specColl/dob/>). Dr Colin Dobinson has published a volume on WWII anti-aircraft defence for a wider readership (Dobinson 2001).

### **Implementation and sustainability?**

Following the scheduling policy agreed by AMAC (‘All sites where sufficient physical remains survive to illustrate and provide information about the site’s original form and function should be considered to be nationally important and further assessed for scheduling’), the proportion of sites (5%) recommended for scheduling was similar to other categories of heritage asset. This number would have been reduced following field investigation when the completeness and condition of sites was better understood. The case for proceeding with these as proposed remains a sound one. It appears from a search of the RSM and LBS that just over 25% of those recommended for scheduling were actually designated. More anti-aircraft batteries may be protected as part of other classes of C20th military site (e.g. airfields). Diver sites appear to be under-represented in the current schedule.

Numbers scheduled:

2008 search – 43 new schedulings since 1995

Numbers listed:

2008 search – 2 new listings since 1995

### **Current relevance: MEDIUM**

World War II defence sites come up regularly as of interest to the public and valued by local communities. The comprehensive MPP study provides a sound basis for assessing individual cases and for assessing priorities for recording and mitigation action where feasible.

### **Recommendations**

Only a proportion of sites recommended for protection have been designated and it is unclear whether this is because the sites have not yet been assessed or alternative action was recommended for most. A review to ensure that the most complete sites have been assessed / protected, using recent satellite photography to check on condition, would establish the quality of the existing schedule coverage.

### **References**

Anderton, M. and Schofield, J., 1999, ‘Anti-aircraft gunsites – then and now’, *Conservation Bulletin* 36, 11-13

Schofield, J. 1999, 'MPP: Scheduling Selection Policy for 20<sup>th</sup> Century Defences – Anti-Aircraft Gunsites', report to Ancient Monuments Advisory Committee, March 1999 (AMAC 99/55)

Dobinson, C.S., 1996a, Twentieth Century Fortifications in England vol. IV: Operation Diver, CBA/English Heritage.

Dobinson, C.S., 1996b, Twentieth Century Fortifications in England vol. I: Anti-aircraft artillery, CBA/English Heritage.

Dobinson, C.S., 2001, *AA Command: Britain's anti-aircraft defences of the Second World War*, Methuen

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **23. WWII ANTI-INVASION DEFENCES (DEFENCE AREAS)**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

The project originated in the Defence of Britain project, co-ordinated by the CBA from 1995-2002, for volunteer recording of Britain's WWII anti-invasion defences (see Foot 2003). The initial contextual and characterisation study for World War II Anti-Invasion Defences was researched by Dr Colin Dobinson in 1995-96.

MPP commissioned an assessment of this data and of the quality of survival of sites, completed by William Foot in 2002. Some 60 discrete areas were defined where components of anti-invasion defences survive well in landscapes substantially unaltered, known as 'defence areas'. A pilot study from 2002 examined three defence areas, followed by a national study to assess the areas where the DoB project suggested defences survived in their original configuration and in a relatively complete setting. This assessment, also undertaken by William Foot, was completed in 2004 and published in 2006.

A list of recommended sites for scheduling and of 'defence areas' was presented to the Historic Settlements and Landscapes Advisory Panel in 2003.

##### **Definition?**

The project covered anti-invasion constructions erected, the majority in the weeks from June to September 1940, against the imminent threat of a German ground attack on Britain, ranging from pillboxes to spigot mortar emplacements, anti-tank ditches, army HQ buildings, observation posts, and Home Guard stores. Seventy-three monument types were identified.

##### **Coverage?**

The scope of the assessment was national, based on an archive-based study which provided an historical overview of defence strategy 1939-45 and a classification for the main type of anti-invasion defence structure (Dobinson 2006). Unlike other recent defence projects, the scale of the anti-invasion defences archive was too large to make a comprehensive documentary search cost effective.

“The purpose is to promote people's understanding and enjoyment of these defence landscapes, and to encourage them to think of World War Two archaeology at landscape scale. The aim is to ensure greater recognition of the value of these well-preserved landscapes and the need to conserve the components they include, while at the same time recognising that they represent a selection of a much larger number of such places. Some of the components surviving within the landscapes will be recommended for statutory protection.”

The Defence of Britain project provided field data through its volunteer network, necessarily varied in coverage and quality, but a national 'snapshot' overview of surviving structures and their condition (<http://ads.ahds.ac.uk/catalogue/specColl/dob/>). An evaluation of this data identified the c70 areas in England where the defence provision

survives today essentially as designed and built in WWII in its landscape setting. An assessment of 1946 and modern air photograph coverage was employed to validate the selected areas. 'There is a spread of these areas through England, representing the original strategies of defence and its full national extent' (Schofield 2003). Three pilot study areas were Acle, Norfolk; Waverley Abbey, Surrey; Cuckmere Haven, Sussex.

Over 10,600 sites were recorded by the DoB project at the time of reporting (now estimated at over 20,000 individual sites) and of these c.1500 individual structures were selected for consideration for scheduling, i.e. less than 10% of those identified in the field recording programme at the time and a considerably smaller proportion of the numbers actually built.

### **Expert and authoritative?**

The assessment process was very thorough, based on a combination of field survey and archive research, validated by air photography where possible. A number of acknowledged authorities in the field were engaged in the background research and assessment stages. Volunteer recording of individual structures was necessarily variable depending on the active involvement of local groups and enthusiasts.

The classification and evaluation methodology (see Schofield 2003) was authoritative, based on some 60 separate classes of monument with defined thresholds for selection for rarity and representivity, using the non-statutory criteria for assessing national importance.

### **Soundness of recommendations?**

Of the 1487 sites selected for consideration for scheduling just over 50% (769) fell within the defined 'defence areas'; the remainder were judged to be good or unusual examples of design or materials outside the defence areas. The total number of schedulings was expected to be considerably less when sites occurring in coherent groups were brought together in single designations.

### **Clarity and accessibility?**

The full Stage 1 report for the project (Dobinson 1996) produced a detailed historical study and classification, designed primarily for specialist reference and available through the NMR and SMRs. The report of the detailed assessment was published in a popular volume (Foot 2005) and the Defence of Britain handbook (Lowry ed., 1996) provides a very accessible introduction to the classification of sites.

Data has been made available to SMRs / HERs and the Defence of Britain Database and Archive is also accessible online (<http://ads.ahds.ac.uk/catalogue/specColl/dob/>).

Over 600 volunteers participated in the Defence of Britain project which had a high public profile and there is a good level of general public interest in the heritage of this era of British history.

### **Implementation and sustainability?**

It was proposed that new schedulings would proceed first for sites outside defence areas, while the latter were still being assessed. Information on how the recommendations for scheduling were implemented is not easy to bring together coherently. (As a sample, a search for pill boxes retrieved 43 new schedulings since 1995, but includes those at airfield defence sites, batteries and many constructed in medieval and prehistoric sites.

350 pill boxes in 'good condition' were identified for protection in the defined Defence Areas). Wake's Colne, Essex, defence area was scheduled ahead of the main programme to assist with local management.

The proportion of known surviving sites recommended for scheduling appeared to be relatively high compared with other categories of heritage asset and the large numbers were viewed as representing a challenge by the HS&L Advisory Panel. The scale of the programme would have been reduced following field investigation when the completeness and condition of sites was better understood, and with aggregation of individual components into site groups. Nevertheless the Panel were concerned at "the potential, long-term financial impact of designating a large number of structures" (HSLAC open minutes 29 Jan 2003). The final report suggested that the Defence Areas Project survey represents a 10% sample of surviving anti-invasion defence works in England.

Further archive research and field work was identified in Schofield 2004 to form the basis for heritage management.

### **Current relevance: HIGH**

WWII sites and defence structures continue to come forward regularly as the subject of public interest and this study provides a sound basis for assessing individual cases. As with other classes of WWII defence site, a significant proportion lie in coastal and other situations where vulnerable to erosion. As unprotected, overgrown / derelict and sometimes unattractive structures they can be overlooked or undervalued in development and improvement programmes.

### **Recommendations**

Progress with the anti-invasion defence programme remains unfinished business. An area-based, regional approach to conservation management is needed which will bring together good practice with shared research and conservation interests and priorities at national, regional and local level. A flexible, proportionate solution should reflect local resources, ownership, land use planning, development management and voluntary sector engagement, working closely with relevant local authority services. Experience of the Wake's Colne pilot designation and other initial pilot areas may be informative here. Further consideration should be given to a new register of C20th military sites as a mechanism for managing defence areas and extensive sites such as military airfields.

### **References**

Dobinson, C.S., 1996, Twentieth Century Fortifications in England vol. II: Anti-invasion defences of World War II, CBA/English Heritage.

Foot, W., 2003, 'Defended Areas of World War II', *Conservation Bulletin* 44, June 2003, pp.8-11

Foot, W., 2004, *Defence areas: a national study of Second World War anti-invasion landscapes in England*. English Heritage: London

Foot, W., 2006, *Beaches, Fields, Streets and Hills: The anti-invasion landscapes of England, 1940*, Council for British Archaeology

Lowry, B. (ed.), 1996, *20<sup>th</sup> Century Defences in Britain: An introductory guide*, CBA Handbook

Schofield, J. 2003, Characterisation and Designation Teams: Assessment of Anti-Invasion Defences, report to Historic Settlements and Landscapes Advisory Committee (HSLAC), January 2003

Schofield, J. 2004, *Modern Military Matters: Studying and managing the twentieth-century defence heritage in Britain*, p.42-43.

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **24. WWII BOMBING DECOYS**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

World War II Bombing Decoys were assessed by Dr Colin Dobinson in 1995 and evaluated by the EH Aerial Survey Team. A list of recommended sites for scheduling was presented to AMAC in 2000.

##### **Definition?**

Bombing decoys were designed to draw enemy bombs from their intended points of attack. They took four main forms:

Day and night dummy aerodromes ('K' and 'Q' sites);

Diversionsary fires ('QF' sites and 'Starfish')

Simulated urban lighting ('QL' sites)

Dummy factories and buildings.

##### **Coverage?**

The scope of the assessment was national, based on an archive characterisation and evaluation from air photographs. In England, some 839 decoys are recorded in primary records, built on 602 sites. Evaluation showed that about 25% of these sites survived in some form, though many incomplete. In general night time decoys appear to survive best.

##### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on thorough searches of comprehensive archive sources undertaken by an acknowledged authority in this research field. The air photography evaluation was undertaken by English Heritage's experienced Aerial Survey Team.

##### **Soundness of recommendations?**

The evaluations and designation recommendations were based on sound research and expert assessment. AMAC approved a report recommending that 63 sites should be considered to be nationally important and further assessed for scheduling. These represented 92 individual decoys (as numbers of sites were co-located) and included all 12 complete decoys, as well as 29 where significant remains survive, and a further 45 sites where the control building appeared to survive in good condition. This selection of sites would have represented c10% of the original resource, subject to field selection on inspection for scheduling.

##### **Clarity and accessibility?**

The full Stage 1 report for the project (Dobinson 1995) produced a very detailed and valuable reference work for characterisation, designed primarily for specialist reference and available through the NMR and SMRs. This is not accessible online. However, the data was brought to the attention of relevant SMRs / HERs and is also accessible in the Defence of Britain Database and Archive (<http://ads.ahds.ac.uk/catalogue/specColl/dob/>) A more popular publication based on the background research (Dobinson 2000). The report approved by AMAC made

recommendations with a shortlist for protection of 63 sites, including a total of 92 decoys.

### **Implementation and sustainability?**

Following the scheduling policy agreed by AMAC (all sites where sufficient physical remains survived to illustrate and provide information about the site's original form and function; decoys where the firebreak trenches or control building survived in good condition), the proportion of sites recommended for scheduling was relatively high compared with other categories of heritage asset (10%).

This number would have been reduced following field investigation when the completeness and condition of sites was better understood. . A more selective approach could be developed looking at the sustainability and accessibility of sites as well as relative completeness, as perhaps has occurred in practice. A recent search appears to show that 15 sites with decoys were actually designated, around 25% of those recommended.

### **Current relevance: MEDIUM**

The MPP's authoritative and comprehensive survey provides an excellent basis for responding to spot designation requests as they come forward and WWII sites continue to appear regularly in the proposals that are received. There would be likely to be wider public interest in this type of site and the story that it tells about the tactics employed to mislead German intelligence. The conservation issues are unclear but pressures on brownfield land are high. Designation will be only one of several approaches to managing the protection of such sites which may be extensive.

### **Recommendations**

The proportion of sites actually designated is around 25% of those recommended and this could be reassessed to ensure that it includes the 12 Class 1 (complete) examples identified, and the best of the c70 Class 2 (near complete) examples with a good range of all types of decoy site. As noted above satellite photography will aid remote assessment of current condition.

### **References**

Schofield, J. 1999, MPP: Scheduling Selection Policy for WWII Bombing Decoys, report to the Ancient Monuments Advisory Committee (AMAC 2000/03), 26 January 2000

Dobinson, C.S., 1995, Twentieth Century Fortifications in England vol. III: Bombing decoys of World War II, CBA/English Heritage.

Dobinson, C.S., 2000, *Fields of deception: Britain's bombing decoys of World War II*, Methuen



## DESIGNATION AUDIT - MPP ASSESSMENT:

### 25. D-DAY EMBARKATION SITES

#### Retrospective assessment:

#### Scope of coverage?

#### When and who?

D-Day embarkation sites were the subject of archive-based assessment by Dr Colin Dobinson in 1995 and the assessment and evaluation of sites relating to 'Operation Overlord' was carried out in 1996. Other sites (see below) were researched using local sources and evaluated by MPP staff for some counties. A list of recommended sites for scheduling was presented to AMAC in January 2000.

#### Definition?

The D-Day sites included three classes of site relating to Operation Overlord, the springboard for the Allied invasion of German-occupied Europe. These were

- construction sites for the artificial 'mulberry' harbours;
- repair and maintenance sites for the vessels involved in the Operation;
- D-Day embarkation sites from where troops and materials were despatched to France.

#### Coverage?

The scope of the assessment was national, based on an archive search for D-Day embarkation sites which established the original distribution of the majority of sites, their history and characteristics. Sixty-eight embarkation sites between East Anglia and South Wales were identified from the PRO archives, but the total may have been nearer 100. Other sites (mulberry harbour construction and maintenance/ repair centres) were identified from local sources such as SMRs, DoB database and archive. Numbers are difficult to assess since much of the activity took place on an *ad hoc* basis around the coast from the North East to the South West. Significant remains were found to survive of all three aspects of the Operation.

#### Expert and authoritative?

The evaluation and assessment process was rigorous, based on searches of comprehensive archive sources undertaken by an acknowledged authority in this research field, and evaluated by experienced MPP staff (use of air photography for evaluation was not feasible because of woodland cover in many areas).

#### Soundness of recommendations?

The evaluations and designation recommendations were based on expert assessment. Selection criteria included rarity, group value, diversity of features and quality of survival of the remains and their physical setting. AMAC approved a report recommending that 26 sites (24 designations) should be considered to be nationally important and further assessed for designation. These included 13 of the 68 embarkation sites and small numbers of other site types.

#### Clarity and accessibility?

The full Stage 1 report for the project (Dobinson 1996) produced a detailed reference work on the history and characteristics of sites, with a gazetteer, designed primarily for

specialist reference and deposited in the NMR and SMRs. This is not accessible online. The data on individual site assessments was brought to the attention of relevant SMRs / HERs and also the Defence of Britain Database and Archive (<http://ads.ahds.ac.uk/catalogue/specColl/dob/>) The report to AMAC made clear recommendations with a shortlist for protection of 24 Operation Overlord sites.

### **Implementation and sustainability?**

Following the scheduling policy agreed by AMAC, the proportion of sites recommended for scheduling was higher for D-Day embarkation sites than for other categories of heritage asset at 15-20% but this reflects the diversity and distribution of sites. This number would have been reduced following field investigation when the completeness and condition of sites was better understood. Some structures appear to have been listed (e.g. Torquay slipway) and two schedulings, in Cornwall at Saltash and Mylor, are identified.

### **Current relevance: MEDIUM**

Their significance and meaning for local communities, as well as nationally, is likely to mean these D Day embarkation places would be valued highly. Given the vulnerability of many sites to coastal change, the degree of sustainability would be a consideration and recording and presentation might be alternatives to designation in terms of public value. 'D-Day sites have an international significance, alongside the battlefields of Normandy, in representing the physical manifestation of arguably the most significant military event in European ... history' (Schofield 2001, 82).

### **Recommendations**

The case for reviewing the designation for D-Day embarkation sites proposed in 2000 is a strong one, though according to local circumstances other forms of conservation management may be more effective in conjunction with more limited designation action. It appears that a very small number (2) of the 24 sites proposed were scheduled which suggests there is still a significant designation deficit for a class of sites which is likely to hold a high level of public interest and be vulnerable to neglect or clearance..

### **References**

Dobinson, C.S., 1996, Twentieth Century Fortifications in England vol. V: Operation Overlord: embarkation works for the invasion of occupied Europe, 1942-44, CBA/English Heritage.

Schofield, J. 2000, 'MPP: Scheduling Selection Policy for D-Day Sites', report to Ancient Monuments Advisory Committee, January 2000 (AMAC 2000/04)

Schofield, J., 2001, 'D-Day sites in England: an assessment', *Antiquity* 75 (2001), 77-83

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **26. 20<sup>th</sup> CENTURY COASTAL ARTILLERY**

#### **Retrospective assessment:**

#### **Scope of coverage?**

#### **When and who?**

20<sup>th</sup> Century coastal batteries were the subject of an archive-based assessment by Dr Colin Dobinson in 1999 and evaluated for survival by the EH Aerial Survey Team with some follow up visits by MPP staff. A list of recommended sites for scheduling was presented to AMAC in 2000.

#### **Definition?**

These are sites for the use of fixed artillery to protect the coast from hostile ships during the 20th century (in succession to a long history of coastal defence for ports and naval bases). Scope included four classes of coastal batteries:  
anti-motor torpedo boat batteries (AMTB)  
defended ports (including three types of battery) (DP)  
emergency batteries of WWII (EB)  
temporary and mobile artillery (TMA)

#### **Coverage?**

The scope of the assessment was national, based on an archive search which established the original distribution of the majority of sites, their history and characteristics. The evaluation was based on air photographs and recent mapping to establish site survival. For England, the assessment of primary sources identified 286 locations occupied by 301 separate batteries in the period 1900-1956 many of which made use of earlier fortifications. More than half were shown as surviving in air photography coverage; this comparatively high level of survival was attributed to their use of earlier historic fortifications and reflected in the higher rates of loss for later sites.

#### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on thorough searches of comprehensive archive sources undertaken by an acknowledged authority in this research field. The air photography evaluation was undertaken by English Heritage's experienced Aerial Survey Team. Selection was based on degree of completeness and representation of the four classes of coastal battery on surviving sites, though more ephemeral remains were proposed for protection on grounds of rarity for the sole surviving AMPTB site and four partially surviving TMA sites.

#### **Soundness of recommendations?**

AMAC approved a report recommending that 131 sites should be considered to be nationally important and further assessed for scheduling. The selection of sites would have represented an unusually high proportion at c45% of the original resource. However, 58 of the selected sites were already scheduled, and a number were already in MPP's forward programme for earlier coastal fortification, leaving 43 potential new designations arising from evaluation. The scheduled sample was to 'reflect the national distribution of coastal batteries, the four main classes and within those classes typological variation reflecting function, date of construction, and the type of armament provided' (AMAC 2000).

### **Clarity and accessibility?**

The full Stage 1 reports for the project (Dobinson 1999) produced a detailed and valuable reference work for characterisation and a gazetteer, designed primarily for specialist reference and deposited in the NMR and SMRs. This is not accessible online. The data on individual site assessments was brought to the attention of relevant SMRs / HERs and also the Defence of Britain Database and Archive (<http://ads.ahds.ac.uk/catalogue/specColl/dob/>). An introductory guide. *20<sup>th</sup> Century Defences in Britain* includes details and provides a well-informed popular introduction to this class of WWII site (Lowry, ed. 1996).

### **Implementation and sustainability?**

Following the scheduling policy agreed by AMAC ('All sites where sufficient physical remains survive to illustrate and provide information about the site's original form and function should be considered to be nationally important and further assessed for scheduling'), the proportion of sites (c45%) recommended for scheduling was significantly higher than typically selected for other categories of heritage asset. However, many of the sites included earlier fortifications often reflecting continued use over several centuries. The threat of coastal erosion was also recognised, that the long term future of some site might not be sustainable, and that 'in some cases recording may be more appropriate response than designation'.

Searches of the LBS and RSM for this class of site are appeared to show that relatively few additional schedulings or listings have taken place (c.15). . However, the 2000 report to AMAC noted that 58 of the 131 sites recommended for protection were already scheduled largely by virtue of being installed in earlier historic defence structures such as Martello towers. Some coastal artillery sites are categorised in the RSM as gun emplacements forming part of anti-invasion defences, so in fact the number actually designated is probably significantly higher than indicated by the searches.

### **Current relevance: MEDIUM**

As with other categories of coastal defence site, these are vulnerable sites, often in the public gaze, and have strong associations with island defence in the C20th. The work done by MPP provides a robust framework for further designation requests and for area-based studies which may include coastal defence sites. The defence area candidates may include large numbers of this class of fixed artillery.

### **Recommendations**

This class of site is well represented in existing schedulings and, although a proportion of the AMAC recommendations appear not to have been followed through, these sites are probably best taken forward in the context of defence area management and designation.

### **References**

Schofield, J. 2000, 'MPP: Scheduling Selection Policy for 20<sup>TH</sup> Century Coastal Batteries', report to Ancient Monuments Advisory Committee, September 2000 (AMAC 2000/137)

Dobinson, C.S., 1999, Twentieth Century Fortifications in England vol. VI: Coast artillery 1900-56, CBA/English Heritage.

Lowry, B.ed., 1996, *20<sup>th</sup> Century Defences in Britain: An introductory guide*, CBA Practical Handbooks in Archaeology No.12 (revised edition), Council for British Archaeology

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **27. 20<sup>th</sup> CIVIL DEFENCE SITES**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

Civil defence sites were the subject of an archive-based review by Dr Colin Dobinson in 1999 of civil defence policy and practice during WWII.

A project brief was drafted (January 2001) for a national audit of evidence for WWII civil defence structures but was not developed further.

##### **Definition?**

Intended scope was air-raid shelters and Air –Raid Precautions (ARP) structures; firewatchers and minewatchers posts.

##### **Coverage?**

It was accepted that a full national assessment of distribution and survival would not be achievable because of the numbers of structures involved and that an audit of existing records was likely to provide the best impression of what survives and where, as a context for designation decisions.

##### **Expert and authoritative?**

Sequence and sources identified for the audit were

- Dobinson (1999) report as the basis for developing a typological framework;
- Search of DoB records together with those of Subterranea Britannica, SMR/HERs and other online resources
- Assessment of condition and completeness (scored as before) and classification
- Consultation of local record office sources in selected areas where good representation
- Production of gazetteers etc

##### **Soundness of recommendations?**

No specific recommendations have been made. It is understood that Roger Thomas is currently working on a selection guide for designation, developing the outline in the “Military Buildings Selection Guide”.

##### **Clarity and accessibility?**

##### **Implementation and sustainability?**

Since 1995, 12 air raid shelters have been scheduled, all forming part of more extensive monuments (from hillforts to airfields). 19 structures that include civil defence elements have been listed, including barracks, shelters and bunkers related to civic and public buildings.

**Current relevance: MEDIUM / LOW**

Survivals of this category are legion and can be expected to be popular subjects for local lists and to have strong associative value for communities.

**Recommendation**

A national audit programme as originally envisaged is not recommended. A sub-regional project in an area with a well-documented civil defence history could provide a working model: survey and historic research/ oral history, linked to a new selection guide and work with a local authority on developing a local list. This would be a good fit for the proposed Conflict and Memory strategic theme.

**References**

Dobinson, C.S., 1999, Twentieth Century Fortifications in England vol. VIII: Civil Defence in World War II, CBA/English Heritage.

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **28. WWII AIRFIELD DEFENCES AND MILITARY AIRFIELDS (WITH A NOTE ON BUILDINGS RELATING TO THE CIVIL AVIATION SECTOR).**

#### **Retrospective assessment:**

##### **Scope of coverage**

##### **When and who?**

World War II airfield defences were the subject of an archive survey by Dr Colin Dobinson, CBA, in 1998. This was followed by further archive-based study of plans at the RAF Museum by Paul Francis and production of a gazetteer of surviving sites. Additional sites were identified through the Defence of Britain database and archive and selected sites evaluated in the field by MPP staff in 2000. A list of c85 recommended sites for scheduling consideration was presented to AMAC in June 2000. This work was done in parallel with the national assessment of airfields undertaken by the Listing team, also based on work by Colin Dobinson and Paul Francis. This went out to public consultation in 2000 and resulted in c250 listings.

##### **Definition?**

Two phases of development of WWII airfield defence were included. The first from the 1930s was a national programme of airfield building designed to parallel Germany's rearmament. Initially defences were designed to provide protection from air attacks (principally dispersed layouts, air raid shelters, protected buildings and AA guns). The second phase, from 1940, responded to threat of capture and included pillboxes and Battle HQ buildings for co-ordinated defence.

##### **Coverage?**

The scope of the assessment was national, based on an archive survey which identified types of structure, airfield defence policy and for some classes of site the numbers built. Evaluation was based on archive plans, recent mapping and field visits to sites in the SW and East Midlands to establish site survival. Some 740 flying stations or aerodromes are known to have existed during WWII (see Selection Guide for Military Buildings).

##### **Expert and authoritative?**

The assessment and evaluation process was based on survey of the key archive sources with selective field evaluation, undertaken by experienced staff in this research field.

##### **Soundness of recommendations?**

The evaluations and designation recommendations were based on thorough research and expert assessment. Selection for scheduling was based on rarity, completeness of defence provision, overall historical significance of the airfield and quality of preservation. Unlike other airfield buildings which were the subject of a listing survey, these were almost exclusively 'monuments' with no obvious future use for which scheduling was viewed as the appropriate designation. The AMAC report identified monument classes which are sufficiently rare that all surviving examples are to be considered nationally important and candidates for scheduling, e.g. Battle HQs, anti-aircraft gun towers, sleep shelters, Alan Williams turrets, Picket Hamilton forts. The listing survey was as comprehensive as time allowed: the shortcomings of listing as a designation tool when used in isolation were compensated for by a small number of recommendations for conservation area status



(e.g., Leigh-on-Solent, Bicester) where effective liaison with the local planning authority was essential for taking matters forward. At Bicester, conservation area status was embedded in a wider strategic local plan and informed the distribution and scale of new housing developments on the site. Around 25 sites altogether were selected as suitable for a comprehensive planning and conservation approach (and where it was decided not to proceed with scheduling proposals).

AMAC approved a report recommending that 80-85 new sites be considered (representing 450 separate items, forming associated groups, many of which were pillboxes) as nationally important and further assessed for scheduling. The selection of sites represented varying proportions of the estimated historical population, but less than 10% for monument types where numbers are known reasonably reliably.

### **Clarity and accessibility?**

The Stage 1 report for the project (Dobinson 1998) provides a detailed survey of the sites' history and characteristics, designed primarily for specialist reference and deposited in the NMR and SMRs. The data on individual site assessments was brought to the attention of relevant SMRs / HERs and also the Defence of Britain Database and Archive (<http://ads.ahds.ac.uk/catalogue/specColl/dob/>). There was no popular or more general publication, as for some other recent military site types. On the listing side, there is a colossal amount of information, too. It was intended to seek funding to update this material and make it accessible on a publicly accessible database, but this has not been taken forward.

### **Implementation and sustainability?**

The number of sites selected was large and the sustainability of such extensive designation, with c450 component elements, remains an issue for reconsideration. It appears from a recent search of the RSM that only twelve airfield defence sites were scheduled following on from the MPP study.

The MPP work was complemented by Jeremy Lake's thematic survey of military aviation sites, drawing on the characterisation and survey undertaken for MPP.

The current Selection Guide for Military Buildings, together with EH's *Historic Military Aviation Sites: conservation management guidelines* (2003), provide clear guidance for this group of modern military sites. Aerodromes of 1939-45 and before have received considerable study, and thematic listing has identified the outstanding survivals. While all aerodrome sites have strong local resonance, national designation will only be appropriate for a selection of sites, given the huge numbers involved and the degree of standardisation of structure. The thematic survey focused on the identification of those key sites which best reflect the development of military aviation from 1910 to 1945, and those which are most strongly representative of functionally distinct airfield types: at these selected sites, designations are numerous and statutory protection is of a high order. The relationship of built fabric to the flying field, its character and development, has also been fundamental to the selection process.

Outside these key sites, it is only groups (of buildings, fighter pens and defences) and individual examples of strong intrinsic or associational importance, particularly those with key historical episodes of the Second World War, which have been recommended for protection. Selection principles will include rarity; technical or structural interest;

group value with related structures; and operational importance (such as direct involvement in an important campaign such as the Battle of Britain or the Battle of the Atlantic). Certain non-adaptable structures have been designated by scheduling, such as blast pens, as have certain defence structures (like the Pickett Hamilton fort) and bomb stores. The totality of an aerodrome cannot be captured through statutory designation alone, and other approaches such as conservation area protection have been shown to be appropriate.

**Civil aviation.** Since military drivers largely propelled developments in this sector in the inter-war period it is as well to consider designation issues here. Having said this, civil airports developed a distinctive form in the 1930s where they adopted a modernist or art deco architectural vocabulary. The fact that such airport buildings were both under threat of redevelopment or upgrading and poorly appreciated led to the setting-up of an international Raphael programme (with Germany and France) to increase public awareness (*L'Europe de l'Air*). England's contribution to this project focussed on Speke (Liverpool). *L'Europe de l'Air* stimulated considerable public interest and resulted in two books: a popular and lavishly produced book Paul Smith and Bernard Toulhier (eds.), *Berlin Tempelhof, Liverpool Speke, Paris Le Bourget* (Editions du Patrimoine, 2000) and the proceedings of three conferences, Bob Hawkins, Gabrielle Lechner and Paul Smith (eds.), *Historic Airports: proceedings of the International L'Europe de L'Air conferences on aviation architecture* (English Heritage, 2005). The listing of the Speke complex has resulted in exemplary re-uses (hotel, sports centre etc), but the parallel thematic listing programme on civil aviation (1994, Paul Francis) has not been systematically followed through. This is partly a matter of policy, partly the result of inadequate resources, especially to carry out the necessary public consultation. The documentation is available in paper copies: all Paul Francis, *Civil Airport Buildings 1927-1939* (1994), *New Guidelines for Listing Civil Airfield Buildings in England* (1994) and *Civil Airfields in the United Kingdom: a compendium of sources in the Public Record Office* (1997). It is intended to provide details on the key sites with a view to informing decisions on these and comparable sites elsewhere: it is not comprehensive but provides sufficient context to guide further work. This material has already informed casework (e.g., Bolton, Lancs.) but as the corporate memory fades, it is important that it becomes widely accessible, at least to staff in HPD and the regions, ideally in digital form.

**Current relevance: MEDIUM**

This type of site remains attractive for redevelopment / regeneration. As a result some types of structure are vulnerable to clearance but there is also an opportunity for repair and imaginative re-use of historic airfield buildings. The MPP study for airfield defences together with the thematic listing survey provide a sound basis for characterising, and assessing the significance of, individual airfield defence structures. The MPP recommendations appear to have been only partially implemented. The approach to selection for scheduling, appears to have differed from that outlined in the Selection Guide for Military buildings for listing and the two could perhaps benefit from harmonisation before proceeding with further designation.

**Recommendations**

The low number of sites scheduled (if correct, only 12 of the 80 airfield defence sites approved for designation) suggests that there is some significant unfinished business, both in arriving at an integrated policy for conservation of WWII airfields (as piloted at

RAF Scampton, Foulness and Bicester) and for a future designation programme. As recognised in the Selection Guide, other mechanisms for protecting the special interest of large areas such as aerodromes can and should be deployed and encouraged. As for Defended Areas, serious consideration should be given to a new Register of C20th military sites as a mechanism for managing WWII defence areas and extensive complexes such as airfields.

## References

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Schofield, J. 2000, 'MPP: Scheduling Selection Policy for Airfield Defences of WWII', report to Ancient Monuments Advisory Committee, June 2000 (AMAC 2000/84)

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## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **29. WWII RADAR STATIONS**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

World War II Radar Stations were the subject of an archive-based assessment by Dr Colin Dobinson in 1999 and evaluated for survival by the EH Aerial Survey Team with some follow up visits by MPP staff. A list of recommended sites for scheduling was presented to AMAC in 2000.

##### **Definition?**

Scope included the range of radar stations used for Britain's strategic air defence systems. Following experimental work during the 1930s, radar developed during WWII in six main types of radar station designed to provide different types of cover.

##### **Coverage?**

The scope of the assessment was national, based on an archive search which established the original distribution of the majority of sites, their history and characteristics. The evaluation was based on air photographs and recent mapping to establish site survival. For England, the assessment of primary sources identified 200 locations occupied by 242 separate radar reporting and control functions, many of which continued in use into the Cold War. More than half were shown as surviving in air photography coverage, possibly due to the continued use of a proportion of sites through the Cold War period. The overlap with the Cold War military assessment was taken into account and separated from this exercise.

##### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on thorough searches of comprehensive archive sources undertaken by an acknowledged authority in this research field. The air photography evaluation was undertaken by English Heritage's experienced Aerial Survey Team. Selection was based on degree of completeness and representation of the six classes of radar station on surviving sites.

##### **Soundness of recommendations?**

The evaluations and designation recommendations were based on thorough research and expert assessment. AMAC approved a report recommending that 49 sites (representing 65 radar stations, co-located at several sites) should be considered to be nationally important and further assessed for scheduling. The selection of sites would have represented c25% of the original resource, subject to field selection on inspection for designation. The sample for consideration reflected 'the national distribution of radar stations, the six main classes and, within those classes, typological variation reflecting technological developments and refinements' (AMAC 2000).

##### **Clarity and accessibility?**

The full Stage 1 report for the project (Dobinson 1999) produced a detailed and valuable reference work for characterisation and a gazetteer, designed primarily for specialist reference and deposited in the NMR and SMRs. This is not accessible online. The data on individual site assessments was brought to the attention of relevant SMRs / HERs

and also the Defence of Britain Database and Archive (<http://ads.ahds.ac.uk/catalogue/specColl/dob/>). An introductory guide. *20<sup>th</sup> Century Defences in Britain* includes details and provides a well-informed popular introduction to this class of WWII site (Lowry, ed. 1996).

### **Implementation and sustainability?**

Following the scheduling policy agreed by AMAC (‘All sites where sufficient physical remains survive to illustrate and provide information about the site’s original form and function should be considered to be nationally important and further assessed for scheduling’), the proportion of sites (c25%) recommended for scheduling was significantly higher than typically selected for other categories of heritage asset. This number would have been reduced following field investigation, when the completeness and condition of sites was better understood.

In practice it appears that that some 12 radar and communication centres have been designated out of the 49 sites identified. This proportion (about a quarter) is consistent with implementation for other C20th defence site classes after alternative action is taken into account.

### **Current relevance: MEDIUM/LOW**

WWII military sites consistently come forward for designation and the MPP study of this class of site provides a sound framework for evaluation, in conjunction with the Selection Guide.

### **Recommendations**

A proportion of sites are designated in their own right for their communication interest and others will be included in the designation of airfields and airfield defences, and de facto in identified defence areas. A rapid review is desirable to ensure that all the substantially complete (Class 1) examples have been assessed and action taken on them.

### **References**

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Lowry, B., ed., 1996, *20<sup>th</sup> Century Defences in Britain: An introductory guide*, CBA Practical Handbooks in Archaeology No.12 (revised edition), Council for British Archaeology

Schofield, J. 2000, ‘MPP: Scheduling Selection Policy for WWII Radar Stations’, report to Ancient Monuments Advisory Committee, September 2000 (AMAC 2000/--)

## DESIGNATION AUDIT - MPP ASSESSMENT:

### 30. COLD WAR

#### Retrospective assessment<sup>15</sup>

**When and why** Many of the sites, installations, establishments and structures erected to defend the UK against nuclear attack or take retaliatory or pre-emptive action (MAD), as well as those built to support emergency government in the event of nuclear war, came themselves to be threatened by redundancy in the face of rapid property rationalisation during the decade following the end of the Cold War in 1989. Many were in a state of flux at the time the MPP survey was conducted as they passed from military into civil ownership or were adapted to new uses. These establishments were closed and secret and one of the first challenges for EH was to ascertain what had actually been built. The assessment report was made public at a seminar held at the Public Record Office in December 2001.

**Definitions and methodology** But, given the fact that much of the documentation was closed to public investigation under the ‘thirty year rule’, the key primary sources of information were the physical remains that were systematically studied during the MPP field investigation project itself. The assessment process followed MPP practice by classifying sites (*9 categories, 31 groups* further sub-divided into *monument classes with type variants*). The project archive is moderately easy to access (via CD). In most cases, a brief introduction provides a historical background and statement of significance of each *category*, while for each of the *monument classes* a *class assessment of importance* has been produced. For many *classes* a definitive site list is provided containing a summary of their current condition with guidance on potential for designation and/or conservation management (*recommended action*). Each section has been produced as a self-contained report, which may be separated from the whole if required.

**Coverage** Work began on those sites earmarked for disposal, but it became clear that this provided too partial a picture and the project was extended to all sites, including those still in use and those that had already been sold off. Whilst the emphasis is English, the project necessarily took a UK perspective and involved the active engagement of scholars from Europe and the USA.

**Expert and authoritative** The report drew upon documentary research carried out in 1998 by Dr Colin Dobinson at the Public Record Office and the analysis of air photographs of early 1950s radar stations undertaken by Michael Anderton (2000) for MPP. Dr Dobinson is an established military historian with special expertise in the Second World War and post-war periods. The fieldwork, much further research and analysis were carried out by an in-house team led by Wayne Cocroft who, through this pioneering project has become one of the leading authorities on the subject.

**Soundness of recommendations** The project used the following criteria for designation: those sites ‘that had been central to British defence or NATO policy’, sites that reflect the ‘changing nature’ of the Cold War, and sites ‘that characterise the British experience of the Cold War’. The recommendations are presented with admirable clarity

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<sup>15</sup> The background and nature of this MPP project is well summarised by Wayne Cocroft. ‘The Cold War: what to preserve and why’, *Conservation Bulletin* 44 (June, 2003) 40-42.

and are going through the step 4 equivalent stage to confirm the most appropriate action. Most recommendations were for scheduling. Around 113 buildings/sites have been identified as eligible for designation (many have still to be assessed further) -88 scheduled monuments, 19 listed buildings, 3 parks and gardens and 3 candidates for management agreements- and 12 listed entries and 6 scheduled sites have already been designated.

**Clarity and accessibility** The findings of the survey were published in what was and remains the definitive study of the subject –a major publishing event for EH: Wayne D.Cocroft and Roger J.C.Thomas, *Cold War. Building for Nuclear Confrontation, 1946-1989* (EH 2003). Although the emphasis in the book is on English sites, it also discusses key sites in Wales and Scotland and the national perspective is reflected in the distribution maps. The NMR web site –*Cold War Collection*- contains over 1,000 images of the Cold War and is itself a major source for scholars and the general public alike.

**Implementation and sustainability** Monuments of the Cold War (as with nuclear power sites) are potentially highly contentious. As with all the designation legacy projects, any systematic designation programme for the Cold War was also put on ice and further delays will doubtless be caused by the trick political and handling problems that are bound to ensue, and which it is out of scope for us to comment on. Even so, a number of Cold War sites have been designated since 2001 and considerable thought has been given to the management challenges of what are often vast sites containing hundreds of buildings. These issues –managing sites on a landscape scale- have been addressed in two studies:

Atkins, 2004 *RAF Scampton historic characterisation* Atkins for English Heritage

Masters, P et al 2005 *Former RAF Upper Heyford conservation plan* The Tourism Company, Oxford Archaeology, ACTA

Furthermore, in order to streamline any designation programme that may at some point be given the go-ahead, a list of priorities has been drawn up (short, medium and long-term) after consideration by the Military and Naval Strategy Group at a meeting held in June 2006. A summary of action on those sites identified as nationally important and recommended for protection, first prepared in 2006 and revised in January 2009, sets out the current situation with great clarity.

### **Current relevance/recommendations HIGH**

This is unfinished business but is also work underway. The political sensitivity and handling issues are not for us to comment on: suffice it to say that the designation assessment is ongoing, albeit slowly. Whatever the timescale, the decisions that are finally made will be based on the soundest possible research. In terms of academic rigour, accessibility of data, and clarity of recommendations (whether acted upon or not), this project is admirable and exemplary.

## **DESIGNATION AUDIT - MPP ASSESSMENT**

### **31. LEAD INDUSTRY**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

The lead industry was the first to be assessed at the Step 4 stage in 1995, using the structured approach adopted by the Monuments Protection Programme for evaluation and selection of industrial monuments for statutory protection. Steps 1- 3 for the lead industry (description of the industry's range, form & documentation; data gathering & specialist consultation; report on site evaluations) were undertaken by the Cranstone Consultancy between 1989 and 1993. The principles and practical reporting procedures for Step 4 assessment for industrial sites were established in 1994 in a preliminary study based on the Step 3 report data for Derbyshire.

##### **Definition?**

The industry was defined as including the extraction of lead ores, their preparation, smelting and processing.

##### **Coverage?**

The scope of the assessment was national, covering the definition and characterisation of the industry's remains and providing a shortlist of 251 sites of potential national importance for detailed evaluation in field survey at Step 3. Chronological coverage extended from prehistory to C20th, though survival from the earlier periods and C20 was poor. Strong regional character was identified and expressed in distinct traditions relating to dispersed ore-fields (Lake District, North Pennine, Yorkshire Pennine, Derbyshire, Mendip, Shropshire, Devon/Cornwall), modelled as two 'provinces' by C19th, coalescing in more homogenous character by end of the century. Site types were identified which are a priority for further research and field survey and, where appropriate, for future designation.

##### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on searches of SMRs and other local records as well as national datasets. Findings went out to public consultation after the Step 1 and Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies); additional sites and amendments were included following on from the CORPCE report. The Step 3 and 4 reports recognise the under-representation of some regional and site types which might, if identified in the future, be candidates for designation.

The Cranstone Consultancy was one of the few specialist consultancies for industrial heritage existing in the early 1990s and recognised as an authoritative and expert agency for the desk based and field assessment. The consultants' findings were subject to peer review and consultation across the sector.

##### **Soundness of recommendations?**

Selection for designation was assessed on national importance and representation, including rarity of period survivals, of individual types of site / structure and regional



coverage. The Step 1 and 3 characterisation of the industry remains the benchmark for assessing significance in a national and regional context.

133 lead industry sites (just over half of those evaluated at Step 3) were selected for new scheduling on the basis of the assessment. These were in addition to 7 existing scheduled glass industry monuments.

Buildings were already listed at 14 glass industry sites and further listing action was identified for consideration in 56 new cases and 3 revisions and formed an important part of proposed conservation management frameworks on a number of sites where descheduling or part scheduling only was proposed.

A high proportion of new schedulings were implemented (110) but only one listing candidate was added to the list.

### **Clarity and accessibility?**

Step 1 & Step 3 reports are only now being made available digitally and included in NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these are highly regarded by HERs, as the only comprehensive, national survey of the historical industry, and form the basis for 'local list' designation in many areas.

The assessment methodology is detailed and iterative and provides a consistent basis for discriminating selection. Step 4 assessments (the basis of designation shortlists) were never made public and designed only for internal use in designation decisions.

The MPP 'industrial' programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement.

### **Implementation and sustainability?**

This was the first of the MPP industrial programmes where joint listing and scheduling action was recommended and some adjustment about the appropriate designation action took place at Step 6.

Implementation of scheduling was assessed at 81% complete (133 sites and sub sites out of 251 evaluated) in 2002. This was a high proportion of the sites evaluated, compared with other industries assessed later. Listings, however, were either not assessed or the buildings identified did not meet selection criteria

Numbers scheduled:

2008 search – 110 new schedulings since 1995

Numbers listed:

2008 search – 1 new listing since 1995

### **Current relevance: LOW**

Risk to redundant lead industry buildings in the 1989-92 period was largely due to neglect and threat of clearance, judged to be imminent in several urban contexts. Only one listing resulted from the programme. MPP judgements about which buildings were likely to meet criteria for selection for listing were not well-aligned with Listing Branch in this early project and this aspect improved with dialogue as the programme progressed.

Earlier lead working sites are predominantly in a rural context, often extensive areas with few surviving roofed buildings, at lower risk of clearance but requiring sustained management action to secure sites from erosion / reworking and to enhance for better public appreciation especially in accessible upland landscapes.

Redundant, vernacular industrial building groups in a rural context had /have very limited potential for adaptation or conversion, however, and very few were regarded as suited for listing though contributing significantly to local historic and landscape character. ELS and HLS may have been employed to conserve some of these; National Parks and AONBs have been active in conserving, enhancing and interpreting historic industrial character.

### **Recommendations**

In general the lead industry appears to have been well served by the initial scheduling programme and was exceptional in the high proportion of sites designated. Following recent programmes of upland survey, other sites may now be recognised as nationally important and potentially of schedulable quality and the MPP framework for assessing these remains fit for purpose.

The designation of underground workings is an outstanding issue. The original proposal for a pilot for underground designation (see Underground Extraction) could be taken forward in the context of an HPA model for this type of site.

Protection by listing is lower than would have been expected in this industry but a review of the designation recommendations is not thought to be justified. Spot listings that may come forward for the industry can be assessed against the MPP characterisation for the industry taking into account their relative rare survival.

The Step 1 to 3 documentation should be widely available in EH and to HERs as the basis for conservation management of sites associated with the lead industry and selection of any further candidates for designation.

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## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **32. COAL INDUSTRY**

#### **Retrospective assessment:**

#### **Scope of coverage?**

#### **When and who?**

The coal industry was assessed for designation in 1995, the second industry in the structured approach adopted by the Monuments Protection Programme for evaluation and selection of industrial monuments for statutory protection (see AMAC paper March 1992).

Steps 1- 3 for the coal industry (description of the industry's range, form and documentation; data gathering and specialist consultation; report on site evaluations) were completed by the Cranstone Consultancy between 1993 and 1994. Priority was given to work on the C20th collieries at risk from closure. Public consultation on the Step 3 report took place between December 1994 and February 1995 and resulted in amendments to a number of site evaluation reports.

#### **Definition?**

The coal industry, as defined for this exercise, included coal extraction, preparation (screening and washing) and essential auxiliary activities (e.g. safety and welfare of workers) and coke-making. It excluded industry-related housing and municipal building, gas works and transport features, e.g. waggonways and coal staithes, except where these could sensibly be included in the boundaries of a site centred on a colliery or coke works. Underground mine features were also excluded from the assessment.

#### **Coverage?**

Coal was the first large-scale industry - and one still in active operation, unlike the preceding lead industry - to be tackled and therefore a test in many ways of the MPP methodology. The scope of the assessment survey was national, covering the definition and characterisation of the industry's remains and providing a shortlist of 330 potentially important sites, which was refined to 304 sites for detailed assessment in field survey at Step 3.

The MPP study covered the full chronological span of the industry's activity in England from its earliest identified remains to the post-war period of nationalisation (1947), modernisation in the 1960s and 1970s and closure in the 1980s and 1990s. From its peak of output in 1913, with over 2600 mines operating, the industry declined during the C20th with less than a thousand pits coming into public ownership in 1947. From the late 1950s falling coal sales led to a steady increase in mine closures. In 1975, 241 pits were working, by 1985 only 133. Of the collieries still in active operation up to 1993, about half (26 sites) were included in the Step 3 survey.

The selection of sites for designation was broadly representative of the later medieval, post-medieval, industrial and modern periods, but there were both topic and period areas where coverage was weak and where information was lacking. Site types were identified which are a priority for further research and field survey and, where appropriate, for future designation. Survivals from earlier periods of the industry are rare: coal mines of the Roman, medieval and early post-medieval (C16-17th) periods remain almost

exclusively as earthwork sites. Although the sample selected for designation covers the known regional, chronological and typological range, the Step 3 report noted that the range of identified sites ‘almost certainly understates the importance and variety of “early” mining features that actually survive’ because of the limits of available knowledge. Identification of surviving C18th mines is also weak, particularly for early mechanised, deep mines and the transition from dispersed to nucleated mines; coke making is poorly represented in the same period, and at non-colliery sites.

### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on searches of SMRs and other local records as well as national datasets, specialist archives and validated in the field. Findings went out to public consultation after the Step 1 and 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies). 34 additional sites and other amendments were included following on from the consultation report.

It proved surprisingly difficult to develop a comprehensive and well-balanced shortlist of coal industry sites because of the lack of good quality information in SMRs and other sources, and of published field studies and surveys. The paucity of information was compounded by poor survival of the sites themselves; many earlier coal industry areas had been damaged or destroyed by later coal working. The Step 3 and 4 reports recognise the under-representation of some periods and site types which might, if identified in the future, be candidates for designation (see below). Overall, however, given the political sensitivity because of closures at that time, this is considered internally to have been one of the most successful and effective programmes of MPP designation.

Steps 1 -3 were undertaken by Shane Gould, Eric Instone and David Cranstone of the Cranstone Consultancy, an established specialist practice in industrial archaeology with experienced field assessors. The field reports were thorough and consistent, sometimes undertaken in difficult circumstances. The consultancy’s findings were subject to peer review and public consultation.

### **Soundness of recommendations?**

The Step 1 characterisation of the industry remains the benchmark for assessing significance in a national and regional context and has been complemented by detailed survey and investigation by EH and others since.

The approach followed the established MPP procedure and the policies endorsed in 1994 by English Heritage's Industrial Archaeology Panel and its Ancient Monuments Advisory Committee ('Protection and Management of Historic Collieries', 1994). Because of the rapidly changing situation at British Coal Corporation-owned collieries the C20th-industry sites were surveyed in advance of the main Step 3 survey and a preliminary view on recommendations for designation of these post-War period sites was communicated to the Department of National Heritage, in May 1994. The early selection of Chatterley Whitfield as the exemplar site for the nationalized industry was based on the Step 3 assessment of the industry.

The selection process for designation was particularly rigorous for the period when the British coal industry was at its peak of production in the C19th and early C20th. Over 75% of the sites short listed for Step 3 evaluation belonged to these periods. Collieries

of this time are often large, with very substantial building complexes including structures which are incapable of adaptive use for other purposes. The resource implications of conservation action are enormous for historic industrial centres on this scale, and surviving in such numbers.

The selection for statutory designation prioritised sites for which practical and viable options for conservation either existed or could realistically be anticipated. As a result of the necessarily highly selective approach, and despite careful selection, not all features of later C19th and C20th collieries are well-represented in the designations for England. When considered with Welsh and Scottish examples which are already protected, however, the coverage for the British industry as a whole was considered to be reasonably comprehensive.

70 sites were recommended for new schedulings, adding to 19 existing scheduled sites. The combined figure of existing and new schedulings was estimated to represent less than 1% of the national archaeological resource for the industry. One site was recommended for descheduling.

The later coal industry retains a high proportion of historic buildings and colliery buildings were already listed on a significant number of sites (51). A further 41 candidates for listing were identified, some in conjunction with scheduling. Seven listed buildings were also identified as candidates for re-grading, either in recognition of their high importance within the industry or because of alterations to their condition. At 10 collieries where buildings were already protected by listing, it was proposed that scheduling could be the more appropriate designation for the future protection of some structures, particularly pithead gear and *in situ* machinery.

The need to differentiate in this way between appropriate designation regimes for management for different elements on a single historic colliery was problematic and would be rationalized under a unified system.

### **Clarity and accessibility?**

Step 1 & Step 3 reports are only now being made available digitally and included in the NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these are highly regarded by HERs, as the only comprehensive, national survey of the historical industry, and form the basis for 'local list' designation in many areas.

The assessment methodology is detailed and iterative and provides a consistent basis for discriminating selection. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

The MPP 'industrial' programme was in general publicised to archaeological and industrial history/technology audiences but not designed for wider engagement. Because of the high political profile of this industry's decline, two publications by RCHME and English Heritage (Thornes 1994; Ayris and Gould 1995) and an exhibition were designed to raise wider public awareness and interest.

### **Implementation and sustainability?**

Overall 304 sites were assessed which it was estimated represented approximately a 3% of an estimated historical population of 8 -10,000 centres for the coal industry. Less than 1% was proposed for designation. Scheduling was completed for c75% of those recommended at Step 4. Listing recommendations were assessed separately and 35% of those identified for consideration were designated by listing.

Numbers scheduled:

2008 search – 53 new schedulings since 1995

Numbers listed:

2008 search – 15 new listings since 1995

### **Current relevance: LOW**

The current heritage at risk list includes over a dozen colliery buildings that were designated by scheduling or listing following the MPP survey, including Chatterley Whitfield colliery, where some structures remain in very poor repair and for which sustainable management remains to be fully established. These remain vulnerable assets, sometimes requiring resource-hungry intervention. This industry demonstrates the value of a flexible approach to selection for designation based on management need and context and the use of discretionary powers to ensure a sustainable sample of sites is protected.

The Step 1 and 3 reports provide a sound basis for judgement on new candidates for protection and the Step 4 report summarises the aspects of the industry that were under-represented in the selected designation sample.

### **Recommendations**

The coal industry was well-served by the MPP designation process and the majority of sites recommended for scheduling were protected. The relatively low level of listing since the evaluation of the industry suggests that good candidates for statutory designation may still come forward and these should be dealt with as spot listings or as part of area assessment. There is an issue over the sustainability of conserving further complete 20<sup>th</sup> century colliery as monuments or industrial museums given the management challenges still faced at Chatterley Whitfield but individual buildings and building groups will merit consideration for listing. The MPP framework for evaluation still provides a unique overview for England and can now be supplemented by more recent survey in Scotland (Oglethorpe) and Wales.

The Step 1 to 3 documentation should be widely available in EH and to HERs as the basis for conservation management of sites associated with the industry and selection of any further candidates for designation.

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## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **33. ALUM INDUSTRY**

#### **Retrospective assessment**

##### **Scope of coverage?**

**When and who?** The alum industry was assessed for designation in 1996. A combined Step 1- 3 exercise (description of the industry's range, form and documentation; data gathering and specialist consultation; report on site evaluations) was undertaken in 1993 by the Cranstone Consultancy. Public consultation on the Step 3 report took place in Sept – Nov 1994 and resulted in amendments to a number of site evaluation reports.

##### **Definition?**

The industry is defined as the extraction of alum from alum shales and Coal Measures shales, from quarrying via processing, to the manufacture of a relatively pure form of alum. Alum was used principally as a mordant for fixing dyes though byproducts of the process were utilized in other industries in later periods. Its origins are in C16th in this country and production finally ceased in the 1950s.

##### **Coverage?**

The scope of the assessment survey was national, covering the definition and characterisation of the industry's remains and providing a shortlist of 25 sites (representing 18 centres of production) of potential national importance for detailed assessment based on field survey at Step 3. This was a small industry, characteristic of a few small areas of the country, predominantly North Yorkshire; only around 50 production sites are thought to have existed historically. The relatively high percentage of sites selected for protection and recommended for scheduling reflects the small size of the sample, its high diversity, the loss of sites to coastal erosion and the need to consider long-term preservation of this industry's archaeological resource.

##### **Expert and authoritative?**

The evaluation and assessment process was thorough, based on searches of SMRs and other local records as well as national datasets, and validated in the field. Findings went out to public consultation after the Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies); amendments were included following on from the consultation report. The Step 3 and 4 reports recognise the under-representation of the very earliest period of C16th experimental production and C19th innovative mass production which might, if identified in the future, be candidates for designation.

Steps 1 -3 were undertaken by Shane Gould for the Cranstone Consultancy, an established specialist practice in industrial archaeology with experienced field assessors. The consultant's findings were subject to peer review and public consultation.

##### **Soundness of recommendations?**

The Step 1 characterisation of the alum industry remains the benchmark for assessing significance in a national and regional context and has been complemented by detailed survey and investigation by English Heritage survey teams

<http://www.english-heritage.org.uk/server/show/conWebDoc.3283>



12 alum industry sites (c50% of those evaluated at Step 3) were selected for new scheduling on the basis of the assessment. There were no existing schedulings for the industry. Very few buildings of the industry and its associated activities survive, and only four were identified as possible candidates for listing, being better suited to continuing in adaptive re-use.

Listing recommendations were assessed separately and none of the buildings was considered listable.

### **Clarity and accessibility?**

Step 1 & Step 3 reports are only now being made available digitally and included in the NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these are highly regarded by HERs, as the only comprehensive, national survey of the historical industry, and form the basis for 'local list' designation in many areas.

The assessment methodology is detailed and iterative and provides a consistent basis for discriminating selection. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

The MPP 'industrial' programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement.

### **Implementation and sustainability?**

Scheduling was implemented for 9 out of the 12 candidates selected for designation. The numbers reflect the vulnerability of sites. North Yorkshire and Cleveland alum works are typically sited on outcrops of alum shale either on steep inland hillsides or, more commonly, on coastal cliffs. In many cases these sites are at risk of continuing coastal erosion. Investment in coastal defences is unlikely to be practical (or acceptable for other environmental conservation reasons). Selection therefore included a 'second tier' of inland sites as a resource for the future, as well as several coastal sites of prime importance. Many of the latter will be subject to progressive natural erosion in future decades, but they merit protection from uncontrolled intervention during that term and will benefit from directed research programmes of investigation and recording.

Number of sites scheduled:  
2008 search – 9 schedulings since 1995  
Number of list entries: none

### **Current relevance: LOW**

#### **Conservation priority / level of risk**

These sites are rare and have been comprehensively assessed. They are not seen in current designation applications and none has been listed / scheduled since the designation programme was completed. The principal risk for coastal sites is erosion and there has been a programme of emergency recording by English Heritage and the National Trust in North Yorkshire.

**Recommendation**

While further monitoring and survey will be relevant, further designation is not a priority; the framework for evaluating such sites, if the eventuality arises, is well-developed. The Step 1 to 3 documentation should be widely available in EH and to HERs as the basis for conservation management of sites associated with rare, early chemical industry process.

**References:**

Gould, S. 1993, *MPP: The Alum Industry: Combined Steps 1 - 3 Report*, Cranstone Consultancy, September 1993

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## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **34. NON-FERROUS METALS**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

Non-ferrous metals were characterised at Step 1 and evaluated at Step 3 as separate extractive industries – copper, tin, arsenic, zinc and minor metals – between 1992 and 1997 (see **References** below). The assessments and field evaluations were carried out by the Cranstone Consultancy. The Step 4 report, recommending designation and other action for conservation management, was presented in two parts: for the South-West Peninsula (Devon and Cornwall) and for the rest of England. This combined the evaluations of separate metal industries into a single integrated analysis on which to base conservation management for mining heritage.

##### **Definition?**

The non-ferrous mining industries included sites of mining, ore processing, extraction and refining for arsenic, copper, tin, zinc and 18 minor metals (aluminium to uranium).

##### **Coverage?**

The scope of the assessment was national, with the usual comprehensive description of the industries' history, technology, documentation and sources and characterisation of their physical remains.

Overall evaluation in the field at Step 3 included 548 sites in total:

411 short-listed sites or subsites in Devon and Cornwall;

137 sites or subsites in the rest of England outside the South West peninsula.

The selection for evaluation aimed to represent the industries' principal periods of development and components and was broadly representative of the post-Medieval period industries. Earlier periods and particular components were less well represented on basis of current knowledge and, as for other historic industries, priority site types were identified which would complete a balanced sample. Outside the SW peninsula the distribution was dominated by the copper industry in Cumbria which produced over 25% of sites evaluated.

##### **Expert and authoritative?**

The evaluation and assessment process was thorough, based on searches of SMRs and other local records as well as national datasets and validated in the field. Findings went out to public consultation after the Step 2 shortlisting and Step 3 reporting stage (to SMRs, local heritage services and experts, specialist technology history groups and societies). Additional sites were included (36 in Devon and Cornwall and 12 for the rest of England) following on from the consultation report. Only a very few of the additional cases were evaluated as of high importance, reflecting the soundness of the original shortlists.

Steps 1 -3 were undertaken by the Cranstone Consultancy, an experienced industrial archaeology practice and an authority on the history of the extractive industries. Draft short listing was commissioned from Cornwall County Council and Tom Greaves for

Devon in the SW and from LUAU for other regions. The consultant's findings were subject to peer review and public consultation which added additional expert knowledge to the process.

### **Soundness of recommendations?**

The MPP characterisation and evaluation still provides the only comprehensive overview available for assessing the significance of these mining industries in a national context. However, as the Step 4 combined report showed, a more integrated approach for looking at designation and conservation management was possible, by considering extractive industries across a region, as defined by its distinctive character, rather than by type of mineral:

'The interrelationships between copper and tin mining, and between these two major products and a suite of minor metals, in the ore-rich, south-west peninsula of England makes the management of the resource in the South West something of a special case' (Brown, 1998, 2)

Step 4 assessment recommended new schedulings on 176 sites and subsites in Devon and Cornwall (with 28 cases for listing consideration); and 40 sites and subsites in the remainder of England (with 8 cases for consideration for listing).

### **Clarity and accessibility?**

The assessment methodology was detailed and iterative and provides a consistent basis for selection but not comprehensive survey coverage. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions. The MPP 'industrial' programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement.

### **Implementation and sustainability?**

411 sites were evaluated in Devon and Cornwall and the sample possibly represents c.5% of the population of c10,000 mining sites of the historic industry (no reliable figures were available for the site population over the rest of England). This compares with similar size samples assessed for other large scale national industries such as coal mining. The proportion of sites identified for designation was c2%. This included an unusually large number of scheduling proposals for major structural monuments in the SW which were only very partially implemented. For example 47 engine house sites were selected (from c 200 known to survive above ground) to represent the industry from 1850 onwards but the sustainability of this size of sample, in terms of resources available for conservation, may have been an issue, albeit that these sites make a major contribution to landscape character.. Designation of the Cornish Mining World Heritage Site in 2006 now provides an additional level of protection and framework for management in Cornwall and West Devon.

Out of over 200 sites recommended for designation, only a handful of schedulings appear to have been completed outside the South West region (largely in Cumbria), and 28 sites (including two listings) were designated in the South West. The basis on which these were selected for taking forward is not known.

Numbers scheduled:

2008 search – 11 new schedulings since 1995 outside SW

26 new scheduling since 1995 in SW, all in Devon except 2.

Numbers listed:

2008 search – 2 new listings since 1995 (in Cornwall)

**Current relevance: MEDIUM /HIGH**

The management of mining landscapes in a rural context remains a high conservation priority. Climate change and changing land management practices are key factors as are safety and accessibility for public enjoyment. The coastal access provisions of the M&CS Bill when enacted will open up many more of these landscapes for public interpretation. Many of the most significant relict mining landscapes are in National Parks, in AONBs, in a WHS and/or are protected for their natural heritage and geological interest.

**Recommendations**

It appears that a large proportion of recommended schedulings from this major study have not been assessed at Step 6 or implemented. Some schedulings were taken forward mainly in Devon and Cumbria.

The attempt to take a ‘mining landscape’ approach (regionally based and sensitive to regional characteristics and period representation) in the Step 4 report for the SW suggests that as one option as a way forward for the designation programme which remains uncompleted from this major study. This would need to be considered in conjunction with a suite of other conservation management measures and in collaboration with local authority heritage services. This could be particularly relevant for the Cornish WHS if it is accepted as a high priority in terms of conservation management. Historic landscape characterisation is particularly well developed in Cornwall, and it offers the opportunity for an ‘industrial landscape’ designation project drawing on HLC as a detailed context for selection and exploring how they might be utilised together in practice.

The Step 1 to 3 documentation for all the industries should be widely available in EH and to HERs as the basis for conservation management of sites associated with the industry and selection of any further candidates for designation.

**References**

**Arsenic**

Cranstone, D., 1993a, *MPP: Arsenic Industry Step 1 Report*, Cranstone Consultancy, March 1993

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Cranstone, D. 1996, *MPP: Arsenic Industry Step 3 Report on public consultation*, LUAU, May 1996

**Copper**

Cranstone, D., 1993b, *MPP: Copper Industry Step 1 Report*, Cranstone Consultancy, March 1993,

Hedley, I. and Cranstone, D., 1995a, *MPP: Copper Industry: Introduction to Step 3 assessments*, LUAU, Nov 1995

### **Tin**

Cranstone, D., 1992, *MPP: Tin Industry Step 1 Report*, Cranstone Consultancy, Sept 1992

Cranstone, D. and Hedley I., 1995b, *MPP: Tin Industry Introduction to Step 3 assessments*, LUAU, June 1995

Cranstone, D. 1996, *MPP: Tin and Arsenic Industries Step 3 Report on Public Consultation*, LUAU, May 1996

### **Minor metals**

Cranstone, D., 1993c, *MPP: Minor Metals and Vein Minerals Step 1 Report*, Cranstone Consultancy, March 1993

Hedley, I. and Cranstone, D., 1995,c *MPP: Minor Metals and Vein Minerals Introduction to Step 3 site assessments*, LUAU, Sept 1995

### **Zinc**

Cranstone, D., 1993d, *MPP: Zinc Industry Step 1 Report*, Cranstone Consultancy, March 1993

Hedley, I. and Cranstone, D., 1995d, *MPP: Zinc Industry Introduction to Step 3 site assessments*, LUAU, Sept 1995

### **Additional assessments**

Cranstone, D. and Hedley, I., 1997, *MPP: Tin and Arsenic Industries Step 3 additional assessments*, LUAU, March 1997

Hedley, I. and Cranstone, C. 1997, *MPP: Copper, Minor Metal/ Vein Mineral and Zinc Industries Step3 Additional Assessments*, LUAU, Oct 1997

### **Step 4 combined industries**

Brown, A., 1998, *MPP: Non-Ferrous Metals (Tin, Copper, Arsenic and Minor Metals) Industries. Part 1 The South-West Peninsula Step 4 Report*, Report for English Heritage, June 1998,

Brown, A., 1999, *MPP: Non-Ferrous Metals (Tin, Copper, Arsenic and Minor Metals) Industries. Part 2 England outside the South-West Peninsula Step 4 Report*, Report for English Heritage, January 1999

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **35. IRON MINING AND IRON AND STEEL INDUSTRIES**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

The Step 1 report for the iron and steel industry, characterising its history and technology, was undertaken by Dr David Crossley, University of Sheffield (Crossley 1992). Between 1995 and 2002 there was a protracted programme of assessment by a series of archaeological contractors. Step 2 short-listing of sites was followed by Step 3 evaluations as three separate exercises.

- The Step 3 survey for iron mining was carried out by Eric Instone with David Cranstone for Lancaster University Archaeological Unit in 1995 covering 118 sites (Instone 1995).
- Step 3 for the iron working industries was undertaken by Ian Hedley and colleagues at Lancaster University Archaeological Unit, for the early 'bloomery industry' (188 sites); and by David Crossley of Sheffield University for the later industry (blast furnace, finery and steel industry, 110 sites). This work was completed in 1998 (Crossley and Hedley 1998).
- Following feedback from consultation on these reports (Cranstone 2001), a further group of 51 additional sites was evaluated by David Cranstone for Cranstone Consultancy (Cranstone 2002).

The Step 4 assessment was completed in 2005 but never acted on.

##### **Definition?**

For iron mining, like other metal mining industries, survey was restricted to the remains of extractive processes for smelting and production. Associated items such as housing and transport infrastructure were generally not considered, except where the latter formed an integral part of an extended group of linked sites. Underground features were excluded.

Iron and steel working sites included ore preparation, collection and storage of charcoal (including charcoal burning if carried out in direct association with the bloomery), iron smelting by the bloomery and blast furnace processes, bloomsmithing (conversion of bloom to bar metal by heating and hammering), steel making and on a small scale some examples of secondary working of iron and steel where this was closely integrated with primary working. The secondary trades and production processes of the later period, such as grinding, rolling and smithing forges, were excluded.

##### **Coverage?**

The scope of the assessment survey was national, covering the definition and characterisation of the industry's remains. From an extended shortlist 416 sites were identified for detailed assessments in field evaluation at Step 3. Consultation produced an unusually large number of additional sites (reflecting active research and fieldwork) that merited a further programme of evaluation for 51 sites. The overall sample selected for assessment is likely to represent less than 5% of the historical population though some aspects of the industry's history are represented more strongly than others.

Compared with other metal industries, the industry has an unusually high period representation for Iron Age, Roman, early and later medieval iron working and mining, and correspondingly a larger proportion of these were selected for assessment than is the case for later post medieval sites (see charts below). Research in this historic industry continues to be a developing field and in some parts of the country new research has overtaken the protracted programme of review for MPP. This was acknowledged where it came to the notice of the consultants during the Step 4 review.

Iron mining and working sites are now predominantly a feature of rural landscapes, with a small number of notable exceptions in urban centres in South Yorkshire.. This is principally due to the redevelopment and reuse of urban iron and steel works sites. There was poor representation of the iron working industry of the 20<sup>th</sup> century in the survey sample. By contrast, iron mining in the 20<sup>th</sup> century is relatively well covered.

### **Expert and authoritative?**

The Step 3 survey was based on a search of published material and information held in local and national records (NMR and SMR/HERs). Findings went out to public consultation after the Step 2 and Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies); additional sites and amendments were included following on from the consultation report to reflect research that had been undertaken in the intervening period.

It was not possible to draw on a comprehensive survey of the industry's historic survivals and the quality of coverage varied from area to area and from period to period, often depending on local research by a small number of specialists. For example, the Step 3 survey was able to draw on the important work of the Wealden Iron Research Group, the Historical Metallurgy Society and published work of individual researchers (e.g. Cleere and Crossley 1985, Riden 1993). In the post-consultation additional work, more recent field survey of iron working landscapes in Cumbria and in the Forest of Dean were also taken into account.

The quality of the Step 3 coverage for this industry was noticeably variable due to the history of the programme. This was particularly the case for the early iron working industry where diagnostic field evidence may be slight or difficult to interpret under vegetation. In certain parts of the country Step 3 field visits failed to identify sites, partly because permissions were not obtained in advance for access; liaison with local specialists and county archaeology services did not always take place to add the value of local expertise. The Step 4 assessment consequently identified an unusually large proportion of sites requiring further survey and evaluation because their potential national significance was not fully assessed at Step 3. This was particularly the case in North Yorkshire, the East Midlands and the South West where around a quarter of all the sites assessed fell into this category.

The Step 1 characterisation was by an authority on the history of the industry and evaluations were undertaken by experienced industrial archaeology consultancies. The consultants' findings were subject to peer review and public consultation.

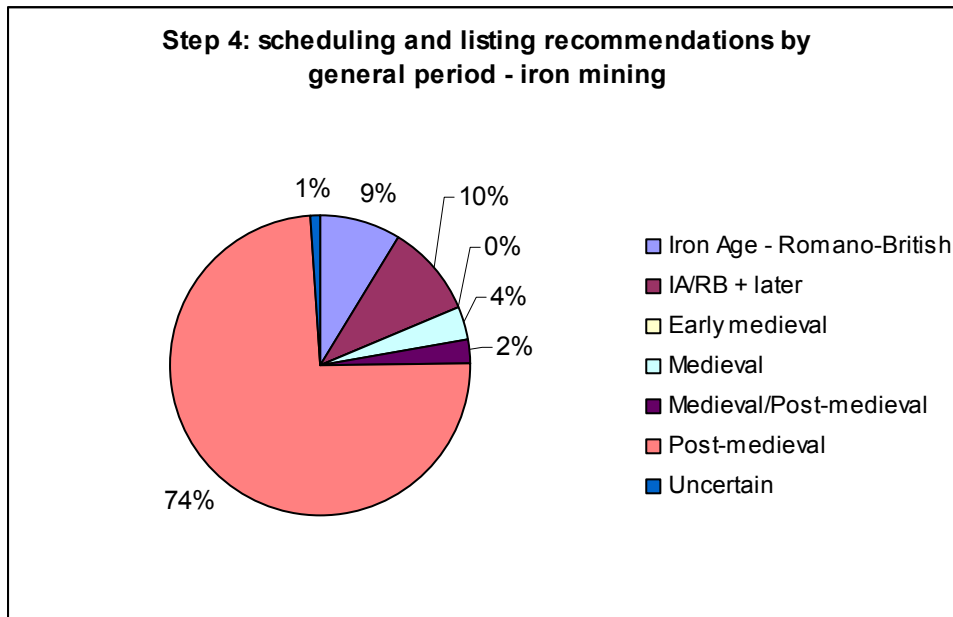


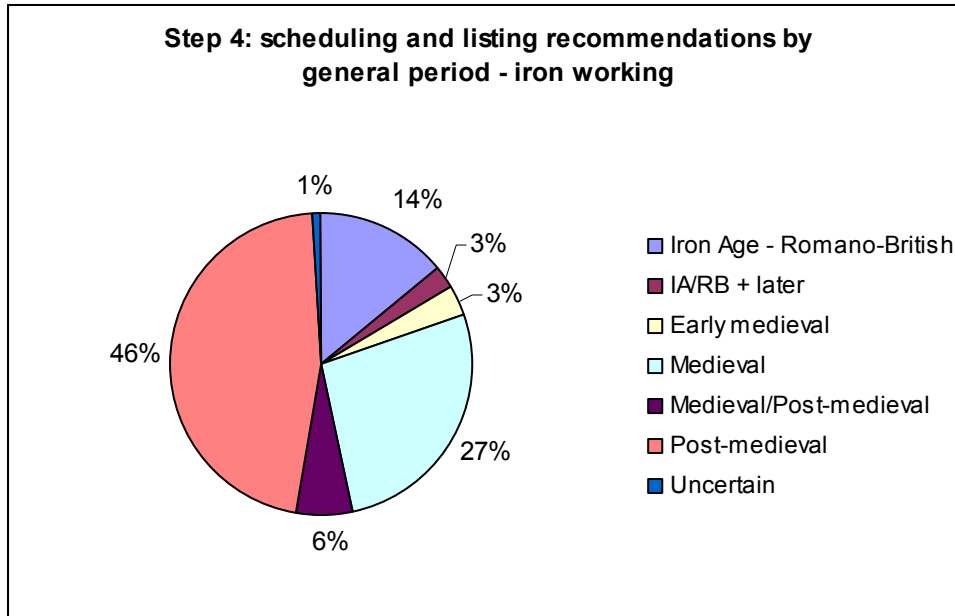
**Soundness of recommendations?**

The Step 1 characterisation of the industry remains the benchmark for assessing significance in a national context and has been complemented by detailed survey and investigation of individual sites by English Heritage and others since (Bowden 2000, Crew 2002, Hoyle 2004, Jackson 2003).

The majority of sites identified for assessment no longer include standing buildings and in only a very few instances were buildings still in active use. Similarly very few structures retained plant or equipment *in situ*, apart from those now in museum use. A small proportion of sites include buildings that are already listed (5%) and only a few other buildings were identified as possible listing candidates (16 cases).

The large majority of recommendations were therefore for new schedulings for an industry which is extremely poorly represented in the current schedule (c70 existing SAMs) and where recent research has transformed knowledge of its distribution, history and survival. The Step 4 report recommended 213 new proposals for scheduling on the basis of the Step 3 evaluation (62 for the mining industry and 151 for iron working sites). These represent nearly half of the sites assessed and the addition of a substantial body of industrial monuments to the Schedule to represent a major national industry. The selected group covers a range of periods and technologies, scales of working and contexts in each region.





### Clarity and accessibility?

Step 1 & Step 3 reports are only now being made available digitally and included in the NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but the research is highly regarded by HERs, as the only comprehensive, national overview of the historical industry, and forms the basis for 'local list' designation in many areas.

The later reports bring together more recent research, in Cumbria, the Forest of Dean and elsewhere, which has transformed understanding of the early industry. The MPP 'industrial' programme was designed to produce outputs for archaeological and industrial history/technology specialists and for local authority heritage services but not designed for wider public engagement. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

A programme of survey and publication in Cumbria (Bowden 2000) was intended to pave the way for a new programme of designations for the industry which was never implemented.

### Implementation and sustainability?

It is understood that the recommendations from the Step 3 evaluation and Step 4 assessment for this industry were never implemented as the latter was not completed until 2005 when the MPP programmes had halted.

### Current relevance: MEDIUM /HIGH

The majority of sites identified for designation by scheduling were in rural contexts and at varying levels of risk from neglect, changing agricultural land management and woodland management. A number of coastal sites were also identified as a high priority for action.

The concentration of cementation and crucible steel making sites in Sheffield is a distinctive feature of its 19<sup>th</sup> and 20<sup>th</sup> century identity and an important aspect of the industry. Virtually all the known sites of this type are in and around Sheffield and are under pressure from urban development and regeneration schemes. Some listing of modern period steel works has been undertaken here in response to risks of loss (the Darnall steel works was a pilot for an HPR study) and the conservation management of these has required relatively intensive involvement.

### **Recommendations**

The MPP-commissioned programme was a major achievement in bringing together a substantial body of knowledge about this important industry for the first time as the basis for selectively protecting a genuinely representative body of sites. The overview of current knowledge and understanding that was gained during this process, and the directions in which future research should be leading, would merit reworking for publication as a synthesis of over a decade's research.

The recommended designation action from this study was not implemented and the industry remains seriously under-protected given its early origins, the distinctive historic role of British iron and steel making, and the rich representation that still survives. Many sites require more detailed field evaluation and may be a challenge for protection in the context of changing rural land use and woodland / forestry management. The MPP assessment by region reflects regional landscape character and industrial history and is well-suited to implementation in stages according to regional priorities. A number of sites identified as of clear national and international significance would be strong priorities for new designations.

The Step 4 report (2005) anticipated that unified designation would be implemented in the near future and identified a group of iron mining and working sites which could form ideal candidates as a pilot group for the new heritage protection system. These were sites where a substantial built component survives, with a mix of urban and rural contexts, and including sites at risk from neglect, abandonment and clearance. This would also form a good priority group for a pilot to address the use of the new designation approach.

For early bloomery sites in particular, a specific approach to scheduling may be required to supplement visual inspection, including training in site recognition, definition and in slag morphology. An understanding of the geological interest associated with many early mining sites will also be relevant. A case was made for a programme of targeted geophysics as part of the designation process, with the active involvement of English Heritage's geophysics and archaeological science specialists to advise on a rapidly developing area of new applications and training for fieldworkers. It was recommended that consideration be given to implementing the scheduling programme for mining and bloomery sites as part of an integrated research programme for the early industry. This would add considerable value to the process of designation.

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## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **36. STONE QUARRYING INDUSTRY**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

Steps 1- 3 for the industry were undertaken by a series of staff from Lancaster University Archaeology Unit. The Step 1 report was completed in 1996. The Step 2 shortlisting process does not appear to have been documented. The Step 3 evaluation of sites was carried out in 1997 and a second phase, to improve coverage (sites in the South and East of England, as identified by the EH Inspector), was completed in 1999. Public consultation on the Step 3 report took place in 2003 and raised further criticisms of the presentation, coverage, procedures, and quality of the report. The decision was taken not to assess the quarrying industry for designation at Step 4.

##### **Definition?**

“The extraction and quarry-based processing of raw materials for a pre-determined series of end uses ... dimension stone, building rubble, lime, sand, gravel jet, millstone, slate, flint, aggregate, clunch, chert, shale, alabaster, gypsum and chemical minerals. The principal areas of secondary processing included are stone breaking and dressing, flint-grinding, millstone manufacture, and milling of graphitic shale for pencils. Extraction sites included only surface working and open pits, excluding underground quarries and stone mines.”

##### **Coverage?**

The scope of the assessment survey was intended to be national and cross-period. The Step 1 report aimed to cover the geological background, technologies employed, an historical outline and regional variation, with a description of components and detailed sources of information, regional and national. Whilst there were issues about with the way in which the Step 3 work was conducted and the relatively poor quality of its outputs, it did nevertheless resulted in the creation of a substantial body of data covering a sample of historic quarry sites based on the Step 1 characterisation of the industry.

##### **Expert and authoritative?**

Feedback from the public consultation was critical of a number of aspects of the Step 1 report. The Step 3 evaluation and assessment process also appears to have been inconsistent in coverage, and was hampered by the exclusion of underground remains from the evaluation. Other problems stemmed from the extended period over which the work took place (1996 -2003), discontinuity and changes in personnel at LUAU which resulted in a lack of sustained experience and specialist knowledge. The site evaluations were patchy in quality and some poorly presented.

Over and above these difficulties, a series of criticisms were also highlighted by the consultees. For example, the rock types being exploited at each quarry were not consistently recorded in the assessments and the absence of this information made it difficult to relate the MPP work to other studies of the industry. Doubt was cast on the accuracy of the assessment grades at Step 3; consultees questioned grades and pointed out errors in site interpretation. A number of sites were not visited.

### **Soundness of recommendations?**

309 sites (315 sub sites) were evaluated at Step 3 and 132 were graded as nationally important. The 14 highest graded sites are clearly strong candidates for designation but, beyond these, the recommendations in the Step 3 report do not present a sound basis for proceeding without further review. No designations followed as a result.

### **Implementation and sustainability?**

The Step 3 consultation report (Trueman 2003) suggested a way forward to make sensible use of the information gathered and to arrive at a representative list of nationally important sites for the industry which is both academically defensible and sustainable in management terms. This includes of a review of the Step 2 data, correlation with other industry assessments (lime et al), targeted selection of additional sites for assessment, and compilation of an appropriate summary of the enhanced data.

### **Current relevance: MEDIUM / LOW**

In the period that has elapsed since the initiation of this MPP project in 1996, thinking and practice on the conservation and management of landscape-scale features has moved on; historic landscape characterisation has developed as a tool for proactive management and planning. Designation may still be an appropriate response for the management of a small number of discrete sites where close controls over change are desirable but any renewal of thematic assessment for this industry must also take these new approaches into account.

### **Recommendation:**

As noted above, the highest graded sites from the Step 3 evaluation are clearly strong candidates for designation as of high national importance. Beyond these the recommendations in the Step 3 report do not present a sound basis for proceeding without further review. A complete reorientation of thinking is called for in this area to realise some benefit from the considerable investment made in research already undertaken.

Public availability of the Step 1 and 3 reports would be one useful action. In terms of taking forward appropriate conservation management options, cross-Departmental dialogue will be important to establish where and how designation will be a useful tool: with Strategy Department (on the ALSF-funded programme, the implementation plan for the European Landscape Convention and characterisation of quarry landscapes), with Conservation Department (on policy for sustaining historic building stone quarry supplies for conservation purposes), and at Territory level to engage with regional landscape conservation priorities. A much closer partnership with nature and geological conservation organisations would also be essential and designations protecting those aspects may also serve the historic environment's best interests.

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## DESIGNATION AUDIT - MPP ASSESSMENT:

### 37. SALT INDUSTRY

#### **Retrospective assessment:**

#### **Scope of coverage?**

#### **When and who?**

The salt industry Step 1 report was prepared in 1993. There were four co- authors. The section on the coastal salt industry was provided by Paul Barford of the University of Warsaw; the inland salt industry was provided by Stephen Penney of the Salt Museum, Northwich, and by Andrew Fielding of the Lion Salt Works, Cheshire. The report was collated and edited by Paul Gilman of Essex County Council who also compiled Part C, on salt refining, based on information supplied for the coastal and inland sections

#### **Definition?**

The salt industry includes the extraction and purification of salt on the coast from seawater; the extraction and purification of salt inland from brine springs and rock salt; and salt refining of imported rock salt.

#### **Coverage?**

The scope of the Step 1 assessment was national, summarising the industry's development, outlining its surviving features, and identifying the main sources of published and unpublished information. It also made recommendations on the compilation of a Step 2 short-list of sites to be considered for protection. Public consultation suggested that the coverage could have been more comprehensive or consistent.

#### **Expert and authoritative?**

The assessment process was not initially considered to be sufficiently comprehensive and a number of re-draftings took place. The compilation, by several authors, was based on searches of SMRs and other local records as well as national records. Few standing structures of salt working sites were identified due to the short life of building fabric subsidence and erosion. Most sites have been abandoned or only the below-ground portions survive. Coastal change has taken its toll on coastal salterns. Representation in SMRs was said to be weak and overall knowledge of the industry patchy, depending on the research of individual specialists and occasional site-based studies. The authors commented that there has in general been a lack of academic research and were not able to compile an initial shortlist of sites for coastal works, recommending further field and AP research at Step 2.

Findings went out to public consultation after the Step 1 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies) but the report on this has not been located.

#### **Soundness of recommendations?**

The Step 1 characterisation of the salt industry provides a unique overview of the industry's history and technology and characterises its sites and buildings. It did not make clear recommendations about sites to be protected because of the perceived poor coverage of information and suggested further programmes of field research and SMR enhancement. Lack of agreement in approach between authors was an issue.



### **Clarity and accessibility?**

The assessment methodology is detailed and iterative, in this case rather repetitive, but provides a sound framework for assessing significance. The Step 1 documentation was not widely disseminated and there is relatively little awareness of this vulnerable historic industry.

### **Implementation and sustainability?**

No further work took place to advance the research which the Step 1 report identified as necessary to support a programme of designation.

Progress could be made with designations for salt mining and works in the Cheshire and Worcestershire 'wich' towns; further work is required for a national picture of coastal works may emerge empirically from RCZA surveys (below).

### **Current relevance: MEDIUM/LOW**

Coastal and estuarine sites are at risk from inundation, erosion, and coastal / flood defence works. The character of inland salt works means that they too are vulnerable to dewatering and decay. Designation will be relevant in those cases where a clear indication of significance is necessary to support realistic measures to manage protection and conservation action.

### **Recommendations**

The Lion Saltworks, the last open pan works to operate in England and indeed in Western Europe, remains on the Heritage at Risk register with an HLF-funded package in place to initiate a conservation programme. The scope of designation and its grading here is in need of review and could form part of an inland salt-industry designation study which is relevant at a very restricted regional scale.

Rapid Coastal Zone Assessment surveys which are progressing nationally include identification of coastal salt works. HER enhancement on the basis of these will in practice fill some of the gaps in knowledge of field evidence. In view of the predicted loss of many coastal salterns, a programme of recording and of designation to protect a tier of sites beyond the 'at risk' zone, could be considered.

### **References**

*MPP: The Salt Industry Step 1 Report*, Report for English Heritage, Paul Barford, Andrew Fielding, Stephen Penney, Paul Gilman (ed.), December, 1996

## **DESIGNATION AUDIT - MPP ASSESSMENT: 38. CLAY INDUSTRIES**

### **Retrospective assessment:**

#### **Scope of coverage?**

#### **When and who?**

The clay industries have not yet been systematically assessed for designation. The Step 1 study, a report on the Step 1 consultation, and Step 2 were undertaken by Angela Simco for English Heritage in 1998. This comprehensive study describes the structures and sites associated with the clay industries from the prehistoric period to the present day. It categorised the subject by technological classification in addition to period divisions, and considered frameworks within which priorities for research and statutory protection should be considered. It identified criteria for assessing which sites and/or structures merit consideration for statutory protection, and makes recommendations on suitable approaches for subsequent phases of the project.

The Step 2 report presents a comprehensive shortlist of sites for evaluation and a detailed appraisal of regional and period character.

#### **Definition?**

The clay industry study includes all aspects of clay extraction and processing for those industries where clay is the primary raw material. The use of clay, or clay products, as a secondary raw material (for example, china clay in paper-making or pharmaceuticals; or fuller's earth in the clothing industry) is not included. However, the processing (though not extraction) of other raw materials is covered, where there is an immediate association with clay industry sites or areas (e.g. flint-grinding).

#### **Coverage?**

The scope of the assessment survey was national and cross-period. Because of the widespread occurrence of clay deposits, the clay industries through history have been the most extensive geographically of any (non-agricultural) industry in the country. This in itself presented a major challenge for the scope of the assessment together with its chronological range and the inclusion of all industrial extraction and processes from marling to cob construction, brick and tile-making, clay pipe-making, architectural, industrial, drainage, sanitary and domestic ceramic industries. Coverage in SMRs and other record centres was found to vary considerably from period to period and for different classes of the clay industry activity but a very comprehensive range of alternative sources were consulted in compiling the assessment.

#### **Expert and authoritative?**

The Step 1 assessment process was thorough and wide ranging, based on searches of SMRs and other local records as well as national and local archives and specialist databases. Steps 1 and 2 were undertaken by Angela Simco, who was an experienced and highly regarded consultant. The consultant's findings were subject to peer review and public consultation. The overall response, which was a substantial one, to the consultation was extremely positive and recognised that the study was a major step forward in synthesising and structuring research findings and priorities for new research

and heritage protection. There were many useful additional comments and amendments which are set out in the Step 1C report and fed through into the Step 2 shortlist.

**Soundness of recommendations?**

The Step 1 characterisation of the industry provides an overarching framework for assessing significance in a national context across the whole chronological and functional range. It is complemented by Monument Class Descriptions for Romano-British and medieval tileries, potteries and brickworks. As a national overview it is enormously useful but its scope, given the diversity of the industries, necessarily limited the identification of specific priorities for designation action. The consultant recommended specific approaches for further evaluation for the following categories of the industry:

Clay extraction

    Clay pits and clay mines

    The china clay industry

Pre-Roman clay industry

Romano-British clay industries

Post-Roman clay industries

The post-Roman pottery industry

The post-Roman brick and tile industry

The tobacco pipe industry

Other post-medieval ceramic industries

The consultant rightly identified that there could be benefits in taking Step 3 forward as a number of smaller projects in relation to these topics rather than as a single extensive exercise. “The overall timescale for the Clay Industries MPP could be reduced if the different topics are taken forward in parallel; and (bearing in mind the very broad scope of the subject) it will be easier when commissioning the work to determine the specialist knowledge and skills which would be most suited to the different individual projects. However, since it is not possible to draw rigid chronological or thematic lines when dealing with the post-Roman industries, it would be of critical importance for consultants to take account of the development and character of other aspects of the industry in each region, liaising with colleagues as necessary”.

**Clarity and accessibility?**

MPP industrial assessment reports are only now being made available digitally and included in the NMR but were circulated to all SMRs and largely incorporated into those records and used as the basis for local designation. The reporting style and format in this case is clear and accessible and extremely well-illustrated. It provides a valuable reference resource and framework for the industry and deserves to be much better known and used.

The MPP ‘industrial’ programme was publicised to archaeological and industrial history/technology audiences but not promoted for wider engagement so probably not well known of as a resource.

**Implementation and sustainability?**

The scale of this assessment was challenging and the Step 2 consultation report emerged too late for incorporation in the MPP programme which was winding down. Elements of this should be looked at again, particularly for post medieval ceramic industry centres,

and for rural production sites which may be vulnerable to changes in agricultural practice.

**Current relevance: MEDIUM/HIGH**

With the demise of Wedgwood at the end of 2008 and signs of other pressures on Potteries industries and the building industry, a thematic study for the post medieval clay industry would be timely. There is a medium to high level of threat to urban post medieval clay industry centres and in the rural context a high level of threat in some regions with changing land-use patterns.

Earlier period industries are under-designated in that all sites and structures that are reasonably well-preserved from the 18<sup>th</sup> century and earlier should be strong candidates for statutory protection and the Step 2 shortlist demonstrates the extent of the potential.

For earlier periods, ceramic series are often the key for archaeological dating and understanding regionality. Protection of type sites is an important consideration for research purposes in periods up to the 18<sup>th</sup> century.

**Recommendations:**

A sound foundation for a series of area-based, or regional, programmes exists in the shortlists compiled in 2000, for taking forward in areas and regions where the clay industries are

- an important or distinctive element of local character and historical development;
- are at risk;
- there is a shortfall in effectiveness of current protection.

This is an area where a thematic approach (possibly broken down by period and production type according to the structure suggested by the MPP consultant) would fit well into the proposed 'industry and place' topic.

**References**

Simco, A., 1998, *MPP: The Clay Industries Step 1 report*, report for English Heritage, October 1998

Simco, A., 1999, *MPP: The Clay Industries. Report on Public Consultation Exercise for Step 1 Report*, report for English Heritage, July 1999

Simco, A., 2000, *MPP: The Clay Industries Step 2 Shortlist*, report for English Heritage, November 2000

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **39. UNDERGROUND EXTRACTIVE INDUSTRIES**

#### **Retrospective assessment:**

#### **Scope of coverage?**

#### **Background**

Designation of underground remains has been approached cautiously because establishing the condition and ownership of extensive underground linear features such as adits and mine workings often proved problematic and their long-term conservation and preservation (where intervention to prevent e.g. collapse would not be feasible or sustainable) was viewed as problematic. The same constraints apply to underground linear constructions such as tunnels for canals, roads and railways, drains and conduits. The critical factor for extractive workings is that continuous water pumping / drainage and other maintenance arrangements may be essential for them to remain accessible and to prevent collapse.

#### **When and who?**

A Step 1 report was prepared for underground metal mines (excluding iron) by Dr Lyn Willies for the Cranstone Consultancy in 1993. Its findings were considered in the Lead Step 4 report (Chitty 1995).

#### **Definition?**

Underground excavation carried out for the purpose of extracting minerals.

#### **Coverage?**

Coverage was national and across all periods. In addition to the usual Step 1 characterisation (technical background and history, sources, component features and structures), the Willies report also considered the justification for the protection of underground mining remains, the legal position of mines, the management problems that their statutory protection might pose and possible solutions to these problems. The report also proposed how a shortlist of such sites to be considered for protection could be prepared.

#### **Expert and authoritative?**

The author of the Step 1 report is a well respected authority on the lead mining industry of the Peak District, specialising in mining history and experienced in the specific conservation, access, recording and legal issues raised for investigation and designation of underground workings. Although an enthusiast, the recommendations from the report are pragmatic and recognise the limitations of designation for protecting mining remains underground.

#### **Soundness of recommendations?**

The Step 1 characterisation of underground mining remains the only study of its kind. Some aspects relating to health and safety, risk management and legal issues may have changed.

The Step 1 report proposed that, following Step 2 shortlisting and rapid field assessment, detailed Step 3 field evaluations should examine a very small number of pilot scheduling proposals. These would be selected underground sites in close association with surface remains of non-ferrous metal mining which have already been accepted for designation. Sites which have existing beneficial management regimes, safe access, and uncomplicated ownership arrangements will provide a relatively smooth route into what are still unusually complex management situations for scheduling. The sustainability of scheduling protection and a clear indication of the benefits it would provide will be key considerations in selection.

These pilot scheduling candidates, perhaps no more than a dozen initially, would provide a testing ground for administrative procedures, for developing a framework for management agreements with suitable local management agencies or owners, and for the particular inspection and monitoring services that this type of heritage asset will require.

#### **Clarity and accessibility?**

This report was not widely disseminated since regarded as a scoping study.

#### **Implementation and sustainability?**

The recommendations in the Willies Step 1 report and Lead Step 4 were not pursued, principally because of doubts about the sustainability of such designations.

In summary the issues were/are that conservation management of below-ground mines raises complex legal, technical and administrative problems. Less data is available about them; they are relatively poorly mapped or surveyed; access for inspection is limited and raises safety issues; multiple ownership of surface remains and below-ground mining rights can be legally complex; management and maintenance require specialist skills and greater resources than are commonly justified for the above-ground element of a redundant mining site.

There are alternatives protective measures to designation and these need to be considered also. Underground structures have often been sheltered from the processes of erosion and attrition which affect surface monuments. While there are rich opportunities for study, research and recording underground, long term preservation action has implications for commitment to potentially intractable and costly conservation on a large scale, for small returns in terms of either public amenity or specialist research.

#### **Current relevance: MEDIUM / LOW**

Issues around the protection of below-ground workings and structures continue to be a feature of casework since *de facto* scheduled areas and listed structures already include some underground workings in their footprint – not only metal mines but also stone mines, conduits and tunnelled structures to which many of the same considerations apply.

The question is whether a rationale for managing change and for their protection is a priority and, if so, should this be developed in relation to underground extraction in particular? How would designation assist in protecting such structures if the principle threat is inevitable deterioration?

### **Recommendations**

New provisions in the HP Bill suggest that closer definition of the depth and character of below ground-level remains may be required in new designations which may be a good reason to address the protection of underground working through a small pilot designation programme sooner rather than later.

- Exeter's medieval and later tunnelled water supply, an accessible and well-documented underground water system, recommended for scheduling as a practical opportunity to explore specific management and ownership issues raised by scheduling of underground works;
- Derbyshire lead mines have been proposed as a pilot for the extractive industries;
- Corsham Bathstone quarries remain a live case where the same issues are relevant.

### **References**

Willies, L., 1993, *MPP: Underground Metal Mines (excluding iron) Step 1 Report*, Report for English Heritage, Cranstone Consultancy 1993

Chitty, G., 1995, *MPP: The Lead Industry Step 4 Report*, Appendix II: 'Protection of underground metal mines', Report for English Heritage.

## DESIGNATION AUDIT - MPP ASSESSMENT: 40. GUNPOWDER INDUSTRY

### Retrospective assessment:

#### Scope of coverage?

#### When and who?

The gunpowder industry was the fourth to be assessed for designation at Step 4 in 1996. Steps 1- 3 for the gunpowder industry were undertaken in 1993 by the Cranstone Consultancy. The scope of the assessment survey was national, covering the definition and characterisation of the industry's remains and providing a shortlist of sites of potential national importance with detailed assessments based on field survey at Step 3. A listing review of the Step 4 recommendations was undertaken in 2000.

#### Definition?

The gunpowder industry is defined as the manufacture of gunpowder, including the preparation of raw materials specifically for use in gunpowder. Storage of gunpowder at the mill and central warehouses is included, but stores at the point of use are excluded. The manufacture of modern high explosives based upon the nitration of glycerine, cellulose and other organic chemicals is excluded, although the sites of several gunpowder works were reused for high explosive works.

#### Coverage?

Production was centred in four main regions, close to the point of use and/or water transport (for military and naval ordnance, mining and quarrying industries and for its value as a profitable trading commodity) due inherent dangers in transporting gunpowder over distances by land. All four regions (SE, Avon, Devon & Cornwall, and Cumbria) were represented in the sites assessed but coverage for some aspects was weak and the Step 3 report provides a useful overview and context for evaluating any sites which might come forward for designation in the future.

#### Expert and authoritative?

The evaluation and assessment process was rigorous, based on searches of SMRs and other local records as well as national datasets. Glenys Crocker's *Gunpowder Mills Gazetteer* (SPAB, 1988) provided a reliable modern gazetteer and formed the basis for short listing; its coverage in England for the C18th-20th is believed to be near-complete.

Findings went out to public consultation after the Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies); additional sites and amendments were included following on from the CORPCE report. The Step 3 and 4 reports recognise the under-representation of some periods and site types which might, if identified in the future, be candidates for designation. Early non-mechanised and water-powered production sites remain poorly represented.

Steps 1 -3 were undertaken by the Cranstone Consultancy, one of the few specialist consultancies for industrial heritage existing in the early 1990s and recognised as an authoritative and expert agency for the desk based and field assessment. The consultants' findings were subject to peer review and public consultation (December 1993 - June 1994) and resulted in the amendment of some site assessments.



### **Soundness of recommendations?**

The Step 1 and 3 characterisation of the industry remains the benchmark for assessing significance in a national and regional context but has been complemented by detailed survey and investigation by EH.

The Step 4 report presented recommendations for 51 gunpowder industry sites (elements of 32 historic production centres) which were evaluated for national importance at Step 3. Recommendations at Step 4 included 12 new sites for scheduling and 18 sites where buildings were identified as possible candidates for listing. A number of other sites were also assessed as of national importance but judged to be appropriately protected under existing management regimes and not recommended for statutory designation.

### **Clarity and accessibility?**

Step 1 & Step 3 reports are only now being made available digitally and included in the NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these are highly regarded by HERs, as the only comprehensive, national survey of the historical industry, and form the basis for 'local list' designation in many areas.

The assessment methodology is detailed and iterative and provides a consistent basis for discriminating selection. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

### **Implementation and sustainability?**

The sample of 51 sites identified at Step 3 represents 32 historical gunpowder production centres and around 50% of the known centres for the industry. The total historical population of production centres was estimated at 200-300. With such a small population spread over several regions, a relatively large proportion of the known resource was identified for designation with 12 sites recommended for scheduling and 18 for possible new listing. A high proportion of both was followed through to designation.

As with other MPP industrial programmes, both listing and scheduling action was recommended and some adjustment about the appropriate designation action took place at Step 6. Designation of extensive 18<sup>th</sup> and 19<sup>th</sup> century works was selective recognising major resource implications for management, see below.

Numbers scheduled:

2008 search – 11 new schedulings since 1995

Numbers listed:

2008 search – 10 new listings since 1995

### **Current relevance: LOW**

Risk to gunpowder industry buildings, often water-powered in riverside situations, are commonly flooding, neglect and collapse. The coppiced woodland planted to provide shelter belts is no longer managed and sites can be overgrown and leets silted up. Later gunpowder manufacture complexes are extensive: widely dispersed structures were linked

by networks of leats, tramways and tracks, often ranged along a riverside, and protected by blast banks and coppiced plantings of shelter belts.

Subsequent survey to support management was carried out by EH landscape and architectural investigation teams at a number of the larger gunpowder works in Cumbria and Surrey

<http://www.english-heritage.org.uk/server/show/conWebDoc.3318>

<http://www.english-heritage.org.uk/server/show/conWebDoc.3992>

One of the Cumbrian sites (Lowwood, Haverthwaite) remains on the Heritage at Risk register.

### **Recommendations**

Overall this industry has been well-studied and is satisfactorily protected by current designation following from the MPP and listing review. A very sound framework exists for assessing any new candidates that might come forward and the Step 1 and 3 reports merit published access for general information.

### **References:**

Gould, S., 1993, *MPP: The Gunpowder Industry: Combined Steps 1-3 Report*, Cranstone Consultancy, June 1993

Cranstone, D., 1994, *MPP: The Gunpowder Industry: Report on Consultation*, Cranstone Consultancy, August 1994

Chitty, G., 1996, *MPP: The Gunpowder Industry: Recommendations for Protection*, Hawkshead Conservation, February 1996

RCHME, 1993, *The Royal Gunpowder Factory, Waltham Abbey, Essex*, RCHME survey report

Cocroft, W. D., 2000, *Dangerous Energy: the archaeology of gunpowder and military explosives manufacture*, RCHME / English Heritage: London

Cocroft W. D., 1996a A methodology for recording complex industrial/military sites; the example of RCHME's survey of the Royal Gunpowder Factory Waltham Abbey, Essex 367-77 in Coulson, M & Baldwin, H. eds 1996 *Pilot Study on Defence Environmental Expectations*, University of Wales Swansea NATO CCMS Report No.211

Lake, J. and Douet, J., 2000, 'Listing Team response to MPP Step 4 Recommendations: The Gunpowder Industry', August 2000

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **41. BRASS INDUSTRY**

#### **Retrospective assessment:**

#### **Scope of coverage?**

#### **When and who?**

Steps 1- 3 for the brass industry (description of the industry's range, form and documentation; data gathering and specialist consultation; report on site evaluations) were undertaken by the Cranstone Consultancy between 1992 and 1994. Public consultation on the Step 3 report took place April - July 1994 and resulted in just one amended site evaluation. The brass industry was assessed for designation at Step 4 in 1996.

#### **Definition?**

The brass industry is defined as the process of production of an alloy of copper and zinc of varying proportions, its manufacture and primary processing.

#### **Coverage?**

The scope of the assessment survey was national, covering the definition and characterisation of the industry's remains, and produced a shortlist of 28 sites of potential national importance for detailed evaluation in field survey at Step 3.

Identifying a representative shortlist of brass industry sites for assessment at Step 3 proved difficult, due to problems with establishing exact locations and the poor preservation of urban industrial contexts. Research of the industry has been heavily focused on the C18th and C19th industry in Bristol. Efforts to broaden the chronological and regional coverage met with only partial success and the shortlist shows a clustering of sites in Avon, with lesser numbers in the Midlands and Cheshire.

Coverage for pre-18th century periods is generally weak reflecting the lack of site-oriented research and the particular problems of locating sites, and their generally poor survival, in London. Early sites with good preservation would be strong candidates for future designation. Coverage of the later industry was numerically weak but is likely to be a true reflection of the absorption of brass into the engineering and wider metal fabrication industries from the C19th. Only one C20th brass works was identified.

#### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on searches of SMRs and other local records as well as national datasets and validated in the field. Findings went out to public consultation after the Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies) which, in the case of this industry, produced little additional information. The Step 3 and 4 reports recognise the under-representation of some periods and site types which might, if identified in the future, be candidates for designation.

Steps 1 -3 were undertaken by Joan Day and David Cranstone, established specialist researchers in industrial history / metallurgy and archaeology. The consultant's findings were subject to peer review and public consultation.

### **Soundness of recommendations?**

The Step 1 characterisation of the industry remains the benchmark for assessing significance in a national and regional context and has been complemented by subsequent site-based survey and investigation.

The form of statutory protection recommended in the Step 4 report reflected the type of management regime which was judged to be the more beneficial for the conservation of a site or building. Scheduling was used selectively for sites for which unchanged preservation is a high priority: 8 brass industry sites were selected for new scheduling, in addition to one existing scheduled site. Buildings were already listed at 11 brass industry sites, an unusually good degree of coverage for a small-scale industry. Further listing action was identified for consideration in 7 cases, generally additional elements in building groups which were already partly listed and merited review for further protection in the context of this national survey of the industry.

### **Clarity and accessibility?**

The MPP 'industrial' programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement. Step 1 & Step 3 reports are beginning to be made available digitally and included in the NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these are highly regarded by HERs, as the only comprehensive, national survey of the historical industry, and form the basis for 'local list' designation in many areas.

The assessment methodology is detailed and iterative and provides a consistent basis for discriminating selection. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

### **Implementation and sustainability?**

Overall 28 sites were assessed which it was estimated represented approximately a quarter of the probable historical population for the industry. Like other specialised industrial processes, this was a relatively large sample of the resource and reflected the regional and technological diversity of a small-scale craft industry. Listing was judged to be the most suitable form of protection for many brass industry sites and only 8 schedulings were recommended.

Numbers scheduled:

2008 search – 1 new scheduling since 1995

Numbers listed:

2008 search – 7 new listings since 1995 (incl 4 in Birmingham).

**Current relevance: LOW**

**Recommendations:**

This is a small specialised industry and the recommendations of the Step 4 report have been followed through in several parts of the country. No specific action is highlighted and the MPP study provides a sound framework for assessing any further sites that might come forward for designation. The Step 1 and 3 reports merit wider published access for general information.

**References:**

Day, J., 1992, *MPP: The Brass Industry: Step 1 Report*, Cranstone Consultancy, August 1992

Cranstone, D., 1993, *MPP: The Brass Industry: Step 3 Report*, Cranstone Consultancy, May 1993

Cranstone, D., 1994, *MPP: The Brass Industry: Report on Consultation*, Cranstone Consultancy, August 1994

Chitty, G., 1996, *MPP: The Brass Industry Step 4 Report*, report for English Heritage, February 1996

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **42. GLASS**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

The glass industry was assessed for designation in 1998. Steps 1- 3 for the glass industry (description of the industry's range, form and documentation; data gathering and specialist consultation; report on site evaluations) were undertaken by Dr David Crossley between 1993 and 1996. Public consultation on the Step 3 report took place between January and June 1997 and resulted in amendments to a number of site evaluation reports and the identification of an additional 23 sites for evaluation. Field visits and evaluation for the additional sites were completed in early 1998.

##### **Definition?**

The glass industry is defined as the preparation of raw materials specifically for use in glass making (including related on-site processes such as the preparation and firing of refractory clays for crucibles and the production of coal gas), the manufacture and working of glass, and the commercial management of glass production

##### **Coverage?**

The scope of the assessment survey was national, covering the definition and characterisation of the industry's remains and providing a shortlist of 135 sites of potential national importance with detailed evaluation based on field survey at Step 3.

The selection of sites for designation was broadly representative of the later medieval, post-medieval, industrial and modern periods, but there are both topic and period areas where coverage is weak and where information was lacking on the basis of current knowledge and understanding of the industry. Site types were identified which are a priority for further research and field survey and, where appropriate, for future designation.

##### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on searches of SMRs and other local records as well as national datasets and validated in the field. Findings went out to public consultation after the Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies); additional sites and amendments were included following on from the CORPCE report to reflect more strongly the 19<sup>th</sup> and 20<sup>th</sup>C industry and bulk production. The Step 3 and 4 reports recognise the under-representation of some periods and site types which might, if identified in the future, be candidates for designation..

Steps 1 -3 were undertaken by Dr David Crossley, based at Sheffield University and a national authority on the history of the industry. The consultant's findings were subject to peer review and public consultation.

### **Soundness of recommendations?**

The Step 1 characterisation of the industry remains the benchmark for assessing significance in a national and regional context and has been complemented by detailed survey and investigation by EH and others since.

36 glass industry sites (c25% of those evaluated at Step 3) were selected for new scheduling on the basis of the assessment. These were in addition to 7 existing scheduled glass industry monuments, and a further 6 scheduled ancient monuments which include glass industry remains within the constraint areas of more extensive Roman and medieval sites (e.g. at Wroxeter, Glastonbury Abbey).

Buildings were already listed at 14 glass industry sites and further listing action was identified for consideration in 8 new cases and 3 revisions and formed an important part of proposed conservation management frameworks on a number of sites where descheduling or part scheduling only was proposed.

### **Clarity and accessibility?**

Step 1 & Step 3 reports are only now being made available digitally and included in the NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these are highly regarded by HERs, as the only comprehensive, national survey of the historical industry, and form the basis for 'local list' designation in many areas.

The assessment methodology is detailed and iterative and provides a consistent basis for discriminating selection. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

The MPP 'industrial' programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement.

### **Implementation and sustainability?**

Overall 135 sites were assessed, representing approximately a fifth of an estimated historical population of 600-800 glass making sites. This was a relatively large sample of the resource and reflected the high number of pre-1700 sites identified and the need to examine the regional and technological diversity of a small-scale craft industry.

The assessment of the glass industry focussed attention on the policy framework for protection of buried sites in developed urban contexts. Over 40 sites which were assessed as of national importance by the Step 3 consultant were not recommended for designation at Step 4 but for protection through other regimes (the planning system and local authority archaeological conservation and research strategies). The majority of these were archaeological sites in urban situations with a probability that they would be the subject of future development proposals. Without field evaluation to establish the precise extent, character and quality of these remains, which were often overbuilt and deeply buried, it was not possible to substantiate a recommendation for unchanged preservation by scheduling. In the majority of cases the guidance provided in PPG16 - both on the presumption in favour of physical preservation for nationally important

archaeological remains and appropriate mechanisms for assessment and mitigation action – was considered to have provided a suitable framework for decision-making.

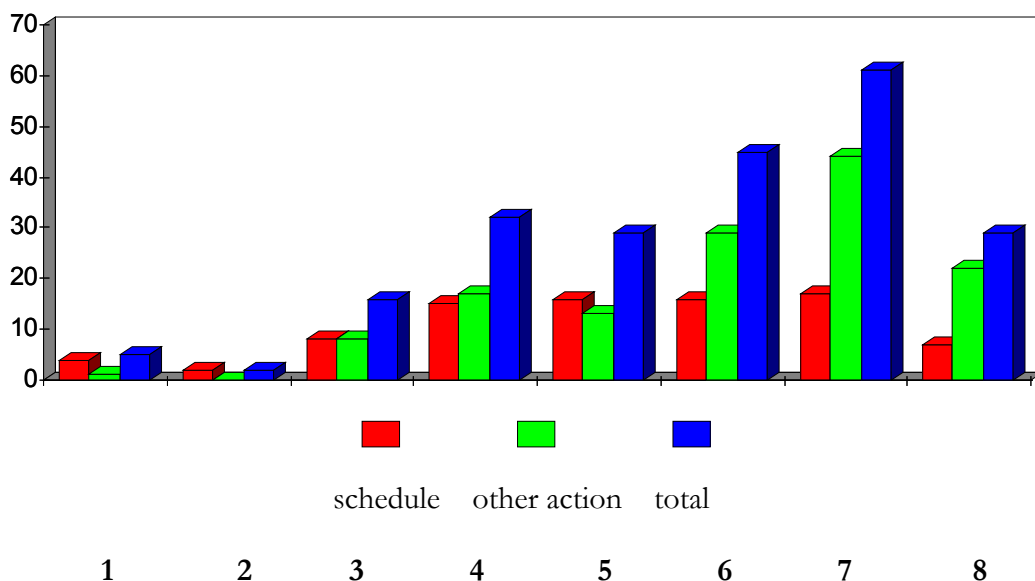
Out of 36 sites identified for scheduling less than a third were designated, and these were largely in urban contexts. Listing recommendations were assessed separately and 5 building groups, over half those recommended, were actually listed.

**Numbers actually scheduled:**

2008 search – 11 schedulings since 1995

2008 search - 5 listings since 1995

**Period presence and recommended conservation management action**



1	Roman period	5	17th century
2	Early medieval period	6	18th century
3	Late medieval period	7	19th century
4	Early post medieval period	8	20th century

**Current relevance: MEDIUM**

**Recommendations:**

Following the MPP survey, it appears that glass industry sites in rural contexts were either judged unsuitable for designation by scheduling or were not followed through to Step 6. Less than a third of those recommended (on what was already a highly selective basis) were implemented and none of the rural glass making sites identified as field remains without standing structures appear to have been designated. A check on ‘alternative action’ reports should verify this situation. These sites presumably remain highly vulnerable, e.g. to agricultural activities, woodland growth, etc, and should be a priority for assessment for designation under the new ‘Industry and Place’ programme.



All glass-making sites that have potential to survive with a reasonable degree of integrity from the 18<sup>th</sup> century and earlier, and particularly those vulnerable to agricultural activity and development, should be considered for designation given the low representation of such sites in the Schedule and Lists, their rarity and special archaeological interest.

Like early bloomery sites, there may be difficulties in establishing the quality and character of buried sites with few surface indications and a programme of scientific research and non-destructive investigation (see iron and steel industry) may be needed to support this work. The Step 1 and 3 reports merit published access for general information.

**References:**

- Crossley, D., 1993, *MPP: The Glass Industry Step 1 Report*, Report for English Heritage
- Crossley, D., 1996, *MPP: The Glass Industry Introduction to Step 3 site assessments*, Report for English Heritage
- Chitty, G., 1998, *MPP: The Glass Industry Step 4 Report*, Report for English Heritage

## **DESIGNATION AUDIT - MPP ASSESSMENT: 43. LIME, CEMENT AND PLASTER INDUSTRIES**

### **Retrospective assessment:**

#### **Scope of coverage?**

#### **When and who?**

The limestone and chalk industries (lime, cement, plaster and whiting) Steps 1 – 3 were undertaken by Dr Michael Trueman, initially for Lancaster University Archaeology Unit and subsequently for Trent and Peak Archaeological Unit. A preliminary list of lime industry sites for survey was compiled at Step 2 and added to from consultation with a range of local and national experts. The final shortlist at Step 2 included 604 sites. The main phase of Step 3 field evaluation was carried out between May 1996 and October 1997. A period of public consultation on the Step 3 report (November 1998 -January 1999) identified a number of additional sites.

In response to comments from the consultation, the assessment of the industry was subdivided into the four principal industrial processes that have developed around the working of chalk and limestone. Field visits, evaluation of additional sites and the revision of Step 3 reports were completed between August 1999 and April 2000. Separate Step 1 - 3 reports were produced for each.

- lime industry (Trueman 2000a)
- cement industry (Trueman 2000b)
- gypsum industry (Trueman 2000c)
- whiting industry (Trueman 2000d).

A total of 266 evaluated sites were finally considered for designation at Step 4 in 2001

#### **Definition?**

The industries were defined for the purposes of the MPP survey as the buildings, sites, equipment, and machinery concerned with

- the processes of preparation and production of lime by burning and slaking
- the preparation of raw materials for cement production by dry and wet milling and calcination
- the extraction and initial stages of working of gypsum, alabaster and anhydrite, including basic on-site processing of these minerals prior to their use in a range of industries, and the manufacture of gypsum plaster by the calcining of rock gypsum
- the manufacture of whiting from calcium carbonate, including basic on-site processing of the mineral - in England principally chalk - prior to its use for a range of applications off-site and in manufacturing.

Associated extraction industries are considered as part of the quarrying industry, although quarry sites closely associated with processing have been included in assessments in a few cases.

## Coverage?

The scope of the assessment survey was national, covering the definition and characterisation of the industry's remains and providing a shortlist of 474 sites from which 266 sites of potential national importance were identified for detailed assessments in field evaluation at Step 3.

A large body of information about later sites exists in some SMRs and local studies, but few well-documented regional or detailed case studies of the industry.

The Step 3 report noted that:

for some aspects of the industry, the number of potential sites available for assessment was vast, including for example large numbers of small rural kilns. However, in arriving at the Step 2 shortlist the only practical way to make the selection was based upon the extent of the information supplied or available for each site. Therefore, only sites of demonstrable interest as defined by the selection process were included at Step 3. It is acknowledged that as a result of this, other sites of similar quality will exist and will not have been assessed.

As for other industries, coverage was poor for early sites, with only a few examples of sites identified from the Roman, medieval and earlier post medieval periods, and there are other aspects that are under represented. Survival of machinery and plant associated with preparation and refining processes *in situ* is extremely rare. Site types were identified which are priorities for further research and field survey and, where appropriate, for future designation.

The lime industry sites selected for evaluation at Step 3 included many structures that were already listed (72 or 27% of assessed sites have one or more components that are listed). This reflects the fact that listing has been used as the more appropriate designation where substantially complete 19<sup>th</sup> century and later buildings are concerned. During the revision of Step 3 reports in 1999, it was possible to include a computer-based search of the LBS and this produced entries for 382 lime industry sites, mostly lime kilns, which were already listed (Trueman 2000a).

## Expert and authoritative?

The evaluation and assessment process was rigorous, based on searches of SMRs and other local records as well as national datasets and validated in the field. Findings went out to consultation after the Step 2 and Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies); additional sites and amendments were included following on from the consultation report to reflect more strongly the 19<sup>th</sup> and 20<sup>th</sup>C industry and bulk production.

Steps 1 -3 were undertaken by Dr Michael Trueman, an experienced industrial archaeologist and an authority on the history of the industry. The consultant's findings were subject to peer review and public consultation.

### **Soundness of recommendations?**

The Step 1 characterisation of the industries remains the benchmark for assessing significance in a national context, bringing together a dispersed and varied literature.

The lime industries assessment exposed the paradoxes inherent in the dual scheduling and listing system. Applying the tests for scheduling used for other industries resulted, logically, in large numbers of listed lime kilns being recommended for delisting and scheduling to reflect the fact that they were disused industrial monuments with no adaptive reuse potential. New schedulings were recommended in 110 cases (with existing schedulings at 27 sites affirmed) and new listings in only 7 cases.

This significant number of new scheduling proposals had to be viewed alongside the already large number of 400 lime+ industry sites, largely kilns, already protected by listing. Moreover the sustainability of conservation for such ubiquitous structures out of use, and with little potential economic re-use, was questionable. Most are situated in rural areas and only a tiny proportion remain in continuing use for the industry. A very small number of works have retained *in situ* plant or equipment of historic interest. Most sites are significant not only for the special historical interest of their association with rural industry but for their group value in association with other buildings, for the important contribution which they can make to the historic landscape character of an area and as habitats (many are bat roosts which places limitations on use and repair programmes).

The Step 4 report included a guide to 'The selection of field kilns as candidates for scheduling' which was effectively an early attempt at a selection guide for this particular class of historic building, to respond to the regular number of local candidates that come forward for designation.

### **Clarity and accessibility?**

Step 1 & Step 3 reports are only now being made available digitally and included in the NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but remain highly regarded by HERs, as the only comprehensive, national overview of the historical industry, and form the basis for 'local list' designation in many areas.

The narrative reports by Michael Trueman are of a particularly high standard, drawing together and synthesising key historical sources for the 18<sup>th</sup>- 20<sup>th</sup> century industry and could form the basis for guidance and publication.

Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

### **Implementation and sustainability?**

266 sites were evaluated and represent a tiny sample of a ubiquitous historic industry. The numbers are not great when it is considered that most parishes and estates in limestone areas and beyond would have supported one or more lime works and numerous kilns: production of lime was a universal requirement for building

construction, enclosure boundaries and maintenance. Out of an historical population of perhaps 15,000 to 20,000 production centres for the industrial period, the Step 3 sample is still only around one percent. There are, in addition, nearly 400 listed lime industry structures, the majority kilns, which are a healthy complement to the MPP sample.

Numbers scheduled:

2008 search – 51 new schedulings since 1995

Numbers listed:

2008 search – 14 new listing since 1995

It appears that scheduling and listing recommendations were not systematically followed through, as there is little correspondence between the Step 4 recommendations and designated sites. Recent listings are all isolated lime kilns; recent schedulings tend to be kilns / lime works which form part of industrial, mining and other composite sites (deserted medieval settlement, prehistoric earthworks). This distinction in deploying listing and scheduling – depending on whether the aim is protection of an isolated structure or a structure as part of a larger composite group / complex – appears to be applied de facto but might be worth considering as principle for proceeding for a future policy development. The majority of new designations have been in the NW and NE. The SW and SE are poorly represented; the Midlands also has a scant presence.

### **Current relevance: MEDIUM**

Lime kilns remain a popular feature of the local landscape and spot listing requests do come forward; other lime industry sites have less popular appeal. The majority of protected kilns are grade II listed and the scale of deterioration of these, not yet assessed for the Heritage at Risk programme, is unknown. Only three scheduled lime kilns / one listed kiln are currently on the H@R register. The sustainability of large complexes of late industrial period kilns, and the large numbers of single kilns already designated, is a real consideration given that virtually all are redundant for purposes of lime production and there is little opportunity for adaptive use. Their value as habitats for biodiversity and landscape value is high.

### **Recommendations:**

The study indicates the coverage for lime production is good overall, though not proportionate or representative across the country. Coverage is less good for the other branches of lime industry. There is a sound framework from the MPP study for assessing new candidates on a highly selective basis. At the least, those sites that emerged as of high national importance in the Step3 / 4 assessments merit reconsideration to ensure that designation action is followed through to protect the most vulnerable and technologically significant examples. A new DAD for this class of industrial site could be based very soundly on the MPP research.

Many sites are significant also for their qualities as vernacular and monumental structures, often prominent roadside features and local landmarks. They often have group value in association with other buildings and make an important contribution to the historic landscape character of limestone areas where they are in abundant evidence. Targeting of agri-environment schemes provides an additional management approach for

protection of rural sites and structures and conservation management programmes linked to ALSF could also be considered.

Wider publication and availability of the excellent MPP research reports for the different aspects of the industry is merited.

## References

Chitty, G., 2001, *MPP: Lime, cement and plaster industries Step 4 Report*, Report for English Heritage

Richardson, S. and Trueman, M., 1997, *MPP: The Lime, Cement and Plaster Industries Step 3 Report*, Report for English Heritage.

Trueman, M. 1996a, *MPP: The Lime, Cement and Plaster Industries Step 1 Report*, Report for English Heritage.

Trueman, M., 1996b, *MPP: The Lime, Cement and Plaster Industries Step 1 - report on public consultation*. Report for English Heritage.

Trueman, M., 1999, *MPP: The Lime, Cement and Plaster Industries Step 3 Report - report on public consultation*, Report for English Heritage.

Trueman, M. 2000a, *MPP: Lime Industry Revised Step 3 Report (with additional)*, Report for English Heritage.

Trueman, M., 2000b, *MPP: Cement Industry Steps 1 -3 (with additional)*, Report for English Heritage.

Trueman M., 2000c, *MPP: Gypsum Industry Steps 1-3 (with additional)*, Report for English Heritage.

Trueman, M., 2000d, *MPP: Whiting Industry Steps 1-3 (with additional)*, Report for English Heritage.

## DESIGNATION AUDIT - MPP ASSESSMENT:

### 44. CHEMICAL INDUSTRIES

#### Retrospective assessment:

#### Scope of coverage?

#### When and who?

The chemical industries have not yet been assessed for designation. Step 1 was undertaken for the MPP by Dr Neil Rimmington and David Cranstone, Cranstone Consultants, in 2000. Work on further stages of evaluation did not proceed further.

There is already designation coverage for aspects of the chemical industries: alum and gunpowder industries were evaluated separately and chemical processes using by-products from the arsenic, coal, gas, lead and oil industries were considered in part with the assessment of those industries. The development of the high explosives industry was the subject of a detailed historical and field study English Heritage (Cocroft, 2000). Research into the development of explosives manufacturing processes also formed part of the RCHME study of Waltham Abbey (RCHME 1993) which led onto a designation programme there (see Defence Infrastructure summary).

#### Definition?

The chemical industries are defined as those concerned with the manufacture of a product through controlled chemical reactions. Inorganic chemical industries include production of copperas, acids, alkalis, bleach, artificial fertilisers, paints and pigments. Organic chemical industries include wood-based chemicals; coal based chemicals, peat-based chemicals, shale-based chemicals, petrochemicals, dyes and intermediates, high explosives, pharmaceuticals, rubber, soap-making, and sugar refining.

#### Coverage?

The scope of the Step 1 assessment was national, covering the history and characterisation of the industries' processes and remains. It identified the main sources of more detailed information (both published and unpublished) and suggested a framework of priorities for the recording and conservation of field remains for use in subsequent Steps of the MPP programme. Its chronological coverage aimed to be from earliest times to the C20th. In practice, no specific 'chemical industries' can be identified before the C16th, and the industries did not develop as a major sector of British manufacturing until the C19th. Coverage was therefore weighted strongly to the industrial revolution period, through to the present day.

Historical study of these industries has been very limited, in general concentrated on the management and organisation rather than on physical structures, plant and archaeological remains. Study of chemical industry archaeology has been very limited and uneven; a few individual aspects and areas have received excellent recent coverage with attention to the field evidence and to conservation issues (e.g. Allen on the copperas industry) but many elements of considerable importance to the C19th - C20th industrial base of Britain's economy have received virtually no attention, and even the nature and existence of the field evidence have not been characterised..

### **Expert and authoritative?**

The evaluation and assessment process was thorough, based on as national records and specialist libraries and archives as well as searches of SMRs and other local records. For this industry few SMRs maintain coverage of any kind and there were few well-documented field studies.

Step 1 was undertaken by the Cranstone Consultancy, an experienced industrial archaeology practice which worked in conjunction with a small number of acknowledged authorities in research in this field. The Step1 report also went out to consultation to a range of expert advisers and researchers but the results were not available for this study.

### **Soundness of recommendations?**

The Step 1 characterisation remains the only comprehensive overview study of the history and archaeology of the chemical industries and provides a framework for considering the significance of individual sites in a national context.

It identifies few architectural features of any note for the industrial process or distinctive building characteristics, though some factory buildings of the inter-war period are notable for their design and are already listed (e.g. Firestone and Dunlop Buildings for the rubber industry; soap factories of note in Bristol and Whickham, Newcastle upon Tyne). The industries' later works typically consist of very extensive plants, composed of metal reaction vessels, pipework, storage tanks, and chimneys. Buildings were characteristically plain and functional and for some industries, such as dye works, multi-storey.

The consultants identified that the 'problems of satisfactory long-term conservation of any sample of this site-type are considerable, from the points of view of technical feasibility, cost, and public acceptability'.

- Primarily urban locations, difficult to identify and assess potential
- High proportion of sites in continuing or changed use
- C19th and later industry consisted largely of above-ground metallic plant, commonly scrapped but also presenting conservation challenges
- waste and residues from many of the inorganic chemical industries, particularly the coal-based ones, are toxic and/or carcinogenic; seen as highly-hazardous pollutants they have been subject to decontamination programmes. These hazards place severe the limitations on site investigation.
- no adequate knowledge-base on which the overall national quality of site survival can be assessed with confidence.
- problems of public perceptions of this field of industrial heritage, due to the perceived ugliness and/or hazardous nature of many sites.

### **Clarity and accessibility?**

The MPP industrial programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement.

Step 1 reports are beginning to be made available digitally and with Step 3 reports are in the NMR but were circulated to all SMRs and largely incorporated into those records.

The reporting style and format was not designed for popular interest but these are highly



regarded by HERs, as the only comprehensive, national overview of the historical industry, and form the basis for local list designation in many areas.

### **Implementation and sustainability?**

The range of products and production processes included in the chemical industries was extremely broad and in many areas the Step 1 report essentially established a general framework within which the significance of individual works or sites might be positioned. It noted the lack of a consensus within the sector on the significance and relative importance of the historic chemical industries. Without the report on the consultation (currently unavailable) for this industry, it is this is hard to gauge.

The earliest chemical industries recognised are the alum, copperas and sugar industries, developing from the late 16<sup>th</sup> century, and supplemented from at least the late 17<sup>th</sup> century by the small-scale manufacture of various mineral and organic medicines and remedies (the earliest stage of what would now be regarded as the pharmaceutical industry). These industries were important for the development of the concepts and techniques of industrial chemistry, and the appearance of industry as a distinct sector, but were of limited impact in terms of their scale and importance for society as a whole. These could be a focus for archaeological research and may emerge in regional research frameworks.

### **Current relevance: LOW/MEDIUM**

The problematic questions around conservation of these industries are outlined above. There is limited general public interest, little professional enthusiasm and in some cases a serious safety issue connected with the preservation and protection of these sites, though their research in specific areas may have local significance (sugar industry in Liverpool and Bristol for example) and interest. The breadth of products and processes is also a challenge for a single thematic approach and there appears to be a lack of consensus about priorities and importance, probably due to a poor research base.

### **Recommendations**

The MPP study provides a valuable context for further research and for understanding the range, character and history of the chemical industries. It has high research value and should be widely available as a basis for assessing individual cases that may emerge for spot listing.

Due to the constraints surrounding physical investigation and preservation of hazardous sites, no immediate priorities emerge. Urban, dockland and industrial quarter regeneration schemes will encounter aspects of some of these industries and an area-based study with local partners (e.g. Ellesmere Port?) could explore the issues and relevant approaches for protection of significant aspects of the industry, including designation.

## References

Cranstone, D., 2000, *MPP: Chemical Industry Step 1 Report*, Report for English Heritage, Cranstone Consultants

Cocroft, W., 2002, *Dangerous Energy, the Archaeology of Gunpowder and Military Explosives Manufacture*, English Heritage, London

RCHME, 1993, *The Royal Gunpowder Factory, Waltham Abbey*, RCHME, London

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **45. DOVECOTES**

#### **Retrospective assessment:**

##### **Scope of coverage?**

**When and who?** Steps 1 - 3 for Dovecotes were undertaken as a combined exercise by Oxford Archaeology and reported in August 1995 (Klara Spandl with Julian Munby). There was no Step 4 report and MPP field assessments for scheduling were based directly on the Step 3 site evaluations.

**Coverage?** The scope of the Step 1 assessment survey was national extending from the medieval period to early C20th, covering sources of published and unpublished information; a history of dove farming; regional building characteristics and materials; dovecote form and features; associations and selection for designation by scheduling. The Step 3 evaluation was based on field visits and records for each site or building, including an assessment of the need for designation action.

##### **Expert and authoritative?**

The evaluation and assessment process was thorough, based on searches of SMRs and other local records as well as national datasets and validated in the field. The primary researcher rapidly gained experience in this area and the evaluation work was done thoroughly under the guidance of an experienced medieval and building archaeologist. There was no consultation on the Step 3 report.

##### **Soundness of recommendations?**

The Step 1 characterisation of the industry remains the benchmark for assessing significance for these structures in a national context. The evaluation was based on the non-statutory criteria for national importance for scheduling and on the PPG 15 criteria. Since a large proportion of the sites evaluated were already listed, the majority of new schedulings were for sites that were already protected but without the close controls of scheduling, which were preferred in policy at the time. Recommendations for listing were not made as part of this exercise.

##### **Clarity and accessibility?**

The Step 1 assessment approach was detailed with abundant descriptive and source material, providing a good basis as a framework for selection. The Step 3 evaluations were problematic at the time in respect of the listing-scheduling overlap. Consensus was not achieved within English Heritage about the criteria for choosing one form of designation over another, and recommendations included the exercise of scheduling and delisting for large numbers of buildings.

The MPP 'industrial' programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement. The report presents is a sound and thoroughly researched project and a valuable source of historical and vernacular building details, deserving to be better known.

### **Implementation and sustainability?**

A published estimate suggests that out of c26,000 dovecotes existing in the post medieval period only c 1500 survive today. The OA study assessed 2059 structures from SMRs and other sources (Step 1, Appendix 3).

The study recommended 118 new schedulings (a large proportion were structures already listed) in addition to 63 dovecotes that were already scheduled. It also recommended a large number of de-schedulings. Many of the new schedulings were apparently implemented but possibly consistently across the country. It has not been possible to gauge the extent to which delisting was implemented.

Numbers scheduled:

2008 search – 88 new schedulings since 1995

Numbers listed:

2008 search – 40 new listings since 1995

Many of the designations are of dovecotes forming an element in listed farm building groups and scheduled medieval manorial and settlement sites.

### **Current relevance: LOW**

Unification of the designation system would have resolved the issues about the appropriate form of protection for this class of structure and some interim rationale is still needed. The principle threat to this class of structure is neglect and significant numbers of II\* and scheduled structures are on the Heritage at Risk register.

### **Recommendations:**

Much of the designation work recommended in the MPP study appears to have been completed. If there are new designation proposals then the study provides a clear framework for selection but some restated policy position on the choice of listing or scheduling as the appropriate mechanism would be desirable. A new DAD for this class of building, to develop the existing MCD (1989), could be based very soundly on the MPP research.

### **References**

Spandl, K., 1995, *MPP: Dovecotes Step 1 Report*, Report for English Heritage, Oxford Archaeology, August 1995

Spandl, K., 1995, *MPP: Dovecotes Step 3 Report, Sections 1-4*, Report for English Heritage, Oxford Archaeology, August 1995

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **46. ICEHOUSES**

#### **Retrospective assessment:**

##### **Scope of coverage?**

**When and who?** Steps 1 - 3 for Icehouses were undertaken as a combined exercise by Oxford Archaeological Unit (now Oxford Archaeology) and reported in August 1995. There was no Step 4 report and MPP field assessments for scheduling were based directly on the Step 3 site evaluations.

##### **Definition?**

Buildings designed and constructed for the storage of ice.

**Coverage?** The scope of the Step 1 assessment survey was national extending from the earliest known examples in the C17th to the early C20th after which refrigeration superseded the use of icehouses. The study covered sources of published and unpublished information; a history of the use of ice houses; regional building characteristics and materials; form and features; and selection for designation by scheduling. The Step 3 evaluation was based on field visits and records for each site or building, including an assessment of the need for designation action. 1579 icehouses were assessed, about half identified from SMRs and half from other sources.

##### **Expert and authoritative?**

The evaluation and assessment process was thorough, based on searches of SMRs and other local records as well as national datasets and validated in the field. The principle researcher had limited previous experience in this specific area but the research and evaluation work was done thoroughly under the guidance of an experienced building archaeologist. There was no consultation on the Step 3 report.

##### **Soundness of recommendations?**

The Step 1 characterisation of the industry provides an overview, detailed discussion and a useful framework for assessing significance in a national context. The evaluation was based on the non-statutory criteria for national importance for scheduling and on the PPG 15 criteria. As with the Dovecotes evaluation, a large proportion of the sites were already listed, and virtually all of these were recommended for scheduling. Any icehouse in anything like a complete state was also recommended for scheduling and the process appears to have lacked an effective mechanism for more detailed selection. In all 60 scheduling recommendations were made in addition to 4 existing schedulings. Recommendations for listing were not made as part of this exercise.

##### **Clarity and accessibility?**

The Step 1 assessment approach was thorough producing good descriptive and source material, providing a good basis as a framework for selection. The report is a valuable source of historical and vernacular building details and little known.

The Step 3 evaluations were problematic in respect of the listing-scheduling overlap. Like dovecotes, there could have been more clarity about the criteria for selection and policy to support the recommended delisting of large numbers of buildings in order to schedule them (if indeed this ever happened).

### **Implementation and sustainability?**

The OA study assessed 1779 sites from SMRs, the published lists and schedule and other sources. The Step 3 report recommended 60 new schedulings (a large proportion for structures that were already listed) in addition to 4 icehouses that were already scheduled. Looking at the pattern of designations since 1995, it is clear that listing of icehouses has continued and that a proportion of the recommended schedulings have also proceeded.

Numbers scheduled:

2008 search – 34 new schedulings since 1995

Numbers listed:

2008 search – 31 new listings since 1995

### **Current relevance: LOW**

The building type is relatively well protected by designation. Icehouses are commonly located in the grounds and parks of country houses which are protected on the Parks and Gardens Register or may be within the curtilage of a listed building and therefore also benefit from a level of protection by this means. The principle threat for these abandoned structures must be from neglect and structural failure. There is nature conservation value as habitats for bats and other species.

### **Recommendations:**

This class of structure appears to be relatively well represented in the Lists, Schedule and Register, although it appears that a proportion of sites recommended for designation remain to be assessed. If work were to proceed for new designations then the MPP research study provides a comprehensive context for selection. The brief mention of icehouses in the Selection Guide for Garden and Park Buildings could be enhanced and production of a more detailed description would be useful. Wider publication and availability of the thorough MPP research report is desirable.

As for dovecotes, some restated policy position on the choice of listing or scheduling as the appropriate mechanism for protection would be desirable. Unification of the designation system would have resolved the overlap issues about the appropriate protection for structures that are redundant and lacking potential for reuse, so some interim rationale is needed.

### **References**

Spandl, K., 1995, *MPP: Dovecotes Step1 Report*, Report for English Heritage, Oxford Archaeological Unit, August 1995

## DESIGNATION AUDIT - MPP ASSESSMENT:

### 47. ELECTRICITY

#### Retrospective assessment:

#### Scope of coverage?

#### When and who?

Steps 1- 3 for the electricity industry were undertaken by Mike Trueman for Lancaster University Archaeology Unit (and subsequently Trent and Peak Archaeological Unit). The first stage was carried out June - July 1995 and a second phase, to cover renewable sources (hydro-electric power, pumped storage and other sources such as wind and solar power), was completed between January 1997 and January 1998. Public consultation on the Step 3 report took place in October and November 1998 and identified a number of additional sites for evaluation in the field, completed in 1999-2000. The electricity power generation industry was assessed for designation at Step 4 in 2000.

#### Definition?

Electricity power generation was defined as including the buildings, equipment, machinery and sites concerned with generating and transmitting electric current for lighting, heating, transport systems and a wide range of other uses. Generation of electricity by all fuels, other than nuclear fuel (the subject of a separate SHIER report), and including renewable sources was within the scope of the survey.

#### Coverage?

The scope of the assessment survey was national, covering the definition and characterisation of the industry's remains and providing a shortlist of 474 sites from which 166 sites of potential national importance were identified for detailed assessments in field evaluation at Step 3. This included the results of a supplementary project in 1998 to bring in renewable energy sources which had not been represented in the earlier survey.

The selection for evaluation aimed to be broadly representative of the industry's principal periods of development from the experimentation of the mid-Victorian period to the post-war power stations of the nationalised industry. Coverage was poor for early sites, with only a few examples of complete station layouts of pre-WWII date surviving, and other aspects under-represented. Survival of machinery and plant *in situ* is reasonably well represented for hydro-electric stations but extremely rare for non-renewable power sources. Site types are identified which are priorities for further research and field survey and, where appropriate, for future designation.

#### Expert and authoritative?

The evaluation and assessment process was rigorous, based on searches of SMRs and other local records as well as national datasets and validated in the field. Findings went out to public consultation after the Step 2 and Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies). Additional sites and amendments were included following on from the consultation report to reflect more strongly the earlier 20<sup>th</sup>- century industry.

For the electricity industry few SMRs maintain coverage of any kind and there were even fewer well-documented field studies. The presence of power generation sites within or

linked to other industrial and large scale establishments, such as hospitals, military sites, mills, mines, and prisons, is frequently not separately documented. There was weak coverage of substations and small-scale distribution installations - scarcely documented at all in local or national record systems for the built historic environment - and the group evaluated represents only a small sample. The coverage was patchy and clearly weak in some regions of the country, despite the best efforts of the consultant.

Steps 1 -3 were undertaken by Dr Michael Trueman, an experienced industrial archaeologist and an authority on the history of the industry. The consultant's findings were subject to peer review and public / sector consultation.

### **Soundness of recommendations?**

The Step 1 characterisation of the industry remains a benchmark for assessing significance in a national context and has been complemented by detailed survey and investigation of individual sites by English Heritage and others since.

The Step 1 and 3 Consultation report noted that 'the shortlist of sites for assessment at Step 3 was quite closely restricted with a view to seeking sites that were potentially of national importance, rather than sites that might satisfy the criteria of a listing review. As such many sites that were excluded from the assessment may well be of listable quality' (Trueman 1998b, p.17).

Only 14 power generation industry sites were selected for new schedulings, the majority because they retain historic generating sets *in situ*. In some cases the plant was still in use for power generation but not as a supplier to the national grid. The most recent of the structures proposed for scheduling were the twin parabolic cooling towers of Blackburn Meadows, Sheffield, c1938, believed to be the earliest remaining such structures (and demolished earlier this year). Five existing scheduled power sites form part of monuments that are primarily of interest for industrial or other activities: mines, a lighthouse, a battery and a pumping station.

Step 3 field work showed that the material remains of the industry survive principally in the building envelopes, usually of a single period. Much of the original technological infrastructure has often been removed, with limited archaeological interest surviving in buildings as documents of the industry's history, technology and organisation but still retaining significant architectural interest. Many of the buildings assessed were already listed (at 55 sites, over a third of those surveyed) and a further 47 buildings or building groups were identified for consideration for listing. The need for review of the scope or the grade of the current listings was also indicated. It was recognised that scheduling had limited application in this context and that the significance of building design and style should be a primary factor in selection, beyond technological and archaeological considerations. Urban and municipal power supply buildings made conscious statements about investment in the new century's technology and civic and commercial identity which is reflected in their design.

In view of this, and the large numbers of candidate sites, the Step 4 report recommended that:

To substantiate the case for considering the power stations identified at Step 3 and 4 as potential candidates for listing, a more comprehensive thematic study [should be] carried out nationally. It is proposed that the study be restricted to the three decades of the early industry's growth, 1889-1918, during which large numbers of central stations and new



undertakings to provide lighting and transport power were established in towns and cities all over the country. A significant number of buildings of this type and period (38) have already been listed on an *ad hoc* basis and a further 30 were identified for consideration for listing in this report. A thematic study of the industry's remains for this key period is considered necessary to provide the context for a balanced selection of the best examples for designation. It would build on the coverage provided by the Step 3 survey and aim to identify well preserved examples of the range of power generating stations established by private companies and local authorities as public utilities in the period leading up to and during the 1<sup>st</sup> World War. Specific weaknesses in the coverage identified by the Step 3 survey should be addressed by the project.

### **Clarity and accessibility?**

The MPP 'industrial' programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement. Step 1 & Step 3 reports are beginning to be made available digitally and are available for reference in the NMR. They were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these reports are highly regarded by HERs, as the only comprehensive, national overview of the historical industry, and form the basis for 'local list' designation in many areas.

The narrative reports by Michael Trueman for the electricity industry were of a particularly high standard, drawing together and synthesising key historical sources for the Victorian and 20<sup>th</sup> century industry. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

### **Implementation and sustainability?**

166 sites were evaluated and the sample estimated to represent c.5% of the population of c3000 power generation sites of the historic industry. This compares with similar size samples assessed for other large scale national industries such as coal mining.

The power generation industry differed from others previously reviewed for MPP in being an industry primarily of the modern era and still actively innovating and evolving. The majority of the sites included in the selection for evaluation at Step 3 were standing buildings and many remain in continuing use for generation and transmission. The protection of in situ plant was a key consideration in the choice between listing and scheduling - once again, a problematic choice that would have been removed by the unified designation.

Numbers scheduled:

2008 search – 2 new schedulings since 1995

Numbers listed:

2008 search – 31 new listings since 1995

### **Current relevance: MEDIUM**

Redundant power houses in particular are well-suited to conversion for other uses and municipal examples are often centrally located within communities and make a significant architectural contribution to townscape. Their original utilitarian purpose sometimes means they are undervalued in urban design terms. So few examples now

retain any contemporary plant or details of internal arrangements that these, where identified, should be a priority for close protection of important features.

Though c30 power generation buildings have been listed over the last 15 years, these have largely been serendipitous forming part of larger public and industrial complexes that include transformer houses or substations. The transition to electrically powered mechanisation is an important historical watershed marked by buildings of distinctive design quality and substance which remain under-protected.

### **Recommendations**

The way that candidates for listing came forward in the MPP selection process for electric power generation was unsatisfactory and led to the suggestion of a thematic listing study. This remains unfinished business. An important group of later 19<sup>th</sup> and 20<sup>th</sup>-century power stations and houses of architectural merit is identified which could be considered nationally or possibly through a regional study of the generating stations of particular companies and local authorities. This theme could equally well form part of a wider public utilities thematic study.

Clarification is needed in applying policy on appropriate protection for historic plant, in the rare cases where it remains in situ but not in use for power generation. Is listing believed to cover this adequately to prevent its removal or dismantling? If so the question of scheduling need not necessarily arise. (See water industry for fuller discussion.)

### **References**

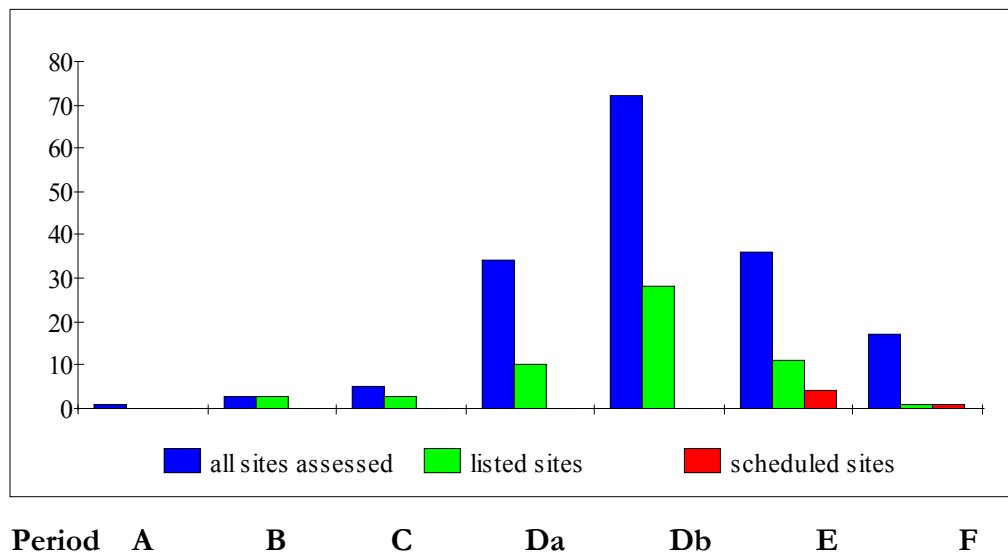
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- Trueman, M., 1995, *MPP: Electric Power Generation Step 3 Report*, Report for English Heritage,
- Trueman, M., 1998a, *MPP: Electric Power Generation Step 3 Report Update including Renewable Sources*, Report for English Heritage
- Trueman, M., 1998b, *MPP: Electric Power Generation Step 1 & Step 3 Public Consultation*, Report for English Heritage
- Chitty, G., 2000, *MPP: Electric Power Generation Step 4 Report*, Report for English Heritage

Key to periods:

A	to 1831	Db	1900-1918
B	1831-1878	E	1919-1947
C	1879-1888	F	1948-1990
Da	1889-1900		

Figure 1

Numbers of assessed electricity power generation sites by period, showing proportion of sites already listed and scheduled



## DESIGNATION AUDIT - MPP ASSESSMENT:

### 48. WATER AND SEWAGE

#### Retrospective assessment:

#### Scope of coverage?

#### **When and who?**

Steps 1 - 3 for the water and sewage industry were undertaken over an extended period between 1995 and 2001. The main phase of Step 3 work (March 1998 - June 2000) was followed by a period of public consultation (Oct - Dec 2000). Additional sites were identified for inclusion and field visits and evaluation were completed in July 2001. A separate thematic list review of water towers was undertaken as a parallel exercise and water towers were therefore excluded from the Step 3 and 4 MPP assessments (even though they were undertaken by the same consultant!). The water and sewage industry (except water towers) was assessed for designation at Step 4 in 2001.

The Step 1 Report researched by James Douet (1995) characterised the industry, its technology, and historical development. A preliminary shortlist of 948 water industry sites potentially suitable for evaluation was compiled at Step 2. After consultation with a range of local and national experts, a final shortlist of over 1000 sites was assembled for consideration (Trueman 1997). A pre-existing study of the New River in North London by Elaine Harwood (Harwood 1989) was also brought into the MPP review.

The Step 3 evaluation of the water and sewage industries (between 1998 and 2001) was done by Dr Michael Trueman, for Trent and Peak Archaeological Unit (Trueman 1998, 2000a). Dr Trueman also undertook the thematic list review report for water towers concurrently with the MPP evaluation for the industry (Trueman 2001).

#### **Definition?**

The water and sewage industry was defined as the buildings, sites, equipment, and machinery concerned with the processes of raising raw water, distribution of treated water and treatment of waste water. The study was primarily concerned with sites of public supply and sewage disposal and excluded private and industrial distribution and treatment systems, for example for hydro-electricity and hydraulic power, for water transport systems and for land drainage.

#### **Coverage?**

The scope of the assessment survey was national, providing a final shortlist, after Step 2 shortlist review, of 424 sites for evaluation at Step 3 (including the New River component sites (137) and additional sites identified after further consultation). This sample may represent between 3 - 5% of an estimated historical population of water industry sites.

The selection aimed to be broadly representative of the industry's principal periods of development from the Roman period through to the modern industry, being highly selective for the later periods. As in previous reviews, coverage is weaker for early sites, with only small numbers of well-preserved sites identified from the Roman, medieval and post medieval periods up to the mid 19<sup>th</sup> century. Survival of 19<sup>th</sup> and 20<sup>th</sup>-century machinery and plant *in situ* is well-represented, compared with other contemporary industries, and is an important aspect of both scheduling and listing proposals. Other

aspects of the industries are under represented and site types are identified which are priorities for further research and field survey and, where appropriate, for future designation.

There was good coverage for the New River in Hertfordshire and Greater London which has been the subject of several historical studies and field survey (Essex-Lopresti 1997, Harwood 1989). For the 19<sup>th</sup> century and later industry the coverage and documentation of water industry sites in general was also good, both in published sources and in archives held by water companies. Coverage of the sewage industry pre-1850 was extremely poor in the sources available; for the water industry more balanced if patchy for some periods. In both cases there is a distinct bias towards urban rather than rural supply systems among the known and documented examples.

Unlike previous MPP assessments, the computerised Listed Building System (LBS) was available for consultation during the process of selecting sites for this industry. Cross-checking identified 942 LBS entries for the water industry and included very large numbers of minor features such as wells, pumps, troughs, fountains and isolated features such as water towers. With the exception of a few outstanding examples, these were only included in the Step 3 survey where they formed components of substantially surviving supply or drainage systems or building groups.

The separate thematic list review of water towers included 128 structures. It reported that the shortlisting did not provide a representative balance and that further research on historical and engineering development was needed to form the basis for selection, together with a desk review of the large number of existing list entries for this building type. This did not proceed but comprehensive documentation was compiled and would form a good basis for taking this forward.

### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on searches of SMRs and other local records as well as national datasets and validated in the field. Findings went out to public consultation after the Step 2 and Step 3 reporting stage (to SMRs, local heritage services, specialist technology history groups and societies); a relatively small number of additional sites and amendments were included following on from the Step 3 consultation report which reflects the quality of the original shortlist.

Steps 1 -3 were undertaken by James Douet, Elaine Harwood, Dr Michael Trueman, all very experienced researchers in building and technology history and, in the case of the latter, in industrial archaeology. The consultants' findings were subject to peer review and public consultation within the sector.

### **Soundness of recommendations?**

The Step 1 characterisation of the industry remains unique as a framework for assessing significance in a national context. The later reports noted that "the shortlist of sites for assessment at Step 3 was quite closely restricted with a view to seeking sites that were potentially of national importance, rather than sites that might satisfy the criteria of a listing review. As such many sites that were excluded from the assessment may well be of listable quality" (Trueman 1998b, p.17).

Step 4 assessment resulted in a substantial number of recommendations for new scheduling. In addition to the 45 water industry sites already protected as scheduled monuments, the report recommended 63 new proposals for scheduling on the basis of

the Step 3 evaluation (44 for the water industry in general and 19 for components of the New River).

A significant proportion of assessed sites already included one or more listed buildings (160 or 38%). In addition buildings at 104 sites were recommended for consideration for listing (72 for the water industry in general and 32 for the New River). This is a large sample when the substantial body of existing listed buildings is taken into account and may need critical reappraisal.

#### **Clarity and accessibility?**

The MPP 'industrial' programme was publicised to archaeological and industrial history/technology audiences but not designed for wider engagement. Step 1 & Step 3 reports are beginning to be made available digitally and are included in the NMR but were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these are highly regarded by HERs, as the only comprehensive, national overview of the historical industry, and form the basis for 'local list' designation in many areas. Step 4 assessments (the basis of designation shortlists) were not made public and designed only for internal use in designation decisions.

The narrative reports and illustrated gazetteers produced by Michael Trueman were of a particularly high standard, drawing together and synthesising key historical sources for the Victorian and 20<sup>th</sup> century industry and photography for all assessed sites.

#### **Implementation and sustainability?**

Over 400 water industry sites were evaluated selectively. For the earlier periods the Step 3 survey represents only 1 or 2 percent of the likely historical population. The sample of 19<sup>th</sup> and 20<sup>th</sup>-century sites represents overall perhaps 5% of the sites and installations supplying the industry over the last two centuries, with particular classes of site represented to a greater or lesser degree. The LBS search demonstrated that there is a good representation of components of the water industry in the existing lists as might be expected for an industry that is ubiquitous in most urban and rural communities.

Like the power generation industry, the water industry is primarily one of the modern era and still actively innovating and evolving. The majority of the sites included in the selection for evaluation at Step 3 were standing buildings and many remain in continuing use. Nearly 40% of the sites evaluated included buildings already listed and in a significant number of cases, the schedulings recommended would have introduced dual designation for buildings. The Step 4 recommendations were not systematically followed through, and few of the designations below relate to implementation post-2001. The majority relate to water management components, such as aqueducts and pumping stations and mills, forming elements of private industrial, manufacturing and agricultural enterprises, rather than to public and municipal water supply and sewage disposal.

Numbers scheduled:

2008 search – 9 new schedulings since 1995

Numbers listed:

2008 search – 99 new listings since 1995

**Current relevance: HIGH**

In terms of designation policy, the Step 4 assessment raised issues about the appropriate form of designation for historic engines and plant which still needs to be addressed. Scheduling was in general the preferred designation in policy at that time, for historic machinery preserved out of use. The Victorian and early 20<sup>th</sup>-century water and sewage industry is characterised by the high number of engine houses and pumping stations that have retained their original or second generation engines, pumps and other plant (over 160 examples identified as surviving substantially intact, Trueman 2000a). The Step 4 report commented on the need for selection criteria to bring a representative group of historic plant and machinery 'into the close management controls of the scheduled monument consent procedure for the purpose of their long-term conservation and preservation *in situ*'. There remain issues of prioritizing resources for future conservation and maintenance.

Sustainable management of water has become a much more high profile issue in the context of recent environmental change. The introduction of catchment and river basin management plans is changing priorities and approaches and historic environment conservation issues, including heritage protection, need a higher profile.

**Recommendations**

Unfinished business from the overview of this industry includes several considerations:

- A large group of sites and buildings were identified for designation which was never acted on. The most significant of these should be reconsidered.
- Conservation management of active water and sewage industry operations and their landscapes. Conservation area designation was identified as an option for some extensive built complexes. For large-scale, historic impounding schemes, designed and managed on a landscape scale, however, the need for an alternative conservation management approach is recognised. The Step 4 report suggested that a formal framework for conservation management linked to the water industry's Code of Practice on Conservation, and operating alongside the planning system, could be a productive way forward in dialogue with the water companies linked to their Asset Management Plans (Chitty 2001, 12).
- the desirability of a cross-industry review of preserved historic plant to produce criteria for the relative significance for different types of site. This may link with Sir Neil Cossons's preserved industrial heritage site project?

**References**

Harwood, E., 1989, 'The New River', Report for English Heritage

Douet, J. 1995, *MPP: The Water and Sewage Industry Step 1 Report*, Report for English Heritage

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Trueman, M., 2000b. *Thematic List Review Report: Water Towers*. Report for English Heritage.

Trueman, M., 2001. *MPP: Water and Sewage Industries Step 3 Public Consultation Report*. Report for English Heritage.

Chitty, G., 2001. *MPP: Water and Sewage Industries Step 4 Report*. Report for English heritage



## DESIGNATION AUDIT - MPP/TLR ASSESSMENT:

### 49. GAS

#### RETROSPECTIVE ASSESSMENT

**When and why?** This industry was taken as far as Step 3 in two bites: one for the industry as a whole, the other specifically focusing on gasholders. This reflected the anticipated obsolescence and intended demolition of most of Transco's stock of 630 remaining low-pressure gasholders in Britain (announced in 1999). Many of these were in fact reprieved with the arrival of North Sea gas. The gasholder report looked at a selective list of extant low-pressure gasholders but was carried out as part of the wider industry survey. It used important material contained in a survey of London gasholders carried out for EH by Malcolm Tucker. (*London Gasholders Survey: The Development of the Gasholder in London in the Later Nineteenth Century* (report for Listing Branch, December 2000) carried out on completion of Step 1 in recognition that MPP might not provide targeted information on London sites in time to take appropriate listing action. Step 1 was completed in 1997, Step 2 in 2000 and Step 3 in 2002.

**Definition and methodology** The study assesses the historical and archaeological importance and quality of survival of a sample of gas industry sites, relating to the manufacture, storage and distribution of coal gas from the beginning of the nineteenth century through to the 1960s. A small number of natural gas sites was also included. Both reviews followed standard practice for MPP industrial assessment projects. The sample of sites examined was selected from published industrial archaeology studies, correspondent's suggestions and data held on Historic Environment Records (HERS). The specific databases used comprised local authority Sites and Monuments Records (SMRs), the National Monuments Record (NMR), the Listed Building System (LBS) and the Record of Scheduled Monuments (RSM). In addition to the normal sources consulted for MPP, use was also made of a "list of operational gasholders built in or before 1890, as of June 1996" prepared by Transco. The gasholder typology was based on Tucker (see above)

**Coverage** The scope of the assessment survey is national. From the long short list compiled in the early step process, 151 were assessed at Step 3 (comprising 470 components). The majority of the assessments relate to the manufacture, storage and distribution of coal gas from the beginning of the nineteenth century through to the 1960s, whether for public, private or industrial consumption. A small number of natural gas sites were also included. The report divides the industry by end user rather than process: private sites built on domestic estates (25 sites assessed) or to supply a specific industry or institution (e.g., a dock, mill or farm -17 assessed); and public supplies such as town gasworks. Of the latter, 39 'large' town gasworks were assessed, 43 'medium', 15 'small'; there were 10 sites in addition under the heading 'company offices and laboratories'. Of the 151 assessed sites, 75 included gasholder remains but a further 206 on 29 sites were noted (i.e. not formally assessed for MPP purposes) that were 'close to or en route' to the formal assessed sites, most of them within Greater London. Descriptive summaries of all of these were entered into a relational database.

**Expert and authoritative** The results were subject to specialist consultation (SMRs, local heritage services, specialist technology history groups and societies). Michael Trueman is an experienced industrial archaeologist and an authority on the energy production industries.

**Soundness of recommendations** The Step 1 characterisation of the gas industry remains a benchmark for assessing significance in a national context. As with all MPP industrial assessments ‘the shortlist of sites for assessment at Step 3 was quite closely restricted with a view to seeking sites that were potentially of national importance, rather than sites that might satisfy the criteria of a listing review. As such many sites that were excluded from the assessment may well be of listable quality’ (Trueman’s electricity MPP report 1998b, p.17 but applicable to gas). However, although the report cannot be used as a *definitive* statement for designation purposes, it is still an indispensable guide. This is the case even though it has not undergone the rigorous in-house long-term management/designation sifting process that would have followed had the project moved on to Step 4. Because of the multi-period nature of many gas sites, a greater emphasis has been laid on individual components than is the case for most previous MPP industry studies.

Because administrative buildings and showrooms and components relating to carbonisation/gasification (for buildings but not for plant) and storage have a greater potential for reuse they were better represented than those relating to metering and pressure, pumping, purification and the treatment of raw materials which included plant that has been scrapped.

The listing/scheduling statistics for the industry (as of 2002) are interesting:

	<i>Sites</i>			<i>Components</i>			<i>Component entries</i>		
	<i>No</i>	<i>SM</i>	<i>LB</i>	<i>No</i>	<i>SM</i>	<i>LB</i>	<i>No</i>	<i>SM</i>	<i>LB</i>
Large town works	39		9	180		25	186		26
Medium town works	43	1	13	162	27	22	173	28	28
Small town works	15	1	1	37	3	1	41	3	1
Company admin	10		4	10		5	11		5
Private estate	25		16	42		19	51		25
Industry-specific	17	1	10	37	8	10	41	8	12
Natural Gas	2			2			2		
<b>TOTALS:</b>	<b>151</b>	<b>3</b>	<b>53</b>	<b>470</b>	<b>38</b>	<b>82</b>	<b>505</b>	<b>38</b>	<b>82</b>

Trueman concludes: ‘these figures illustrate the bias in the current listings towards private works. Presumably this reflects the more architectural nature of private installations (and the inclusion of some examples in the listings for group value with other estate buildings); the redevelopment pressures around town works; and (related to this) the generally better survival of private works.’ (p. 8)

The report draws a number of important conclusions:

- (a) Scheduling (2002) represents a limited overview of the history and technology of the industry and listing captures a ‘broader’ (but this does not necessarily mean representative) range. Listing coverage remains uneven and privileges small private works. Interestingly but not surprisingly, later developments are almost entirely omitted, as are important fragmentary remains.
- (b) The scarcity of identified early remains (to 1820) is a major gap in coverage. Otherwise the distribution broadly reflects historical development of the industry.
- (c) The most commonly surviving components are gasholders (largely because they found a new lease of life with natural gas) followed by administrative buildings.

- (d) Surviving small town works are scarce.
- (e) There is a very uneven survival of components.
- (f) Although there are some major gaps in the distribution of gasholders, the surviving stock did provide (2002) the basis of achieving a representative sample of designated sites.

**Clarity and accessibility** The MPP ‘industrial’ programme was publicised to archaeological and industrial history/technology audiences but not designed for wider dissemination. Step 1 & Step 3 reports are beginning to be made available digitally and are available for reference in the NMR. They were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these reports are highly regarded by HERs, as the only comprehensive, national overview of the historical industry, and form the basis for ‘local list’ designation in many areas.

**Implementation and sustainability**

Summary of assessment grades<sup>16</sup>.

	+++	++	+	R/+	R	L/R	L	0	?	Totals
Large town works	2	9	13	3	10			2		2
Medium town works	1	5	6	5	20	2	2	2		43
Small town works		1	1		4	3	3	3		13
Company admin		1	2	3	1	1	1	1		10
Private estate		2	2	5	10	1	2	2	1	25
Industry-specific	2		4	2	5	1	1	2		15
Natural Gas			1					1		1
<b>TOTALS:</b>	<b>5</b>	<b>18</b>	<b>29</b>	<b>10</b>	<b>50</b>	<b>8</b>	<b>9</b>	<b>13</b>	<b>1</b>	<b>140</b>

**Current relevance HIGH**

Because this MPP project did not get beyond Step 3 it is unfinished business and the material provides critical data for future assessment.

<sup>16</sup> Sites are graded on the following system: -

- +++ Sites of exceptional national importance, for which statutory protection will almost always be appropriate, and whose preservation will be of high priority for resource allocation.
- ++ Sites of clear national importance, for which statutory protection will normally be appropriate.
- + Sites of national importance, but of lesser priority for resource allocation; while these sites are of sufficient importance to merit statutory protection, non-statutory alternatives may in many cases be more appropriate.
- R Sites of regional rather than national importance for this industry; they are therefore ineligible for scheduling, **but other forms of protection (notably listing) may be appropriate**, otherwise non-statutory protection is encouraged.
- L Sites which retain archaeological features or deposits (and are therefore of local interest), but are not considered to be of any wider importance.
- 0 Sites that are believed destroyed, or never to have existed at the location reported.

### **Recommendation**

The most highly graded sites from the Step 3 evaluation should be a priority for consideration. The biases in listing coverage noted above should also be addressed.

### **References**

Trueman, M., 2002a. *Gas Industry Step 3 Report*. Report for English Heritage

Trueman, M. 2002b. *Gasholders Step 3 Report*. Report for English Heritage

## DESIGNATION AUDIT - MPP ASSESSMENT:

### 50. OIL

#### RETROSPECTIVE ASSESSMENT

**Note.** The documentation made available appeared to be incomplete, the various hand lists and gazetteers in the contents having no data attached. However, the discussion in the body of the report was adequate for current purposes.

**When?** This industry was taken as far as Step 3. Assessments were carried out between January 2001 and May 2002 (alongside the gas industry assessments), to the standard Step 3 procedure.

**Definition and methodology** The assessments relate to sites that illustrate the means of obtaining tar, coal oil, shale oil, bitumen and petroleum. Petroleum sites were restricted to the on-shore industry. The sample of sites examined was selected from OS 6" maps, historical map coverage and background documentary information (from SMRs, local studies libraries and record offices as appropriate), and status information (from English Heritage, the NMR, the LBS and SMRs). Sites were then visited and photographed.

**Coverage** The scope of the assessment survey is national. The number of sites involved was small –twelve containing 31 components. Of the twelve sites assessed, none related to wood tar or coal oil, two related to coal tar, three to shale oil, one to bitumen and six to petroleum. The sites relating to petroleum and shale oil provide ‘moderately good representation’ of the nature and history of these industries. The one site representing the bitumen industry is outstanding (the tar tunnel at Coalport) but as can be seen from the preceding sentence, the rest of the industry is very poorly represented or not represented at all. The two coal tar sites (Elsecar, South Yorkshire and Crew’s Hole, Bristol are unsatisfactory in representing the industry. Coal and shale oil sites are fragmentary and severely eroded. The petroleum sites ‘provide a fair representation’ of the industry. Overall, the impression is that representation of the oil industries (in 2002) was fair to poor, but that this reflected the degraded survival of key sites rather than inherent shortcomings in the survey and assessment coverage.

**Expert and authoritative** The results were subject to specialist consultation (SMRs, local heritage services, specialist technology history groups and societies). Michael Trueman, the author, is an experienced industrial archaeologist and an authority on the energy production industries.

**Soundness of recommendations** As with all MPP industrial assessments ‘the shortlist of sites for assessment at Step 3 was quite closely restricted with a view to seeking sites that were potentially of national importance, rather than sites that might satisfy the criteria of a listing review. As such many sites that were excluded from the assessment may well be of listable quality’ (Trueman’s electricity MPP report 1998b, p.17 but applicable to oil). However, although the report cannot be used as a *definitive* statement for designation purposes, it is still an indispensable guide. This is the case even though it has not undergone the rigorous in-house long-term management/designation sifting process that would have followed had the project moved on to Step 4. Note the shortcomings of coverage noted above.

**Clarity and accessibility** The MPP ‘industrial’ programme was publicised to archaeological and industrial history/technology audiences but not designed for wider dissemination. Step 1 & Step 3 reports are beginning to be made available digitally and are available for reference in the NMR. They were circulated to all SMRs and largely incorporated into those records. The reporting style and format was not designed for popular interest but these reports are highly regarded by HERs, as the only comprehensive, national overview of the historical industry, and form the basis for ‘local list’ designation in many areas.

**Implementation and sustainability** The situation in 2002 was that five components were listed and none scheduled. The step 3 report identified six sites of ‘clear national importance’. According to the LBS, there has been no designation activity since completion of the step 3 report.

Summary of assessment grades.<sup>17</sup>

Industry	+++	++	+	R/+	R	L/R	L	0	?	Totals
Wood-tar										0
Coal-tar				1	1					2
Coal-oil										0
Shale-oil		2		1						3
Bitumen		1								1
Petroleum		3	1	2						6
TOTALS:	0	6	1	4	1	0	0	0	0	12

## Current relevance HIGH

Because this MPP project did not get beyond Step 3 it is unfinished business and the material provides critical data for future assessment.

## References

Trueman, M. 2002 *Oil Industry Step 3 Report*. Report for English Heritage.

<sup>17</sup> Sites are graded on the following system: -

- +++ Sites of exceptional national importance, for which statutory protection will almost always be appropriate, and whose preservation will be of high priority for resource allocation.
- ++ Sites of clear national importance, for which statutory protection will normally be appropriate.
- + Sites of national importance, but of lesser priority for resource allocation; while these sites are of sufficient importance to merit statutory protection, non-statutory alternatives may in many cases be more appropriate.
- R Sites of regional rather than national importance for this industry; they are therefore ineligible for scheduling, **but other forms of protection (notably listing) may be appropriate**, otherwise non-statutory protection is encouraged.
- L Sites which retain archaeological features or deposits (and are therefore of local interest), but are not considered to be of any wider importance.
- 0 Sites that are believed destroyed, or never to have existed at the location reported.

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **51. BRIDGES**

#### **Retrospective assessment:**

#### **Scope of coverage?**

**When and who?** The Step 1 report for bridges was undertaken by Oxford Archaeology and compiled in 1997-98. No further evaluation or assessment work was undertaken.

**Coverage?** The scope of the assessment survey was national and cross period from prehistory to the modern era. The report covered, in considerable detail, the historical and technological developments of bridges; sources, both national and regional, for historical information on bridges; a classification and components descriptions; the legislative and policy framework; and criteria for future protection and management. It deals not only with standing bridges from the medieval period to the present day, but also with those known from the archaeological investigations of buried remains.

#### **Expert and authoritative?**

The work was compiled and researched by Klara Spandl (OAU) and Ron Fitzgerald (Structural Perspectives), with advice from Rob Kinchin-Smith (OAU) under the overall management of Julian Munby (OAU). The assessment process was thorough, consistent and extremely detailed, based on searches of SMRs and other local records as well as specialist national archives and datasets. There was no consultation stage.

The Step 1 characterisation for bridges sets out a detailed cross-period framework for assessing significance in a national context. It provides a sound, detailed account with substantial historical and technological background, and valuable supplementary support for the summary in the Transport Buildings Selection Guide for designation. There is a comprehensive county by county listing of SMR coverage, and of scheduled and listed bridges.

The study does not address C20th bridge design, e.g. for motorways and major river or estuary crossings, or modern period reinforced and cast concrete and steel construction.

#### **Soundness of recommendations?**

The Bridges Step 1 report recommended that because of the exceptionally large numbers of bridges in the country, further assessment should be broken down into three areas for steps 2 and 3. It suggested that Railway Bridges, Road bridges and Canal bridges should be dealt with separately, as having distinct operational issues and historical character.

Road bridges were recommended for initial consideration for Steps 2 and 3 and the proposal was for a national list of all road bridges compiled onto a central database containing locational and dating details. This list, it was suggested, could be compiled from the National Highways Authority database for all trunk roads and from County Highway Department databases, where they exist, for the rest of the road bridges. It was thought by obtaining information from these sources, that a database of approximately 90% of all road bridges could be compiled with minimum difficulty (based on the experience of the mini-survey carried out as part of the Step 1 assessment). This work

did not proceed possibly due to the scale of resources to undertake such a field assessment across every local authority in England.

**Clarity and accessibility?**

Step 1 for Bridges is an excellent reference work in which significant resources were invested. It deserves to be widely accessible for reference and use. Since it did not go out for consultation its availability, and indeed knowledge of its existence, is presumably very limited.

**Implementation and sustainability?**

Extensive existing listings and schedulings exist (over 6500 listed and nearly 550 scheduled bridges at the time of the Step 1 in 1998) and the management issues for highway authorities were addressed through a pilot HPA project in Cornwall. The Step 1 could be presented in a shortened form as a more detailed SHIER-style guide as an aid to decisions on future management and designations. A national field assessment, even along the efficient lines proposed in the Step 1 report, would be a major investment and has not been contemplated.

The Bedfordshire bridges project (Simco and McKeague 1997) provides a model for informed conservation management of historic bridges which has never been developed elsewhere and could be useful for highway authorities managing large numbers of historic structures.

**Current relevance: HIGH**

The principal risk to historic bridges in use arises from modern transport loads and safety requirements and from repeated accidental damage due to heavy traffic. Engineering and repair solutions devised for highways engineers may not be appropriate or necessary for the safe performance of historic bridges. There may also be conservation issues around early mass and reinforced concrete structures. Post war period bridges were considered in the listing programme (see Post War Programme summary).

The large number of bridges currently scheduled requires a disproportionately onerous consent regime. Under the proposed new legislation, the use of Heritage Partnership Agreements was envisaged for highway authorities with large numbers of designated structures (e.g. Devon has 506 listed bridges and 40 scheduled). This would have streamlined the current arrangements to advantage but pragmatically a scheme of this type could proceed using management agreements. Any enhancement of the current list/schedule for this class of structure should probably await the bedding in of new approaches and a review of the HPA pilot study.

Account should also be taken of the Bedfordshire bridges project (Simco and McKeague 1997) which provides an excellent model for conservation management of historic bridges – whether designated or not - that appears has never been developed elsewhere and provides a valuable tool for highway authorities managing large numbers of historic structures.

The topic fits well with the proposed thematic study for Transport.  
A Draft Note on Bridges is indicated on the Working Knowledge database (559) as awaiting development of policy?



## **Recommendations**

The MPP study is comprehensive, has high research value and should be widely available.

An HPA approach piloted with one authority (and even better with others in different regions, subject to EH Region advice on priority) should allow the development of a template for guidance on conservation management for historic bridges. Is the outcome of the HPR preliminary pilot available and already the basis for this? The Bedfordshire model is also well worth a look.

## **References**

Spandl, K. and Fitzgerald, R., 1998, *MPP: Bridges Step 1 Report*, Klara Spandl, Ron Fitzgerald, Oxford Archaeology

Simco, A., and McKeague, P., 1997, *Bridges of Bedfordshire*, Bedfordshire Archaeological Monograph 2, Bedfordshire County Council

## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **52. NEW FOREST**

#### **Retrospective assessment:**

##### **Scope of coverage?**

##### **When and who?**

The New Forest MPP study was commissioned from Andrew Crosby and ‘The New Forest: Monument Management and Protection’ was produced in 2002. The study was compiled with full involvement (including desk-based assessments, site condition information, and other HER and HLC information) from Hampshire County Council and Wiltshire County Council heritage services.

##### **Definition?**

The study was carried out in advance of a proposed bid for inscription of the New Forest as a World Heritage Site and its designation as a National Park. The principal aims were “to review the adequacy of protection currently afforded to monuments within the New Forest area, to identify areas of the Forest and particular classes of monuments where the current level of scheduling is inadequate or incomplete, and to propose a strategy for redressing those inadequacies and imbalances”.

The area studied was defined by the draft New Forest National Park boundary, which was still the subject of public consultation (Figure 1). The New Forest is the largest area of uncultivated land in lowland England, consisting primarily of heathland, valley bogs and ancient woodland. Occupying an area of approximately 56,000 hectares, it is a substantial remnant of a larger area set apart by William I in 1079 as a royal deer-hunting preserve and protected by Forest Law.

##### **Coverage?**

For scheduling purposes, only monuments demonstrably of ‘national importance’ were considered, i.e. typically monuments that survive well as visible features, retain good archaeological potential, are well supported by archaeological or historical documentation, and which are considered to have fallen out of current or future everyday use. Buildings were normally excluded where it was anticipated that they would continue in some form of use, considered to be more appropriately protected by listing.

All periods of site were included but coverage for the post medieval and modern periods was weak in existing records. With increasing levels of archaeological documentation and technical capacity—particularly increased availability of air-photo and geophysical survey data—the impetus was towards definition for scheduling of “monuments within larger areas that sometimes lack clearly visible surface remains but within which buried features and preserved land surfaces are expected to survive”, as well as reviewing old schedulings, many of which were completed in the first half of the last century.

##### **Expert and authoritative?**

The evaluation and assessment process was rigorous, based on detailed information and evaluations from the two relevant county HERs and other local records as well as national datasets and validated in the field. The study was undertaken by Andrew Crosby and reviewed by the two local authority archaeological services.

### **Soundness of recommendations?**

The report presented recommendations about the particular monument classes that could be targeted for further MPP evaluation and specific monuments were identified and prioritised for MPP inspection. The assessment was systematic and sound and based on good quality data including field inspection for condition.

The assessment of site condition in relation to ownership showed that the majority of well-preserved monuments in the New Forest—those likely to be considered of national importance—lie under Forestry Commission, Local Authority or National Trust ownership where management strategies can be developed effectively. For land in private ownership, monument protection was more reliant on the legal provisions of scheduling and local authority planning.

The strategy for proceeding for scheduling was not linked specifically with the options for monument management although the basis for doing so using this assessment is well-developed. The report notes that “areas of amorphous and/or extensive archaeological remains that are collectively important but individually insignificant or unsuitable for scheduling may be more appropriately protected through local management and planning designations. For this purpose the historic landscape characterisation studies of the New Forest need to be upgraded and refined.”

### **Clarity and accessibility?**

The report presents an authoritative assessment of the existing (2002) scheduling coverage and the scope for introducing more consistent and comprehensive statutory protection for nationally important monuments. It is understood that the report was never widely published though available through the relevant county HERs. Disseminated to landowners – NT, Forestry Commission???

### **Implementation and sustainability?**

c200 items (see Section 5 of the report) were identified as of potential national importance and recommended for consideration for scheduling. Many of these items represent poorly understood monument classes and/or are in uncertain condition and use. Listing might be more appropriate in some cases or other forms of management not explicitly considered in the report.

The study showed that progress with MPP assessment was good (figure 2), and tended to be most advanced for monuments with clearly defined earthwork or structural boundaries with a good level of understanding at a national level such as round barrows, hill forts and hunting lodges. The least scheduling progress had been made for:

- Monuments with amorphous or extensive boundaries and multiple components (such as deer parks and field systems, monasteries and granges).
- Monuments that are poorly understood nationally, lack national assessments or for which such studies are in their early stages of preparation (such as burnt mounds, salterns, rural settlements, industrial sites and twentieth century defences).

- Monuments that remain in some degree of use (such as water meadows and rural settlements).
- Monuments that are locally idiosyncratic and difficult to evaluate on a national basis (such as the many varieties of woodland and heathland enclosure found in the New Forest).

Current approaches suggest that some of these classes of site would be best managed by alternatives to designation (the area-based types in particular) while others might be considered for designation as part of an approach to heritage protection in former forest, deer park and chase landscapes; some are classes of site that can be better understood through MPP evaluations that were still underway at the time of this study (e.g. for industries, and C20th defence sites). In areas managed by other conservation bodies such as the Forestry Commission and National Trust, management agreements based on recognition of potential national importance might be an alternative to designation itself.

It appears that the programme for scheduling was not taken any further but precise and comprehensive working lists of sites for detailed evaluation were prepared in the report.

**Current relevance: MEDIUM**

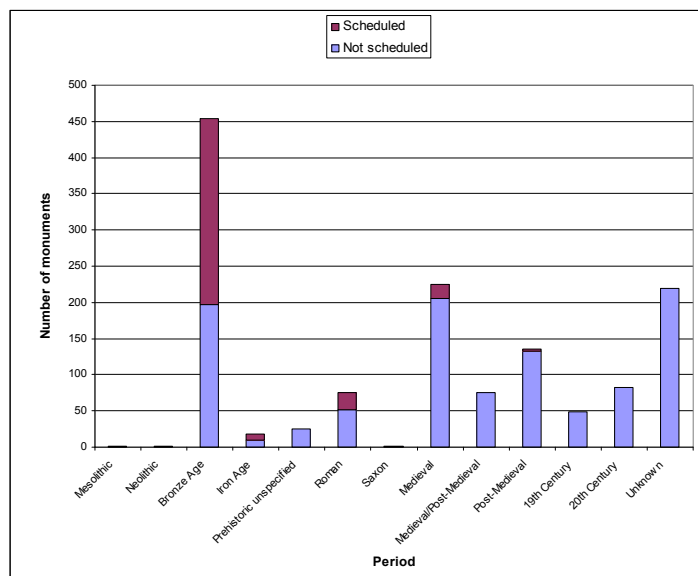
**Recommendations**

Liaison with the National Park service ( and through them with the Forestry Commission, NT and Natural England) is desirable to assess degree of risk, relevance of designation for managing change, conservation regimes and alternatives to designation. There may be forest / woodland / parkland conservation issues where individual designations will form part of an approach to overall conservation management and these need to be specifically identified. Countryside management / stewardship approaches are now further advanced and present a range of alternatives to designation which might be explored further capitalising on the groundwork done for this study. Some asset are types are covered by other thematic studies.

**References**

Crosby, Andrew, 2002, ‘The New Forest: Monument Management and Protection – a discussion paper’, report for English Heritage

**Figure 2: Proportion of items in SMRs scheduled for each period**



## **DESIGNATION AUDIT - MPP ASSESSMENT:**

### **53. NON-TIDAL RIVER THAMES**

#### **Retrospective assessment:**

#### **Scope of coverage?**

#### **When and who?**

An audit and assessment of the heritage assets controlled by the Environment Agency along the non-tidal reaches of the River Thames was commissioned in 2003/4 (Trueman 2004). The project's aim was to inform sustainable management of these assets, identify management issues and provide conservation advice which could be incorporated in the Agency's up-dated Environment and Design Handbook for the Thames to guide management action by the Agency.

#### **Definition?**

The project included detailed assessment of 45 operational lock and weir sites of the Thames Navigation, and other riverine structures that may have been linked to the navigation.

#### **Coverage?**

The approach was similar to that for the MPP evaluations for industrial sites, which included characterisation of navigation asset types (locks, weirs, lock houses, etc), field assessment and grading of sites as of local, regional or national importance, according to the non-statutory criteria for assessing national importance.

#### **Expert and authoritative?**

The study was undertaken by Dr Mike Trueman, an experienced industrial archaeologist. The study combined archive research, literature and comparative review, and collation of data from local and national Records, together with field assessment. The project created a searchable database with scanned plans and digital photographs for use by the EA . It also presented a national overview, characterisation and gazetteer for English River Navigations and related designated assets.

#### **Soundness of recommendations?**

The report recommended a programme for heritage management, with consideration of 8 sites for schedulings and c50 structures for listing among a range of other conservation measures. It took into account the management context for the assets and the need for designation as a mechanism used selectively to ensure long-term protection of the navigation system as a whole, differentiating operational from non-operational features. "It must be recognised that navigation features, along with the river channel generally, are subject to a process of constant change, both natural (particularly from erosion and vegetation changes, most prominently the growth and removal of trees) and man-made (through navigation works such as dredging, bank repairs, lock and weir construction, etc). In managing heritage features on the Thames it would be impractical to anticipate preserving the river in a given state - rather it has to be an exercise in managing change."

**Clarity and accessibility?**

The primary purpose of the audit was to provide a framework for effective management action by the Environment Agency including protection of the heritage assets identified as potentially meeting the criteria for designation. The report was not disseminated more widely.

**Implementation and sustainability?**

It appears that the designation recommendations were not implemented but the approach is highly sustainable and a good model.

**Current relevance: HIGH**

**Recommendations**

The designation recommendations from this project have apparently yet to be acted on. It provides a good model for an integrated approach to area assessment, combining listing and scheduling recommendations, based on focused research and presenting a national overview of this heritage asset type, taking into account the operational and conservation management requirements for the managing Agency. There may be scope for a management agreement approach as an alternative to designation.

**References**

Trueman, M., 2004, 'Audit of the Heritage Assets of the Non-Tidal River Thames', Report for the Environment Agency and English Heritage, July 2004

## DESIGNATION AUDIT –REGISTERS

### 54. PARKS AND GARDENS REGISTER (AND A NOTE ON THE BATTLEFIELDS REGISTER)

#### 54 PARKS AND GARDENS REGISTER

**Scope and coverage** The Parks and Gardens Register has a well-presented section on the EH web site that adequately summarises procedures and the most recent thematic projects. The register is compiled by EH under the National Heritage Act 1983. Its principal objective is set out on the EH web site:

The main purpose of this register is to help ensure that the features and qualities which make the landscapes so listed of national importance (sic) are safeguarded during ongoing management or if any change is being considered which could affect them. It is hoped that, by drawing attention to sites in this way, English Heritage will increase awareness of their value and encourage those who own them, or who otherwise have a role in their protection and their future, to treat these special places with due care.

In 1995 a statutory duty was placed upon local authorities to consult the Garden History Society (and with highly graded cases, English Heritage) on applications affecting registered parks and gardens. There are currently nearly 1,450 sites included on the *Register*. Around 30% of these are considered to be of exceptional historic interest and graded at II\*. A further 10% are of international importance, and are graded at I.

Although designed to be so, the *Register* is not in fact fully comprehensive. An accelerated phase of the register (1994 to 1999) comprised a programme of county-based surveys carried out in partnership with local authorities and other locally based organisations. Shortlists of parks and gardens that might be of sufficient historic interest to merit registration were drawn up for all counties. Limited resources did not allow EH to complete the final assessments for formal designation, but the short lists serve to inform designation casework as appropriate (available on the shared EH G-drive).

**When and why?** The first phase of the register was published between 1983 and 1988. The early history is outlined by John Watkins and Paul Stamper in *Conservation Bulletin*, 49 (summer 2005), pp. 33-4. An accelerated county-based programme took place between 1994 and 1999 in response to increasing pressure from specialist bodies such as the Garden History Society and in the light of the limitations of the first register, which no longer reflected the current state of research and understanding. The revised and expanded register provided much fuller and better-documented individual entries. As with listing policy, the advantages of a relatively slow geographical approach to updating the register over a more thematic approach were brought into question, given the urgency of the threats to certain categories such as public parks, hospital grounds, town squares and cemeteries –areas in which the earlier lists were defective. Three types were identified as urgent priorities: public (mainly town) parks (1999-2002), hospital grounds (2001) and cemeteries (2002-03).

(a) Public parks. The project was carried out between 1999 and 2002. 133 public parks were already registered, one in grade I, 15 in II\*. 120 new sites were short-listed and of these 84 were registered in grade II. In March 2003, 34 up-gradings were proposed from

among the 84 new registrations Source: Harriet Jordan's paper to the Parks and Gardens Advisory Panel. As far as is known these up-gradings have not been implemented systematically.

(b) Hospital grounds. These were assessed in June 2001. Eleven purpose-built hospital sites were recommended for registration. (We have not been able to confirm whether these were implemented.)

(c) Cemeteries. The situation is succinctly summarized on the register web site. There were only 14 cemeteries (out of 1,065 sites) on the phase 1 register. In 1994, English Heritage commissioned a desk-based thematic survey to provide the context for further assessment work. (Chris Brooks, *English Historic Cemeteries - A Themed Study*, 1994). Little progress was made until 2001 when additional resources were found to enable the setting up a two-year project designed to bring the *Register* up to date. Cemeteries are specifically excluded from our brief.

It should be noted that a number of specialist studies related to the register were specifically excluded from our brief. These are listed below (source: appendix 1 to project brief).

Post-War landscapes	Barbara Simms	2003	Study on post-war housing developments	x
Asylums / Surplus NHS Sites	Sarah Rutherford	2005	Report completed	?
Medieval Deer Parks	Chris Taylor	1994	Report completed	?
Early 18 <sup>th</sup> C formal landscapes	David Jacques?	2003	Report not delivered	?
Small Parks and Gardens	Hazel Conway	1993	Report completed	?
William Sawrey Gilpin	Sophieke Piebenga	1994	Report completed	
Communal Private Open Space	Jane Root	1993	Report completed	?
Kitchen Gardens	Susan Campbell	1993	Report completed	?
Villa Gardens	Debois Landscape Survey Group	1995	Report completed	?
Rock Features and Rock Gardens	Susan Schnare	1993	Report completed	?
Rented Town Gardens	David Lambert	1994	Report completed	?
Capability Brown Landscapes around	Debois Landscape Survey Group	1994	Report completed	?



London				
Garden Squares	Camilla Beresford	2002	Report completed	?

**Definition and methodology** The county surveys (which are not really legacy *thematic* surveys) were compiled on the basis of high-level research and liaison with partners, particularly the Garden History Society and other specialists and local authorities. They were carried out by commissioned specialists under the expert eye of EH staff. The thematic reports were compiled along conventional lines: expert reports comprising a literature trawl, assessment of the resource and its survival rates and a provisional short list of potential candidates for registration. The specialist reports summarised in the above box are all written by consultants commissioned by the Gardens and Landscapes team and will be placed on the web in due course as detailed asset descriptions.

**Expert and authoritative** The register is guided by the specialist Parks and Gardens. Reports consulted were drawn up by expert EH staff (Harriet Jordan, Sarah Rutherford and Jennifer White).

**Soundness of recommendations** The reputation of the register is high but there is some frustration that the county survey remains incomplete.

**Clarity and accessibility** Although the general information on the register on EH's web site is easily accessible, the same unfortunately does not apply to the register entries themselves. The early county registers were archived as grey literature but once the data was digitised with the potential for its being placed on the web, problems arose about dissemination. As with the Images of England project, some owners feared that public digital access to the register details (or the images of listed buildings) would become a 'burglar's charter'. The perceived strength of the opposition (both campaigns were mobilised by a relatively small number of activists) forced EH to back off and the full register details are not available to the general public electronically. A very useful web site, <http://www.parksandgardens.ac.uk/>, operated by a not-for profit company (Parks and Gardens Data Services Ltd based at York University) is compiling stripped down versions of the register details. Several local authorities maintain their own parks and gardens register web sites, most of them built up around the EH register lists or entries: amongst the most impressive is that for Hampshire. It is likely that when the new UDS computer system is in operation next year, the registers will be placed on line along with all the other designations.

**Implementation and sustainability** The register is a core component of EH's suite of designations and have proved to be robust as tools for supplementary planning guidelines and for defining material considerations for consent purposes. There is a strong case, if resources permit, to complete national coverage. Although the 'long short lists' may be helpful they do not provide the definitive planning aids that LAs require. Partial coverage is not sustainable in the long run.

**Current relevance/recommendations HIGH** The Parks and Gardens Register is an effective and well-regarded resource. It county survey was suspended mainly for reasons of economy. The most vulnerable types of site have been assessed as separate thematic exercises. Because a statutory duty has been placed upon local authorities to consult the

Garden History Society (and with highly graded cases, English Heritage) on applications affecting registered parks and gardens, there is a strong case to see the programme through to completion. All parks and gardens are by definition *areas* of historic interest; most contain buildings (which were not systematically assessed for listing in parallel); some contain scheduled monuments and many have significance archaeology: they are clear contenders for a heritage management agreement approach. The register is unfinished business with the potential to be reconstituted in partnership with county councils and in full harmony with HPR principles.

#### **A note on the Battlefields Register**

The Battlefields Register was excluded from our brief but is worth a note in the context of our audit. It was established in 1995 and, as with the Parks and Gardens register, inclusion is a material consideration within the planning process. This has been effective in controlling development and mineral extraction (Tewkesbury) and local authorities have powers to require potential developers to evaluate a battlefield and the impact of their proposals upon it, whether the battlefield is registered (Adwalton Moor) or not (Fulford). Ministers appear already to have indicated that battlefields should be protected against unlicensed metal detecting (UK Battlefields Resource Centre web site; statement not checked) which will increase pressure to complete the register as part of HPR in the light of present interest in loss through nighthawking. Like parks and gardens, battlefields offer great potential to heritage management agreement solutions.