

State of the
Historic
Environment
Report

2002

This document provides the supporting evidence for the *State of the Historic Environment*. It should be read in conjunction with the Summary which draws out some of the main messages. *Regional Factsheets* have also been produced based on the information contained in this document, and in the case of Yorkshire, English Heritage has prepared a more detailed regional report based on work by Yorkshire Forward.

The Report builds on the work of *The Heritage Monitor*, which was published for 25 years by the English Tourism Council (previously English Tourist Board), until its final edition in 2001. The contents and format of *The Heritage Monitor* have provided us with a useful starting point.

This is the first of an annual series of reports and, as such, is a starting point rather than a conclusion. Views are sought on the content of the Report and the issues and indicators on which it should focus in future years in order to measure change effectively.

Responses can be made via the website www.historicenvironment.org.uk or in writing to:
State of the Historic Environment Report, English Heritage, 23 Savile Row, London W1S 2ET
The closing date for comments is 28 February 2003.

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State of the
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**HISTORIC
ENVIRONMENT
ASSETS**

Historic Environment Assets

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1.0

INTRODUCTION

The State of the Historic Environment Report 2002 is the response to the request in *The Historic Environment: A Force for Our Future*¹ to produce a pilot historic environment report. It is the first of an annual reporting cycle which will examine change in the historic environment. This report seeks to cover the main elements of what is termed the 'historic environment' which is described in *Power of Place*² as being 'what generations of people have made of the places in which they lived'. It does not pretend to be completely comprehensive and its purpose is to inform, rather than fix, the nature of future State of the Historic Environment Reports (SHERs).

The scale of the historic environment makes it a challenge to quantify; it is estimated that only around 5%³ of the total resource is statutorily protected and what is considered to be a part of the historic environment is being constantly redefined. Most sites will always remain outside the various statutory systems that were set up to protect the most important elements but they are still significant. This report devotes more space to statutory sites because more is known about their number and condition. Some elements, such as historic field patterns, cannot be easily quantified and protection through designation is unlikely to be appropriate. Furthermore many aspects can only be assessed in qualitative terms and these present considerable difficulties in measurement.

¹ *The Historic Environment: A Force for Our Future*, Department for Culture, Media and Sport, 2001.

² *Power of Place: The future of the historic environment*, Power of Place Steering Group, 2000.

³ Darville, T. and Fulton A.K. *The Monuments At Risk Survey of England 1995*. Bournemouth University and English Heritage, 1998.

⁴ *SMR Content and Computing English Heritage and National Monuments Record report by Martin Newman 2002.*

⁵ *SMR Content and Computing.*

⁶ Information from Stuart Bryant ALGAO

⁷ Darville and Fulton 1998.

⁸ *Historic Environment Records: Benchmarks for Good Practice English Heritage and ALGAO, June 2002.*

⁹ *SMR Content and Computing Survey 2002 English Heritage/ National Monuments Record, Data Services Unit.*

1.1 A BROAD VIEW OF THE HISTORIC ENVIRONMENT

1.1.1 SITES AND MONUMENTS RECORDS

There are now more than 100 **Sites and Monuments Records (SMRs)** mainly based in Shire Counties, Unitary Authorities or in shared partnership arrangements, a rise of 20 in the last 4 years⁴. This rise is a result of local government reorganisation and the Urban Archaeological Database programme. SMRs record all sites of interest, whether protected or not. There are estimated to be around 1 million sites on SMRs in England⁵ and around 6.5% of the land area of England contains recorded archaeological monuments (including buildings). The Association of Local Government Archaeological Officers (ALGAO) estimates that the number of entries is growing at around 5% per annum⁶. The majority of this growth is in urban areas under more recently developed structures⁷. It is widely recognised that the role and scope of SMRs need to be better defined and that a clear development strategy is needed. National definitions and standards are currently under consideration⁸ and the National Monuments Record (see Section 3.2) is carrying out an audit process.

The Government welcomed the recommendation in *Power of Place* that their scope should be broadened into Historic Environment Records with access being facilitated through the use of electronic media. Access to online information is also being provided by a Heritage Lottery Fund assisted project to facilitate greater public access to SMRs, eg Durham and Northumberland's *Keys to the Past* project.

The *SMR Content and Computing Survey*⁹ found that SMRs have been broadening the scope of what they record but are focussing on designations directly relevant to the historic environment such as scheduling rather than others that apply to land on which the sites are found (such as Sites of Special Scientific Interest). Nearly all SMRs are recording events such as excavations and surveys and although most hold some form of archive material, fewer link such records electronically. The report identified that SMRs need to further expand the sites they record and the archives they hold in order to fulfil a wider remit as Historic Environment Record (HERs). Whilst there has been an increase in the use of databases and Geographical Information Systems (GIS) in SMRs (88% of all SMRs), up to 10% of these are using obsolete or unsupported database packages. Virtually all operate some form of public service although the nature of this is variable.

Future indicators for SHER might include the number of on-line SMR/HERs, levels of resourcing and staffing.

1.1.2 INTERNATIONAL TREATIES AND CONVENTIONS

The past few decades have seen an increase in the number of international treaties related to the conservation of the historic environment. These are of growing importance as international trade in artefacts and materials grows, and the exchange of ideas becomes ever more rapid. This is particularly the case within the European Union. The current UK position regarding international conventions and protocols is shown in chart 1.

In subsequent years, this report will need to consider the links with the EU in greater depth, particularly in its consideration of how historic environment assets in the Union may be measured and change assessed. Consideration will also need to be given to **comparisons between countries** to give an impression of how England is progressing in the management of its historic resource in relation to other states with similar assets. International comparisons are, however, complex to assess fairly. Work is taking place in DG Environment section of the EU to co-ordinate a thematic programme on natural resources.

1 International treaties and conventions

CONVENTION	Body	Date	In force since	Number of Ratifications	UK position
LONDON CONVENTION (ARCHAEOLOGY)	Council of Europe	1969	1970	24	Denunciation – replaced by Valletta convention
VALLETTA CONVENTION (ARCHAEOLOGY)	CoE	1992	1995	27	State party to convention
GRANADA CONVENTION (ARCHITECTURE)	CoE	1985	1987	35	State party to convention
FLORENCE CONVENTION (LANDSCAPE)	CoE	2000	Not yet in force	3	Govt under taking regulatory impact assessment
HAGUE CONVENTION (PROTECTION OF CULTURAL HERITAGE IN TIMES OF CONFLICT)	UNESCO	1954	1956	103	Signed but not ratified
HAGUE CONVENTION 1 st PROTOCOL	UNESCO	1954	1956	84	–
HAGUE CONVENTION 2 nd PROTOCOL	UNESCO	1999	–	10	–
WORLD HERITAGE CONVENTION	UNESCO	1972	1976	174	State party to convention
UNDERWATER CULTURAL HERITAGE CONVENTION	UNESCO	2001	Not yet in force	?	UK has not signed
UNESCO CONVENTION ILLICIT TRADE IN CULTURAL OBJECTS	UNESCO	1970	1972	93	UK ratified July 2002
EU DIR AND REG (PREVENTION OF ILLEGAL TRADE IN ANTIQUITIES)	EU	1993	–	15	In force
UNIDROIT 1995 CONVENTION ON PREVENTION OF ILLEGAL TRADE IN ANTIQUITIES	UNIDROIT	1995	1998	17	UK has decided not to sign

Source: Council of Europe – Steering Committee for Cultural Heritage/English Heritage



British Camp, Malvern Hills. This Iron Age hillfort is on the Herefordshire/Worcestershire border. The shire ditch, a medieval boundary feature of possibly prehistoric origin, can be seen following the ridge. Understanding the many layers of historic landscape assists in decision-making about the management of an area. An archaeological survey of the area will feed into the Malvern Hills Area of Outstanding Natural Beauty Management Plan.

¹⁰ Council of Europe 2000: *European Landscape Convention*, Florence, European Treaty Series – No. 176: www.coe.int/T/E/cultural-co-operation/Environment/Landscape. Also Déjeant-Pons, M. 2002: *The European Landscape Convention*, Florence, in Fairclough and Rippon (eds) 2002, 13-24.

¹¹ Fairclough, G. J., Lambrick, G. and McNab, A. 1999: *Yesterdays World, Tomorrow's Landscape* (The English Heritage Historic Landscape Project 1992-94), London: English Heritage. Herring, P. 1998: *Cornwall's Historic Landscape. Presenting a method of historic landscape character assessment*, Cornwall Archaeology Unit and English Heritage, Cornwall County Council. See also Hampshire County Council website: www.hants.gov.uk/landscape. Fairclough, G.J. and Rippon, S.J. (Eds) 2002: *Europe's Cultural Landscape: archaeologists and the management of change*, EAC Occasional Paper no 2, *Europae Archaeologiae Consilium* and English Heritage, Brussels and London.

¹² Countryside Commission, 1998: *Countryside Character* volumes: vols 1 to 3, Countryside Agency, 1999: *Countryside Character* volumes: vols 4 to 8; www.countryside.gov.uk/cci.

¹³ Ref 5: Roberts, B.K. and Wrathmell, S. 2000: *An Atlas of Rural Settlement in England*, English Heritage, London.

¹⁴ Darville T and Fulton A.K. 1998.

1.1.3 HISTORIC LANDSCAPE CHARACTERISATION

English Heritage's Historic Landscape Characterisation (HLC) programme is carried out in partnership with local government archaeological services to provide SMRs for the first time with a generalised, county-wide understanding of the historic character of the landscape. The actual historic fabric of the countryside – hedges, walls, the shape and pattern of fields, the human-made distribution and type of woodland and heath, the settlement patterns and the tracks and roads – has usually been overlooked by SMRs in favour of conventional archaeological sites and monuments, and HLC is starting to correct this. The programme's products are sophisticated Geographical Information Systems (GISs) with related databases, that are being used as Supplementary Planning Guidance to guide planning decisions. They also inform the application of Hedgerow Regulations, the targeting of agri-environmental grant schemes and wider research. The HLC method borrows some techniques from landscape assessment, and is designed to create an historical/archaeological contribution to the wider project of holistic landscape assessment and characterisation and to Quality of Life Capital in line with the European Landscape Convention (Florence)¹⁰.

HLC, developed in the mid-1990s, was first used successfully in Cornwall, and has spread now to over half the country¹¹. SEE **DIAGRAM 2**. It has been endorsed by *Force for our Future*. In the near future, completion of HLC in all counties in government regions will allow the creation of regional syntheses and overviews, as a step towards connection with the Countryside Character¹² and English Heritage's Settlement Atlas¹³. At the same time many County Councils are using HLC techniques to work at more local scales for particular conservation purposes, within the framework of their county-wide HLCs.

The Countryside Character Map of England is used in land use planning to help ensure development respects or enhances the distinctive character of the land and the built environment, including nature conservation, scenic and historic aspects. English Heritage and the Countryside Agency are working with other partners on the development of a Change in Countryside Character Indicator of which historical and cultural data will be an important component.

Heritage Landscape Management Plans provide for conservation of the estates considered to be of outstanding national interest. New Joint Management Standards agreed between English Heritage, Countryside Agency and English Nature together with forthcoming joint guidance will help improve management of change for these assets.

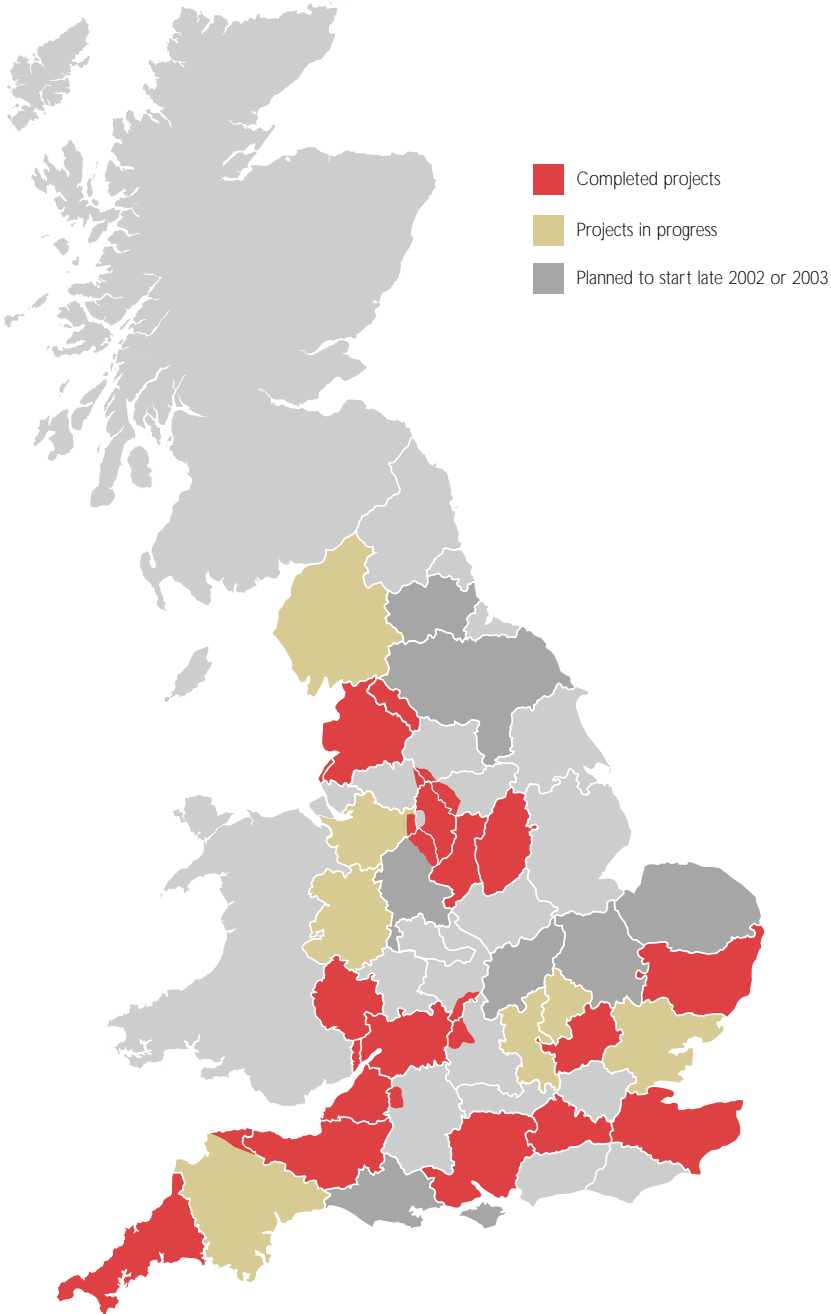
1.1.4 MONUMENTS AT RISK SURVEY OF ENGLAND

The Survey,¹⁴ although now several years old, gives the best national picture of the number, location and type of monuments in England. The Survey, cross-checked with other records, estimated that there were about 300,000 recorded monuments in England, covering approximately 8,500 sq. km. or 6.5% of the land area. On average, there were 2.25 recorded monuments per sq km, approximately 6% of all recorded monuments were scheduled and a further 12% of monuments had some other form of protection, largely listed building status.

The monuments were divided into three categories: earthenworks such as burial mounds or banks which formed 29% of sites, buildings and monuments which formed 35% of sites, and landcuts such as ponds, quarries or wells which made up 36% of all sites. The sites included 12% prehistoric monuments, 7% Roman, 21% medieval and 34% post-medieval.

The Survey revealed that 6% of recorded monuments had been completely destroyed by 1995 and half of these (about 23,500) were lost between 1945 and 1995: the loss of one monument a day. Less than 20% of those sites lost had been wholly or partly excavated prior to destruction. Since 1945 agriculture has been the single biggest cause of unrecorded loss of archaeological sites, responsible for 10% of all cases of monument destruction and for some 30% of piecemeal, cumulative damage.

2 Progress of Historic Landscape characterisation – August 2002



¹⁵ *Exploring our Past Implementation Plan 1998*, English Heritage.

¹⁶ *MPP2000 A review of the Monuments Protection Programme 1986 to 2000*, English Heritage, December 2000.

¹⁷ *Land Use Change in England No 15, January 2007*, Department of Environment, Transport and the Regions.

¹⁸ *English House Condition Survey 1996: A Summary* Department of the Environment Transport and the Regions, www.housing.dtlr.gov.uk/research/ehcs/summary/1.htm

The survey showed that alongside monuments lost as a result of development, substantial additional losses had resulted from processes such as intensive agriculture, forestry, water abstraction and natural erosion. Unlike losses to development, these were not compensated by any form of mitigation. The government's current review of its environmental farming schemes and its determination to secure reform of the Common Agricultural Policy now offers a real chance to begin to reverse some of these damaging processes.

The issues raised in the Survey are being addressed by English Heritage at a national level¹⁵ through central funding for a wide range of projects that are identified within the national research agenda for archaeology. This support includes promoting under-studied or vulnerable areas, assessment of survival and condition of monuments and part-funding of local authority archaeological posts.

1.1.5 MONUMENT PROTECTION PROGRAMME

English Heritage's **Monument Protection Programme** (MPP) has been in operation since 1986. "It is a comprehensive review and evaluation of England's archaeological resource, designed to collect information which will enhance the conservation, management and public appreciation of the archaeological heritage. One of its principal aims is to identify monuments and sites whose national importance and conservation needs justify some form of statutory protection."¹⁶

Work has been completed or is underway on five themes and further sub-themes: Industrial, Settlement, Agricultural systems, Military and Ecclesiastical. Within the Industrial category, for example, reports have been produced on 33 industries, some 1,500 sites and buildings have been reviewed and 1481 recommendations have been produced leading to hundreds of listings and schedulings. The work on Settlement has led to **Urban Archaeological Databases** (UADs) being set up in Bristol, Bath, Newcastle, Plymouth, St Albans, Shrewsbury and Winchester. Extensive Urban Surveys have been completed in nine counties with work going on in many other areas. Such work is important in understanding the broader context of the historic environment, rather than just the elements that are appropriate for statutory protection.

The Cornwall and Scilly Urban Survey is providing characterisation work into the urban regeneration process through the EU Objective 1 funding.

1.1.6 OTHER WAYS OF MEASURING THE HISTORIC LANDSCAPE

The implications of the Council of Europe's *European Landscape Convention* (**The Florence Convention**) are currently high on the historic environment agenda. At the Convention's heart is the fact that the landscape, in all its variations, plays a crucial part in defining Europe's common heritage. Landscape forms the setting for everyday life and its natural and human-made variations help define regional and local identity.

Change is a constant feature of the landscape, both urban and rural, but the centuries-long slow change from rural to urban land uses continues. The Department of Transport, Local Government and the Regions (DTLR) work which looks at **land use change**¹⁷ from 1985 to 1995 found that some 74,000 hectares of rural land moved to urban use over the ten year period, just under half of it for residential development and one fifth for transport and utilities. In the same period only 9,000 hectares moved from urban to rural use. Within rural to rural change in the decade, the largest single category of change was from agriculture to forestry, open land and water (23% of the total rural to rural change of 159,000 hectares, i.e. around 36,500 hectares).

The **English House Condition Survey** 1996, which is about to be updated, estimated there were 20.4 million dwellings in England in 1996 (647,000 more than in 1991¹⁸), 4.8 million (24%) dating from before 1919. London, the North West, South West and Yorkshire regions have above-average numbers of pre-1919 dwellings. Of the current housing stock built before 1850 the largest single category (more than 40%) of dwelling type is the detached house with less than one-third of the stock being terraced. The majority of the housing stock built during the periods 1850 to 1899 and 1900 to 1918 is terraced, but housing stock surviving from the 1919 to 1944 period is almost 50% semi-detached with just over a quarter being terraced. There is a higher percentage of pre-1919 dwellings in the rural stock (28%) compared to the urban stock (23%).



Agricultural operations in the Raunds area of Northamptonshire.

Concern about repeated ploughing of this archaeologically important area led to an evaluation by English Heritage and a recommendation for scheduling.

After inner city London, predominantly rural districts dominated by seaside and spa towns have the highest level of pre-1919 dwellings (38% of all stock). It is in older London Boroughs, urban districts, resort and older university towns that the levels of disrepair are the highest and they are twice as high as average in the Index of Local Conditions 56 most deprived authorities. The highest levels of disrepair are in the private rented sector.

There is no scope within this first SHER to measure and evaluate this change, as trends occur over long periods, but it is recognised that the work carried out by the **Countryside Survey** sets a useful model for future work. The recent completion of the fourth national survey of the countryside in Great Britain and its general availability on a website¹⁹ provides an important new source of information on the natural and rural environment. Based on a resurvey of 258 sample 1km squares (now 263), first examined in 1978 (with additional squares added for the current survey), it provides information on soil, land and species and habitat condition.

English Heritage is carrying out a pilot survey to identify how historic environment elements can be recorded as part of the Countryside Survey and 10% of the sample squares will be examined in 2002 and 2003 in time for the preliminary findings to be reported in SHER 03.

It will study such things as plough-levelled sites, residual earthworks under plough, earthworks in established pasture, field systems, buildings and settlement patterns. If the trial work proves successful, it is proposed to include an historic environment element in the next Countryside Survey in 2006.

The **Quality of Life Counts sustainability indicators** included in the Department of Environment Transport and the Regions publication in 1999 referred to only two national level indicators related to historic features. One related to Buildings at Risk, the other, Indicator S5, related to Landscape Features – hedges, stone walls and ponds, which was based on the Countryside Survey information. Although it represents only a small proportion of the historic environment resource, it remains useful and is likely to be used as an indicator for SHER. Other relevant land use data already being collected that affects archaeology, such as the DEFRA indicators on National Loss of Soil to Development or Loss of Semi-Natural Grassland, are likely to be incorporated in future SHER reports.

Other key elements of the rural landscape that are known to be particularly at threat at the moment are **traditional farm buildings**, which have come under severe pressure for change in the past few decades.

In some areas, particularly near to large population centres outside National Parks or Areas of Outstanding Natural Beauty, a high percentage of such buildings have already been converted to alternative uses, mainly residential. Although there has been some research into the impact of these changes in various parts of the country, the overall effect is still not fully understood. Initial research commissioned by English Heritage and the Countryside Agency and carried out by the Countryside and Community Research Unit at the University of Gloucestershire²⁰ on changing uses of listed agricultural buildings will be available for inclusion in future SHERs. Work to date has demonstrated that England's stock of historic farm buildings is threatened by both dereliction and inappropriate development. The research is looking at both listed and unlisted buildings and is identifying lack of information on the resource as a block to decision-making.

Survival of ridge and furrow and hedgerows. Work by English Heritage and Northamptonshire County Council on Midlands open fields, principally 'ridge and furrow'²¹, which was published in 2001 devised a classification system. It then mapped and assessed the south Midlands to ascertain how much of the feature survived. Historical records were also examined. The study showed that good quality ridge and furrow features now survive in only a few places, and priority areas in 43 townships (40 parishes) were identified.

¹⁹ www.cs2000.org.uk

²⁰ *Historic Farmsteads: Audit and Evaluation*, Dr Peter Gaskell, CCRU, University of Gloucestershire, 2001.

²¹ *Turning the Plough. Midland open fields: landscape character and proposals for management*, David Hall, May 2001.

²² *Archaeology and peat wastage on the Somerset Moors*, Brunning, R.A. 2001. Somerset County Council, Taunton.

²³ University of Exeter and English Heritage.

²⁴ Information from Steve Emery, English Heritage.

²⁵ Only around 50 of English Heritage's 400+ properties are roofed; most of the others are earthworks or masonry ruins that are not susceptible to fire damage.

²⁶ www.english-heritage.org.uk

At one time virtually all of the 2,000 townships in the study area would have had large areas of ridge and furrow, often up to 90% of land area. However, it is now becoming increasingly uncommon; only 104 townships were identified as having more than 18% and only 43 were outstanding examples.

This disappearance is occurring rapidly; from 1996 to 1999 the number of settlements with more than 40% survival fell from nine to six townships. The report notes that 'what was once common and often unregarded is now rare and needs to be valued.'

Other aspects of historic rural landscape that may benefit from inclusion in future SHERs include: Ancient Semi Natural Woodland, water, meadows, wood, pasture, veteran trees, downland, open forest (as in New Forest), commons and greens.

There are other changes in the rural landscape that are of concern. **Mineral extraction** has long affected certain areas, such as china clay extraction in the SW, because of the loss of archaeological sites. There is not, as yet, a national collection of information of the type that might be included in SHER, but such information would be valuable in indicating which areas or types of site are most under threat. Related to this is the concern over **peat extraction** and loss of wetlands and the recent case in Yorkshire where negotiations halted further peat extraction from a site of natural and archaeological importance. Evidence from ground anchors in Somerset²² suggests that peat wastage in 'wet' grassland in the Somerset levels will destroy 0.44m to 0.79m of peat over the next century.

This is enough to destroy all the 52 known waterlogged sites in the area, including 15 Scheduled Monuments. Climate and agricultural change will increase the rate of this destruction. Research into Monuments at Risk in England's Wetlands²³ shows that at least 50% of the original lowland peatland has been lost in the past 50 years. An estimated 3000 monuments have been destroyed and 10,000 damaged over this period.

Agri-environment schemes offer opportunities for farmers to maintain or repair aspects of the historic environment such as traditional field boundaries as part of the **England Rural Development Programme**, accounting for approximately 8% of the overall UK public expenditure on agriculture of over £3billion a year. This is likely to increase with the shift towards environmental management payments away from production-related subsidies.

Another significant risk comes from **flood damage** and **sea level rise**. Although damage by flood rarely results in the complete loss of historic structures, many more historic buildings are affected by it rather than by fire. The Environment Agency estimates that there are around two million properties at risk from flood in England, affecting five million people, yet 50% of these householders completely ignore the hazard and only 5% do something about it.

Climate change is an acknowledged threat to the natural and historic environment alike. Changes in intensity and frequency of storm events, for example, pose a challenge to conservation of a wide range of the historic environment from coastal monuments to veteran trees.

Investment in flood alleviation schemes by the Environment Agency and coastal defence works by Department for Environment, Food and Rural Affairs (DEFRA) will also be alleviating the problems in certain locations. Future SHERs will cover this topic in greater detail.

One of the principal risks to historic buildings is through **fire damage**. It is estimated that a property will, on average, suffer severe fire damage every 200 years²⁴. English Heritage keeps records of fires at its properties which reveal that there were 79 incidents reported at its 400+ sites (including c 50 roofed properties²⁵) between January 1999 and March 2002, an average of around 24 incidents a year. Information on planned, current or completed research relevant to fire protection of historic buildings is made available to other interested parties via the Historic Buildings Fire Research Database (FReD) which is currently managed by Government Historic Buildings Advisory Unit. FReD is accessible to the public via the English Heritage website²⁶.

In future years an indicator could perhaps be developed from the records input or the user statistics for FReD. Further work is needed to identify the scale of these threats to the historic environment.

3 World Heritage sites

INSCRIBED WORLD HERITAGE SITES THOSE ON UK TENTATIVE LIST	Management Plan/Steering Cmte	Local Plan Policies	Inscription	Region
DURHAM CASTLE AND CATHEDRAL	In preparation/Yes	Yes	1986	NE
IRONBRIDGE GORGE, SHROPSHIRE	Yes/Yes	Yes	1986	WM
STUDLEY ROYAL PARK & FOUNTAINS ABBEY RUINS	Yes/Yes	Yes	1986	Yorks
STONEHENGE AND AVEBURY, WILTSHIRE	Yes/Yes	Yes	1986	SW
BLENHHEIM PALACE, OXFORDSHIRE	No/No	In progress	1987	SE
CITY OF BATH	In preparation/Yes	Yes	1987	SW
HADRIAN'S WALL	Yes/Yes	Yes	1987	NE/NW
WESTMINSTER PALACE, ABBEY & ST MARGARETS CHURCH	Yes/Yes	Yes	1987	London
TOWER OF LONDON	In draft/Yes	Yes	1988	London
CANTERBURY CATHEDRAL, ST AUGUSTINE'S ABBEY & ST MARTIN'S CHURCH	Yes/Yes	Yes	1988	SE
MARITIME GREENWICH	Yes/Yes	In progress	1997	London
DORSET & EAST DEVON COAST (NATURAL WHS)	Yes/Yes	In progress	2001	SW
DERWENT VALLEY MILLS, DERBYSHIRE	Yes/Yes	In progress	2001	EM
SALTAIRE, W. YORKS	Yes/Yes	In progress	2001	Yorks
CHATHAM NAVAL DOCKYARD	No/Yes	No	Tentative	SE
CORNISH MINING SETTLEMENTS	In preparation/Yes	No	Tentative	SW
DARWIN'S HOME & WORKPLACE: DOWN HOUSE	No/Yes	No	Tentative	London
ROYAL BOTANIC GARDENS, KEW	In draft/Yes	No	Nominated 2002	London
LIVERPOOL COMMERCIAL CENTRE AND WATERFRONT	In preparation/Yes	No	Tentative	NW
THE LAKE DISTRICT	No/No	No	Tentative	NW
MANCHESTER & SALFORD (ANCOATS, CASTLEFIELD, WORSLEY)	No/Yes	No	Tentative	NW
MONKWEARMOUTH & JARROW MONASTIC SITES	No/Yes	No	Tentative	NW
THE NEW FOREST	No/No	No	Tentative	NE
GREAT WESTERN RAILWAY: PADDINGTON TO BRISTOL	No/No	No	Tentative	SE
SHAKESPEARE'S STRATFORD	No/No	No	Tentative	Lon/SE/SW
THE WASH & NORTH NORFOLK COAST	No/No	No	Tentative	E of England



The Derwent Valley Mills World Heritage Site.

The North and East Mills in Belper form part of this internationally important industrial landscape in Derbyshire. The textile industry expanded rapidly in the area from the 18th Century onwards, not only pushing forward the development of factory design but also pioneering innovative construction techniques such as the use of fireproofing and structural cast-iron elements. A Management Plan for the area has been prepared.

1.2

DESIGNATED SITES, BUILDINGS AND LANDSCAPES

1.2.1

WORLD HERITAGE SITES

THE RESOURCE:

World Heritage Sites are included ('inscribed') on the World Heritage List by the United Nations Educational, Scientific and Cultural Organisation's World Heritage Committee (UNESCO) who are advised on this and on the management of these sites by the International Council on Monuments and Sites (ICOMOS). In 2001, out of the 730 World Heritage Sites currently designated, there were 24 in the UK and its overseas territories of which 14 were in England, three being added in 2001. There are currently 13 sites in England on the UK Government's list of proposed sites (the 'Tentative List'). **SEE TABLE 3.**

CONDITION AND MANAGEMENT:

There is currently no collated national information on the condition of World Heritage Sites, although the presence of Management Plans for most sites means that a considerable amount is known locally. The World Heritage Committee monitors the condition of sites in two formal ways. Firstly, there is a requirement for **Periodic Reporting** to the World Heritage Committee; Europe and North America report in 2005/6 which means that work on preparing the UK input will begin next year.

Secondly, there are **Reactive Monitoring Reports** which are submitted to the World Heritage Committee either by a state party or by others when a site faces some kind of significant threat. ICOMOS advises the Committee on such cases. There have been only four cases of reactive reporting regarding sites in England in the last year. There were also frequent informal contacts with the Committee's secretariat, the World Heritage Centre, on site-specific cases. Continuing to record reactive reporting gives an indication of the pressures that sites are under.

The UK government has decided that every UK Site should have a Management Plan to meet its obligation to ensure that appropriate management systems are in place to protect the outstanding universal value of its World Heritage Sites. The presence of a Management Plan for a site is an important indication that management decisions can be made in a fully-informed context, but it does not, of course, necessarily demonstrate that a site is being well managed.

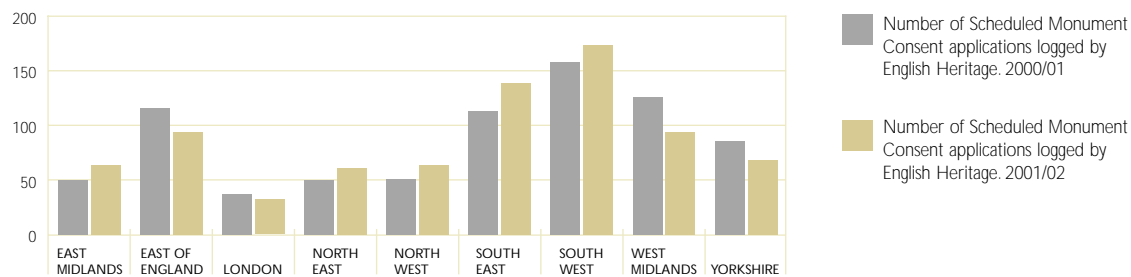
PRESSURES:

Many World Heritage Sites, by their nature as internationally significant and usually attractive places, suffer from visitor-related and development pressures. There is no national record at present of the numbers of planning or other applications made within sites. A year-on-year record would give an indication of a change in pressure, but only fieldwork monitoring would be able to give a clear view on an improving or worsening condition.

THE NEED FOR ACTION TO MEASURE CHANGE:

In the absence of more detailed indicators of the quality of the decisions being made, the presence of a Management Plan is the only measure currently available for inclusion in SHER. The broad mechanisms are in place to ensure that management of sites is carried out appropriately. However, further action is needed to complete the preparation of the Management Plans and to effectively implement the adopted policies. Individual World Heritage Site Management Plans contain individual indicators for their specific sites and work is in hand in specific sites to improve monitoring. Public awareness of sites themselves and what the designations mean in practice needs to be developed.

4 Scheduled Monument Consent



5 Scheduled Monuments

REGION	No. Scheduled Monuments 1996	No. Scheduled Monuments 2000	No. Scheduled Monuments 2002
EAST MIDLANDS	1,196.5	1,465	1,530
EAST OF ENGLAND	1,415	1,595.5	1,707
LONDON	162	149.5	150
NORTH EAST	1,035	1,318.5	1,376
NORTH WEST	1,017	1,241.5	1,309
SOUTH EAST	2,481.5	2,579.5	2,688
SOUTH WEST	6,206.5	6,796.5	7,042
WEST MIDLANDS	1,190.5	1,356	1,432
YORKSHIRE	2,053	2,424	2,638
TOTAL	16,757	18,926	19,347 which include 35,392 Archaeological items

Source: English Heritage/National Monuments Record

6 Scheduled Monument Consent

REGION	Number of Scheduled Monument Consent applications logged by English Heritage. 2000/01	Number of Scheduled Monument Consent applications logged by English Heritage. 2001/02
EAST MIDLANDS	50	64
EAST OF ENGLAND	116	94
LONDON	37	32
NORTH EAST	50	61
NORTH WEST	51	64
SOUTH EAST	113	139
SOUTH WEST	158	174
WEST MIDLANDS	126	94
YORKSHIRE	86	68
NATIONAL FIGURE	787	790

Source: English Heritage

²⁷ Darvill, T. and Fulton A.K.

²⁸ *Scheduled Monuments @ Risk! A Pilot Study in the East Midlands* English Heritage – Publication pending (information taken from Draft 3).

²⁹ Information from Stewart Bryant, ALGAO. Based on an 80% sample.

1.2.2 SCHEDULED MONUMENTS

THE RESOURCE:

The Secretary of State has a duty to compile and maintain a schedule of nationally important archaeological monuments under the Ancient Monuments and Archaeological Areas Act 1979.

There was a 5% increase in the number of scheduled monuments in England between 2000 and 2001 and a 3% increase between 1999 and 2000. [SEE TABLE 5](#). Archaeological Items are the separate but related items which together form part of a scheduling and their number gives a better indication of the number of protected elements. There are now more than 35,000 Archaeological Items in England, but figures from earlier years are not known and so a comparison cannot be made. Future SHER statistics will focus on Archaeological Items.

CONDITION AND MANAGEMENT:

The only national picture of the condition of monuments was the Monuments at Risk Survey of England 1995²⁷ which was based on a 5% sample of the land area of England. The Survey found that 3% of scheduled monuments were at high risk, compared with 2% for all monuments. 75% of scheduled monuments were found to be at low risk, compared to only 50% of monuments as a whole. The three land-use categories with the highest levels of risk were arable, forestry and developed/urban land. Twenty one percent of all scheduled field monuments were shown to be under damaging arable cultivation.

Older monuments were found to be at greater risk than more recent ones. Field systems and standing buildings were the forms of monument most at risk. There were significant regional variations in the degree of risk. English Heritage does maintain a database of comments on the condition of monuments by Field Monument Wardens, but the visits will have taken place over a period of years. The primary intention of the collection of the information was not to give a national view on condition and therefore variations in the scoring system mean this is not a reliable national indicator.

The outcome of the pilot 'Scheduled Monuments @ Risk!' (SM@R) project carried out in the East Midlands region by English Heritage²⁸ in 2001 has been published. All scheduled monuments were assessed with the intention of fine-tuning the methodology for a national survey when resources permit. The survey found that 31% of scheduled monuments had significant problems and a further 13% were in a wholly unsatisfactory condition. 25% of monuments were in a declining condition while only 5% were in an improving condition.

The report concluded that 13% of scheduled monuments were at high (short-term) risk and 22% were at medium risk, suggesting that more than a third of scheduled monuments were in need of positive management action.

PRESSURES:

In 2001/2 there were 790 **Scheduled Monument Consent** cases logged by English Heritage, an increase of only three on the previous year despite an increase in the number of sites scheduled. [SEE CHART 4 AND TABLE 6](#).

The number of Scheduled Monument Consent cases as a proportion of Scheduled Monuments indicates wide regional variations around the average of 4%. It is important to note that more than one application may be made on a single site in a year. In London the figure is 21.3% with the next highest being the West Midlands with 6.6%. The lowest figure is in the South West at 2.3% with Yorkshire the next lowest at 2.6%.

All **planning applications** are vetted for potential archaeological interest. The Association of Local Government Archaeological Officers' (ALGAO) Planning Conservation Casework Survey was carried out in 1999²⁹. This found that 12% of the 472,000 planning applications in 1999 were looked at in detail, of which 2.2% (nearly 11,000) were assessed as having significant archaeological implications. Recommendations for pre-determination assessment were made in 17% of these cases and for post-determination assessment in 23%. In 40% of cases it was for post-determination observation and recording during development and in 9% of cases the recommendation was for a full programme of work, including excavation.

7 Listed Building entries by main building type 2002

	%
DOMESTIC	37.9
AGRICULTURE AND SUBSISTENCE	12.2
COMMERCIAL	7.8
TRANSPORT	7.0
RELIGIOUS, RITUAL AND FUNERARY	6.5
GARDEN, PARKS AND URBAN SPACES	5.6
COMMEMORATIVE	4.2
INDUSTRIAL	2.3
RECREATIONAL	2.2
EDUCATION	1.6
WATER SUPPLY AND DRAINAGE	1.4
HEALTH AND WELFARE/CIVIL/ COMMUNICATIONS/DEFENCE/ MARITIME (EACH CATEGORY LESS THAN 1%)	3.0
OTHER	8.4

Source: English Heritage National Monuments Record

8 Listed Building entries by date of first phase 2002

	%
43 – 410 (ROMAN)	0.1
411 – 999 (EARLY MEDIEVAL)	0.1
1000 – 1099	1.4
1100 – 1199	0.9
1200 – 1299	0.9
1300 – 1399	1.1
1400 – 1499	2.9
1500 – 1599	7.7
1600 – 1699	18.8
1700 – 1799	31.0
1800 – 1899	32.0
1900 – 1944	3.0
1945 – 2002	0.2

Source: English Heritage National Monuments Record

³⁰ 'Listed Building Entries' is the number of individual entries on the English Heritage Listed Building System. It includes Grade I, II* and II entries as well as A, B and C grades which are the categories used for places of worship in some of the earlier survey work.

9 Archaeological Investigations 1997–2000

INVESTIGATION TYPE	Number of Recorded Investigations			
	1997	1998	1999	2000
DESK-BASED ASSESSMENTS	571	549	699	803
FIELD EVALUATIONS	1,078	1,070	1,249	1,481
POST-DETERMINATION AND NON-PLANNING INVESTIGATIONS	1,384	1,471	2,598	2,016
ESTATE MANAGEMENT SURVEYS	38	50	48	57
BUILDING SURVEYS	196	227	288	329
TOTAL	3,267	3,367	4,882	4,686

Source: Bournemouth University 2002

10 Listed Building entries on the English Heritage Listed Building System

REGION	Listed Buildings Entries 1996	Listed Buildings Entries 2000	Listed Buildings Entries ³⁰ 2002
EAST MIDLANDS	29,045		29,519
EAST OF ENGLAND	56,519		57,643
LONDON	16,559		18,300
NORTH EAST	11,999		12,184
NORTH WEST	24,504		25,795
SOUTH EAST	73,945		76,232
SOUTH WEST	86,932		88,954
WEST MIDLANDS	33,201		35,660
YORKSHIRE	30,345		31,807
TOTAL	363,049	375,111	376,094

Source: English Heritage National Monuments Record



Trentham Tower, Staffordshire, a folly tower at risk. This Grade II* listed folly of c1840 is located within the Grade II registered historic parkland of Sandon Park near Stafford. Part of one of the stone towers from Trentham Hall, which was designed by Sir Charles Barry, it was moved to this site following the demolition of the Hall in 1910. Repair of this building is under consideration.

³¹ http://csweb.bournemouth.ac.uk/consci/text_aip/aipintro.htm

³² This includes Grades I, II*, II, A, B, C and those entries not currently assigned a grade. Some churches in older list entries are still Grades A, B and C. PPG15 6.6 states that these all should be treated in the same way as Grade I and II* buildings.

³³ Circular 8/87, although now superseded by Planning Policy Guidance note 15, gives a description of the differences between the grades. Grade I 'buildings of exceptional interest', Grade II* 'particularly important buildings and of more than special interest and Grade II 'buildings of special interest which warrant every effort to preserve them'. This advice was not repeated in PPG15 but paragraph 3.6 states that the top two grades 'identify the outstanding architectural or historic interest of a small proportion of all listed buildings.'

³⁴ Recent analysis carried out in Bath and North East Somerset demonstrated that there were 1.3 individual buildings per list entry (not taking into account separate ownerships within single buildings) and 3.3 buildings in urban areas.

³⁵ *Biennial Conservation Report – The Government's Historic Estate 1999-2001* compiled by GHBAU published 2002 by DCMS and EH.

³⁶ Information from www.cofe.anglican.org.uk

In addition to these, the study found that 3,616 consultations came from statutory undertakers, such as roads, cables and pipeline contractors; 14% of these were assessed as having archaeological implications. A broader way of assessing pressure is to examine the number of recorded investigations, which will largely be submitted as part of planning applications. The Archaeological Investigations Project, based at Bournemouth University,³¹ has tracked the changing number of assessments, evaluations, investigations and surveys. This shows a 4% fall between 1999 and 2000 but a 43% increase between 1997 and 2000. **SEE TABLE 9.**

THE NEED FOR ACTION TO MEASURE CHANGE:

Very little is known about the current condition of scheduled monuments but the 'SM@ R!' work should, in time, provide a comprehensive picture and allow resources to be focused on the sites most at threat. An indicator to measure monuments at risk would be the best reflection of the state of the resource, but in the interim the number of recorded investigations, which are only carried out when it is believed that there is archaeological potential, can be used to indicate a response to pressure.

1.2.3 LISTED BUILDINGS

THE RESOURCE:

In August 2002 there were 376,094 entries³² on the Department for Culture Media and Sport's (DCMS) List of Buildings of Special Architectural or Historic Interest. There are three grades of entry: Grade I, (comprising 2.5% of all entries on the English Heritage Listed Building System), Grade II* (comprising 5.7%) and Grade II (comprising 91.8%)³³. The year-on-year changes **IN TABLE 10** are not reliable, because they were calculated using different methods. The total figure is taken from English Heritage's Listed Building System (LBS) database and relates to listed building entries, not individual buildings or ownerships, nor buildings associated with a listed principal building (within the 'curtilage'). Thus, a terrace of houses or a range of farm buildings is often given a single list entry³⁴. The total number of individual buildings has not been calculated, but the figure of around half a million such items is probably now an underestimate. It is estimated that approximately 1% of all dwellings are listed.

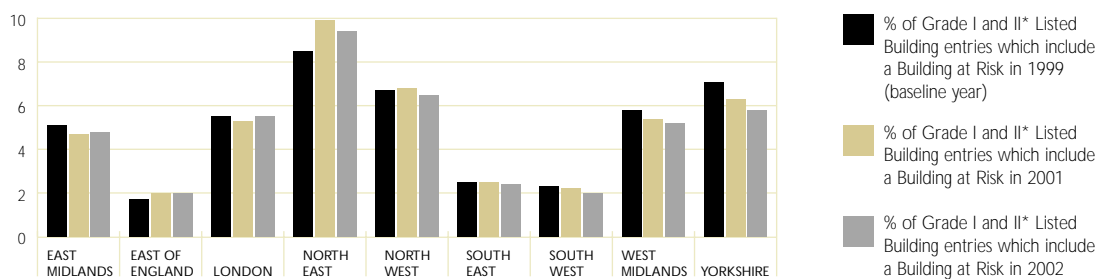
SEE CHARTS 7 AND 8.

In 2001/2 English Heritage made 681 recommendations to 'spot list', 50 recommendations to upgrade and 246 to de-list or downgrade. Eleven post-war buildings were added to the list.

Information on **ownership** is not collected as part of the listing process, but a large majority of listed buildings are in private ownership. Central Government, through its various departments and agencies (excluding English Heritage), manages over 1,000 listed or scheduled buildings³⁵. More than half of these are managed by the Ministry of Defence with 12% being managed by HM Prison Service. A much higher proportion of Government-managed buildings are Grade I or II* than the national average. Local authorities as a whole are also significant listed building owners. The Church of England has the largest estate of listed buildings, certainly of high-grade buildings. It estimates that some 12,000 of its 16,000 buildings and structures are listed³⁶. British Waterways own more than 2,800 listed structures, a large number of them bridges. The National Trust owns 2,341 listed buildings.

In addition to listed buildings, many local authorities maintain their own lists of buildings that are of importance in the locality, even if they do not merit statutory protection. These are often referred to as '**Local Lists**' and if backed by appropriate, approved local plan policies, ensure that greater consideration is given to their retention than would otherwise be the case. The Local Authority Conservation Provision Survey (LACP Survey)³⁷ found that 44% of local authorities responding to the relevant question had Local Lists and that, on average, they contained 218 buildings. London was the region with the highest average of locally-listed buildings, with 811 per authority.

11 Listed Grade I and II* Buildings at Risk



Source: English Heritage

12 Listed Grade I and II* Buildings at Risk

REGION	% of Grade I and II* Listed Building entries which include a Building at Risk in 1999 (baseline year)	% of Grade I and II* Listed Building entries which include a Building at Risk in 2001	% of Grade I and II* Listed Building entries which include a Building at Risk in 2002
EAST MIDLANDS	5.1	4.7	4.8
EAST OF ENGLAND	1.7	2.0	2.0
LONDON	5.5	5.3	5.5
NORTH EAST	8.5	9.9	9.4
NORTH WEST	6.7	6.8	6.5
SOUTH EAST	2.5	2.5	2.4
SOUTH WEST	2.3	2.2	2.0
WEST MIDLANDS	5.8	5.4	5.2
YORKSHIRE	7.1	6.3	5.8
NATIONAL FIGURE	3.8%	3.8%	3.7%

Source: English Heritage Buildings at Risk Register

³⁷ Local Authority Conservation Provision (LACP) report carried out by Philip Grover of Oxford Brookes University on behalf of English Heritage and the Institute of Historic Building Conservation. Publication Autumn 2002. There was a 100% response rate on some questions; on this issue, there was a 57% response rate from District and Unitary authorities.

13 Buildings at Risk

REGION	% of buildings on Register that it is economic to repair in 1999 (baseline year)	% of buildings on Register that it is economic to repair in 2001	% of buildings on Register that it is economic to repair 2002
EAST MIDLANDS	26.1	23.3	25.0
EAST OF ENGLAND	17.5	19.5	17.3
LONDON	35.2	33.6	35.5
NORTH EAST	4.3	1.5	1.5
NORTH WEST	11.5	9.6	8.0
SOUTH EAST	9.0	7.0	6.3
SOUTH WEST	13.0	8.1	8.3
WEST MIDLANDS	15.3	14.3	12.6
YORKSHIRE	25.0	14.1	9.7
NATIONAL FIGURE	16.7%	13.4%	12.8%

Source: English Heritage Buildings at Risk Register

³⁸ LACP 2002.

³⁹ Calculation based on 354 local planning authorities with the national average of 48 Buildings at Risk. This calculation excludes County Councils and National Parks to avoid double counting.

⁴⁰ *Buildings at Risk in the East of England – 2000* an unpublished report for English Heritage by Jenny Carlile.

⁴¹ *Arrangements for handling heritage applications – notifications and directions by the Secretary of State* DTLR Circular 01/2001.

However, in order for Local Lists to carry significant weight in development control decision-making, they need to be backed by appropriate local plan policies. Less than half of those authorities that had Local Lists had appropriate local plan policies. Appropriate policies were most common in London (77%) and the South East (68%).

CONDITION AND MANAGEMENT:

Buildings at Risk. Work on systematically identifying those listed buildings most at risk through neglect, decay or redundancy began more than a decade ago, with English Heritage's national list for Grade II* and I buildings commencing more recently. The 2002 Buildings at Risk Register identified 3.7% of Grade I and II* entries at risk, a decrease of 0.1% on the 1999 survey, which is now taken as the baseline year.

More than 20% of entries that were on the 1999 Register have been removed as a result of their future being secured – 7.6% in 2000, 7.2% in 2001 and 6.9% this year. The 2.1% net decrease in the total number of entries since 1999 is the result of deletions from the list of 8.7% and additions of 6.6%. There are currently 1,398 listed building and scheduled monument entries comprising 1,545 items on this year's Register. [SEE CHART 11 AND TABLE 12.](#)

Of the items on the 2001 Register, 44% were capable of **beneficial use** sufficient to justify their maintenance once the necessary repairs have been undertaken. [SEE TABLE 13.](#)

But 87.2% of the total are likely to require some subsidy to bring them back into use, an increase of 3.9% on the 1999 figure; this figure varies widely between regions. It is calculated that around £400m is necessary to bring the buildings on the Register into a reasonable state of repair. Nearly half of this sum would go on 51 entries (3.6%) that have a conservation deficit of more than £1m. About a third of this £400m relates to buildings in the South East.

The Local Authority Conservation Provision Study (LACP survey)³⁸ found that about half of local authorities responding to the questionnaire had some kind of **local Buildings at Risk Survey** for all grades of listed buildings in their area. The average number of listed buildings at risk was 48 per authority; however the English Heritage BAR Register for London (which covers all grades) contains an average of 23 entries for each Borough. [SEE TABLE 15.](#)

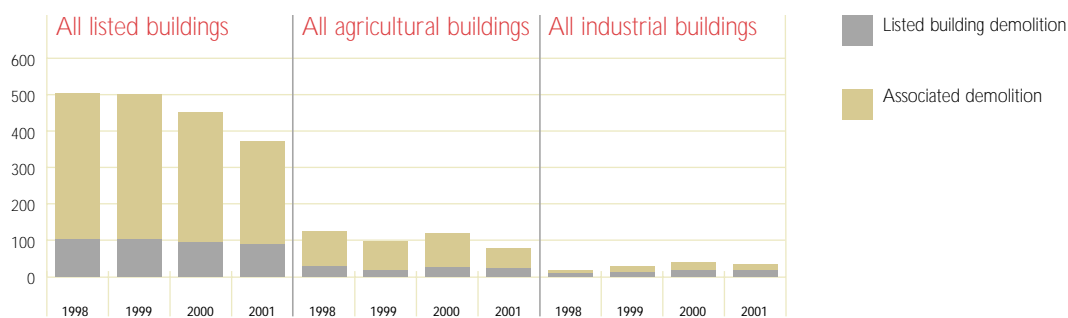
Assuming that the lack of a Buildings at Risk list is not the result of there being no buildings to include on it, the total number of buildings at risk may be around 17,000³⁹. This equates to around 5% of listed building entries. Analysis of Buildings at Risk registers in the East of England⁴⁰ in 2000 found that an average of 2% of listed building entries were at risk or 26 list entries per authority; a figure significantly below that found in the LACP work. This suggests that more work is needed to establish an accurate baseline for Grade II buildings at risk.

The list of Buildings at Risk in **London** has been maintained by English Heritage since 1991 and covers all grades. The 1991 Register identified some 1,000 buildings at risk, 87% of which have since been repaired. The 2002 Register identifies 641 entries (4.1% of list entries) comprising 748 items (approximately 2% of London's listed building stock, not just list entries). Progress is being made on securing the future of more than a quarter of buildings on the Register (28% Grade II and unlisted). Almost half are domestic buildings and more than a quarter are in public ownership.

PRESSURES:

Listed Building Consent (LBC) applications: English Heritage is required to be consulted by Local Planning Authorities on listed building applications that affect Grade II* and I listed buildings as well as those Grade II applications that involve substantial alteration⁴¹. In London additional applications are required to be notified to English Heritage. In 2001/2 English Heritage recorded 8,058 requests for advice on listed building consent applications. There may be more than one request per application and this is particularly the case in London. A few of these will have been substantial revisions to applications already submitted. [SEE TABLE 16.](#) The key amenity societies are consulted on applications that involve full or partial demolition all grades of building.

14 Number of applications for listed building consent for demolition of listed buildings and buildings within their settings



Source: Council for British Archaeology

⁴² www.planning.odpm.gov.uk/devcon/devcon01/01.htm.

⁴³ This does not take into account that there may be more than one LBC application on a single listing entry in a year. In some cases, a list entry covering a residential terrace may have several applications made in a year.

⁴⁴ EH is consulted about LBCs on a different basis in London compared to the rest of England and therefore sees most applications.

15 Buildings at Risk (all grades)

REGION	Average number of buildings at risk per LA	Estimated % of listed building entries at risk
EAST MIDLANDS	47.8	6.5%
EAST OF ENGLAND	42.6	3.7%
LONDON	24.6	4.4%
NORTH EAST	16.0	3.0%
NORTH WEST	51.8	8.8%
SOUTH EAST	24.7	2.1%
SOUTH WEST	92.9	4.6%
WEST MIDLANDS	33.9	3.1%
YORKSHIRE	98.3	6.5%
NATIONAL FIGURE	48.0	5.0%

Source: English Heritage Buildings at Risk Register

16 Listed Building Consent

REGION	Number of Listed Building Consent Applications received by Local Authorities 2000/01 ⁴²	Number of requests to English Heritage for advice on LBC applications 2000/01	Number of LBC Application notifications logged by English Heritage. 2001/02	No of LBC applications for GI, II* and major GII Listed Buildings as a % of all Listed Building entries ⁴³
EAST MIDLANDS	3,016	607	499	1.6%
EAST OF ENGLAND	4,455	685	678	1.12%
LONDON	3,781	4,570	2,445	13.7% ⁴⁴
NORTH EAST	692	213	253	2.1%
NORTH WEST	1,756	607	765	3.0%
SOUTH EAST	6,024	1,187	995	1.3%
SOUTH WEST	7,456	1,193	1,195	1.3%
WEST MIDLANDS	7,456	1,193	1,195	1.3%
YORKSHIRE	2,144	567	600	1.9%
NATIONAL FIGURE	31,688	9,972	8,058	2.1%

Source: Local Authority Conservation Provision Survey

⁴⁵ DETR/DCMS circular 01/01 para 15 (1) (i and ii).

⁴⁶ Information from Bob Kindred, IHBC.

Demolished listed buildings. There is currently no accurate figure for the number of listed buildings that are demolished. Between 04/01 and 03/02 English Heritage removed 54 entries from its Listed Building System; during the same period it made 72 recommendations to the DCMS for removal of items from the statutory list, the most common reason being loss of historic character (following conversion or extension) rather than demolition.

Another source of information on the loss of listed buildings is from the statistics gathered by the national amenity societies, which are sent applications “for works for the demolition of a listed building” and “for the alteration of a listed building which comprises or includes the demolition of any part of that building”⁴⁵. Data from the Ancient Monuments Society and the Council for British Archaeology suggest that in 2001 there were around 130 applications for complete or partial demolition of secondary or curtilage structures. Both figures have fallen over the past three years, from around 150 and 350 respectively. The national amenity societies are working to improve the accuracy of data. Of course, even when consent for demolition is granted, the applicant does not always implement it. [SEE CHART 14.](#)

On a working assumption that Local Authorities’ practice in notification to the CBA has been reasonably consistent over the last four years, any substantial changes in the number and proportion of proposed total demolitions, overall and for different types, may reflect real trends, even though the figures do not give a reliable total picture of the actual number of buildings under pressure. On the face of it, the CBA suggests that the following conclusions may be drawn from its records:

- The overall number and proportion of listed buildings proposed for total demolition is decreasing, possibly reflecting a more conservation-conscious attitude by applicants – or clearer pre-application advice by local authorities
- The proportion of proposed total demolitions for some types of building – such as agricultural and industrial – are higher than the general trend (possibly reflecting particular pressures on brownfield areas and the farming economy)
- The downward trend of proposed total demolition is not consistent for all types of building, and in the case of industrial buildings appears to be increasing – again potentially reflecting brownfield pressures
- The number and proportion of total demolitions is highly variable across the country

In order to assess threats to particular types of building or of greater loss in certain areas, more work is necessary.

Current evidence suggests that complete demolition of the principal building on a list entry is rare, probably affecting significantly less than 0.1% of all listed building entries in a year, and that insensitive alteration, conversion or loss of curtilage buildings are far more of a threat.

Prosecutions and enforcement.

The LACP survey found that typically a local authority will serve between five and six enforcement notices on historic building matters in a year and that the average number of prosecutions, Urgent Works Notices and Repairs Notices is less than one every two to five years. [SEE TABLE 18.](#) Regional variations are significant in each of the types of action but there is no clear overall picture. The Institute for Historic Building Conservation⁴⁶ keeps a UK-wide database of historic building prosecution fines for both Magistrates Courts and Crown Courts compiled from voluntary contributions from local authorities. From 1986 onwards, there were 61 recorded Magistrates and 19 Crown Court cases; this is almost certainly an underestimate of total cases.

Places of Worship are a particularly important category of listed building. They include chapels, churches and cathedrals of the Christian denominations, as well as mosques, temples and synagogues of other faiths. For historical reasons, the majority of listed places of worship belong to the Christian denominations. Churches and Cathedrals in use are exempted from secular listed building controls through having acceptable alternative mechanisms in place to control proposals for change. The church is usually the oldest and most important listed building in a settlement as well as an icon for community memory and a focus for social activity.

The high costs of repair and falling congregations have resulted in almost 1,600 Church of England churches (around 50 a year) becoming redundant since 1969⁴⁷. In the past five years the figure has fallen to 19 redundancies a year. Since 1969, only 22% of redundant churches have been demolished, 57% now have alternative uses and 21% are preserved as monuments, mainly by the Churches Preservation Trust.

Cathedrals are in many cases medieval and occupy ancient religious sites, while some have been created from former parish churches, particularly in areas of rapid urbanisation and population growth in the 19th. c 59 of the 61 Anglican and Catholic Cathedrals in England are listed buildings and of these 43 are listed as Grade I. While fabric changes to Catholic churches and cathedrals are governed together through the diocesan Historic Churches Committees, Anglican churches and cathedrals have different forms of governance.

Unlike much of the heritage fabric of the country, there is good knowledge available on the condition of English cathedrals. English Heritage commissioned a full survey of their condition in 1991 to establish repair needs at the commencement of the Cathedral Repairs Grant Scheme. At 2001 prices, this survey identified £164.6m of 'urgent and necessary' repair needs.

The Cathedral Fabric Needs 2001 survey repeated research first carried out in 1991⁴⁸. By 2001 85% of that work had been completed, much of it with assistance from the Cathedral Repairs Grant Scheme.

The cost of the work identified in the 2001 cathedral survey (excluding maintenance and development projects) as necessary by 2006 was £57.1 million. This is significantly lower than the 1991 figure, and it can reasonably be concluded that in this part of the historic environment investment and management have been successful in slowing deterioration.

Costs of Church Repairs: A survey⁴⁹ of 3424 churches and Christian places of worship in 1999 found that the average annual expenditure on repair and maintenance of places of worship of those denominations active in England varied from £184,960 of repair and £72,157 of maintenance (total £257,117) for cathedrals through to £5,249 of repair and £1,393 of maintenance for the Free Churches (excluding Baptists, Methodists and United Reformed Church). The survey calculated that a very rough indication of the level of annual repair and maintenance figure was between £228m and £568m.

THE NEED FOR ACTION TO MEASURE CHANGE:

Work on finding indicators and measuring change needs to focus on extending the Buildings at Risk data to cover all listed buildings and to find an accurate figure for numbers of buildings demolished. In the longer term, work is needed to identify a survey method to sample loss of historic features through alteration and extension and to try and identify whether certain types of building are at risk.

THE VIEWS OF LISTED BUILDING OWNERS

A recent MORI poll of owners and occupiers of listed domestic properties, conducted for English Heritage⁵⁰, found that 59% of owners were pleased their homes were listed (ie thought that the listing was a fairly or very good thing). In comparison, only 16% thought it a fairly or very bad thing. When asked whether they would consider living in a listed building in future, only 4.5% thought it unlikely because it was too costly and 6.5% because there was too much red tape.

The survey found that nearly half (47%) of domestic owner-occupiers of listed buildings had applied for listed building consent. Of those who had, only 17% had been refused consent. (This is consistent with the figure of 89% of applications being approved, since some people who have had an application refused will have had other applications approved.) 77% of those who have applied for consent are fairly or very satisfied with the listed building process (20% are fairly or very dissatisfied).

The survey also found that 47% of listed building owners were in social classes A or B; 26% in social class C1; and 24% in social classes C2, D and E.

⁴⁷ Church Commissioners' Report 2001.

⁴⁸ English Heritage 2001.

⁴⁹ *The Impact of VAT on Church Properties* by Jeremy Eckstein commissioned by the Churches Main Committee. Survey carried out during 1999. Reported in 'Review of Maintenance Costs 2002' Serial 310 by Building Maintenance Information (Part of RICS Building Cost Information Service Ltd).

⁵⁰ MORI poll of listed building owners carried out in October 2002 for English Heritage.

⁵¹ Under S69 of the Planning (Listed Building and Conservation Areas) Act 1990.

⁵² LACP 2002.

⁵³ LACP 2002.

⁵⁴ Department of Environment and Department of National Heritage, September 1994 paragraph 4.13.

⁵⁵ LACP 2002.

1.2.4 CONSERVATION AREAS

THE RESOURCE:

Local authorities have a duty⁵¹ to designate as Conservation Areas any 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'.

Designation of Conservation Areas is carried out by local planning authorities and remains, therefore, a response to local assessment and pressures. There is no formal guidance on size or boundaries for conservation areas, and therefore some single designations cover large parts of a city, while others divide large historic areas into a number of separate but often contiguous conservation areas.

In June 2002 there were over 9,000 Conservation Areas. [SEE CHART 17 AND TABLE 19](#). Figures released by CIPFA for 1999/00 indicate that the average conservation area was 25.7 ha in size. The figure is smaller in Greater London (23.8 ha) and largest in Unitary Authorities (27.1 ha). GIS information which will plot all boundaries on digital maps will be available shortly.

CONDITION AND MANAGEMENT:

Following the Shimizu ruling there are now far fewer conservation area consent applications for demolition. [SEE TABLE 21](#). We do not know how many of the nearly 0.5m planning applications affect conservation areas but only around 1% of them are for significant developments in conservation areas (and are therefore notified to English Heritage), i.e. with a site area of over 1,000 sq m or buildings over 20m in height. Excluding London, where there has been a change in circumstances, the number of large-scale planning applications in conservation areas increased 12% between 2000/01 and 2001/02.

The average number of Conservation Areas per Local Planning Authority is 28. Local authorities are able to require planning applications for certain types of development that are normally exempt from control through an 'Article 4 Direction'. At least 32% of local authorities have at least one Article 4 Direction designated for conservation reasons, covering an average of 680 buildings. London has the largest number of buildings covered, with an average of 1575⁵². [SEE TABLE 22](#).

Local authorities have been encouraged to produce **Conservation Area Appraisals** for a number of years to help guide management and development control decisions. [SEE CHART 20](#). Although non-statutory, they can be a useful tool in highlighting an area's particular character and setting out local policies to maintain those qualities. The rate of Conservation Area Appraisal adoption is slow.

The LACP survey⁵³ found that the average number of Conservation Area Appraisals adopted to date was just under 8 out of an average of 28 conservation areas per responding authority. 65% of local authorities do not have a budget for conservation area enhancement.

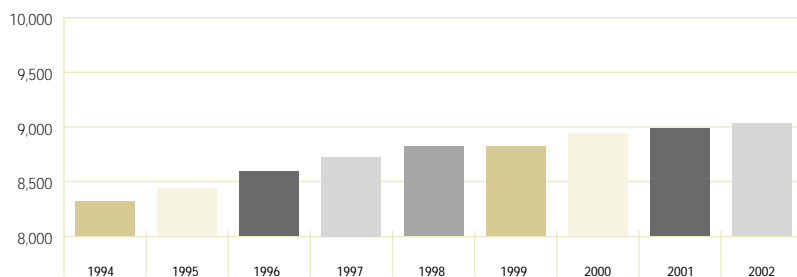
Planning and Policy Guidance

Note 15: Planning and the Historic Environment⁵⁴ asks local authorities "to consider setting up **Conservation Area Advisory Committees**, both to assist in formulating policies for the conservation area, and also as a continuing source of advice on planning and other applications that could affect an area." In practice many cover more than one, and sometimes all, conservation areas in an authority. 75% of local authorities do not have Conservation Area Advisory Committees⁵⁵.

THE NEED FOR ACTION TO MEASURE CHANGE:

There is very limited statistical information on conservation areas and almost nothing is known about loss of character by piecemeal change, which is anecdotally considered to be the biggest threat. Whilst the proportion of conservation areas covered by Conservation Area Appraisals is useful in demonstrating commitment on the part of the local authority to understand and manage character, it does not measure what actually happens in the area. A sample survey, carried out at regular intervals, is likely to be necessary. This will need to cover a wide range of aspects from loss of buildings, architectural features, boundary walls and spaces to the impact of traffic volumes and signage.

17 No. of Conservation Areas 1994–2002



Source: English Heritage

18 Prosecutions and enforcement

REGION	Average Number of Enforcement Notices served in 2001 per local authority	Average Number of Prosecutions (for all historic buildings matters) per local authority	Average Number of Urgent Works Notices served in 2001 per local authority	Average Number of Repairs Notices in 2001 per local authority
EAST MIDLANDS	3.6	0.7	0.2	0.2
EAST OF ENGLAND	3.1	0.2	0.1	0.1
LONDON	20.5	0.3	0.4	0.2
NORTH EAST	0.4	0.0	0.2	0.2
NORTH WEST	4.0	0.2	0.4	0.2
SOUTH EAST	5.5	0.4	0.2	0.3
SOUTH WEST	6.0	0.3	0.4	0.1
WEST MIDLANDS	1.9	0.3	0.2	0.1
YORKSHIRE	2.7	0.8	0.6	0.1
NATIONAL FIGURE	5.4	0.4	0.3	0.2

Source: Local Authority Conservation Provision Survey

19 Conservation Areas

REGION	Heritage Monitor Estimated No. Conservation Areas 1996	Heritage Monitor Estimated No. Conservation Areas 2001	No. of Conservation Areas from EH database (at 06/02) 2002
EAST MIDLANDS			994
EAST OF ENGLAND			1,141
LONDON			881
NORTH EAST			275
NORTH WEST			674
SOUTH EAST			1,966
SOUTH WEST			1,603
WEST MIDLANDS			731
YORKSHIRE			762
TOTAL	8,592	8,989	9,027

Source: English Heritage/Heritage Monitor



People's Park, Halifax, West Yorkshire. This Registered Grade II* public park, dating from 1857, has been the subject of a major restoration project by the Heritage Lottery Fund, English Heritage, Calderdale Council and the West Central Halifax Partnership. It is estimated that between 300 and 400 million visits are made to historic parks in the UK. Many historic public parks are in a declining condition and, on average, they receive less expenditure per hectare than non-historic ones.

⁵⁶ Planning Policy Guidance note 15, Paragraph 2.24.

⁵⁷ *Public Park Assessment – A survey of local authority owned parks focussing on parks of historic interest.* Urban Parks Forum, May 2001 sponsored by DTLR, HLF, EH and the Countryside Agency.

⁵⁸ Although the requirements for consultation with amenity societies are set out in DTLR Circular 01/01, it is thought that not all applications are notified and the figures probably represent an under-recording of activity.

1.2.5 HISTORIC PARKS AND GARDENS

THE RESOURCE:

The Register of Parks and Gardens of Special Historic Interest in England was first published by English Heritage in 1988 when around 1,000 sites were identified as worthy of inclusion; by August 2002 that number had passed 1500. [SEE CHART 23, TABLE 24 AND MAP 27.](#)

Entries on the Register are categorised into Grades I, II* and II. Grade II sites (65% of the national total) are of national importance, II* (26% of the total) are of exceptional historic interest and Grade I (9%) are of international importance. Inclusion on the Register does not bring any additional statutory controls but local authorities are required to make appropriate resource provision and take account of them in determining planning applications⁵⁶. They vary hugely in size from 1 ha to many hundreds.

There has been a 3% increase in registered sites over the past year and a 36% increase since 1996. There are two parallel initiatives being undertaken at the moment: an upgrade which aims to improve the quality of the information on the Register and to ensure that sites are correctly graded, and a review which considers sites not currently on the Register. The Upgrade began in 1997 and work is not expected to be completed for another two years.

The first stage of the Review, which involved a desktop study of all potential historic parks and gardens that were not registered, is now complete. Work is now underway on the assessment of the 1,568 sites on the Review list. Based on current understanding of the resource, a further 500 sites may be added to the Register by the end of the process. In addition to the sites on the Register, there are thought to be around 6,000 further sites of local importance, that make a considerable contribution to the historic landscape as a whole at the regional and local level whilst not meriting inclusion on the National Register. The Urban Parks Forum's survey 'Public Park Assessment'⁵⁷ found that for every nationally designated historic park in the UK there were 3.5 locally important ones.

The Register of Historic Parks and Gardens contains a variety of types of site; the majority of sites are privately-owned gardens or parkland related to a dwelling or former dwelling. However, there are increasing numbers of municipal parks, cemeteries, hospital grounds and allotments that are being registered. This is largely a result of thematic surveys of types of site that are thought to be particularly at risk. In the past year, registered cemetery sites and hospital sites increased by 39% and 38% respectively, while registered urban parks increased by 19%. There is also growing recognition of the need to register the most important 20th-century landscapes.

More than 60% of registered sites are privately-owned gardens and landscape parks: 13% are urban public parks, 5% are cemeteries, 2% are landscape parks and there is a similar number of town squares.

CONDITION AND MANAGEMENT:

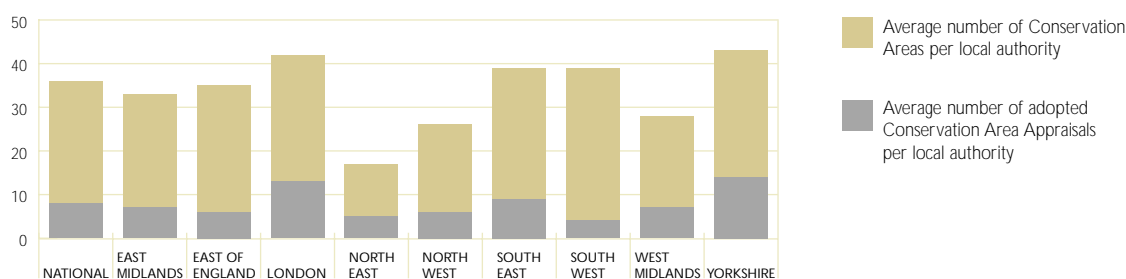
There are very few historic parks and gardens specialists employed by local authorities and most applications are dealt with by conservation or archaeological officers. In 2001 the Garden History Society, which is a statutory consultee on all planning applications that affect Registered Historic Parks and Gardens, was consulted on 1,162 applications. This represents an average of 79 applications per 100 registered sites in the year⁵⁸.

The Garden History Society recorded 124 planning applications that affected Grade I and 171 that affected Grade II* Historic Parks and Gardens between 1/01 and 12/01. This gives an average of 57 applications for every 100 Grade I and II* sites, a figure much higher than that for any of the other designations. English Heritage must be notified of all planning applications affecting Grade I and II* sites, including their settings.

PRESSURES ON HISTORIC PARKS AND GARDENS:

Records of planning applications affecting Historic Parks and Gardens give a broad indication of change taking place but they cannot indicate whether the changes represent improvements or threats. Planning permission is only required for building or engineering work, not for changes to planting or landscaping. Tree Preservation Orders, which may cover certain parts of some Historic Parks and Gardens, do not need to be notified to the Garden History Society or English Heritage, and Local Planning Authorities are unlikely to keep records of which ones were in Historic Parks and Gardens.

20 Average number of Conservation Areas with adopted Appraisals, 2002



Source: Local Authority Conservation Provision and survey 2002

21 Conservation Areas

REGION	Total Planning applications (inside & outside conservation areas) received by local authorities 2000/01	Number of Planning applications logged by English Heritage 2000/01	% of all applications that were notified to English Heritage in 2000/01	Total Conservation Area Consent applications for demolition received by local authorities 2001/02	Number of Planning applications logged by English Heritage 2001/02	% Change in number of EH-notified applications between 00/01 and 01/02
EAST MIDLANDS	44,804	287	0.64	294	397	+38%
EAST OF ENGLAND	63,798	476	0.75	419	423	-11%
LONDON	68,731	1,663	2.42	637	1,005	-40% (change in circumstances) ⁵⁹
NORTH EAST	16,983	172	1.01	183	155	-10%
NORTH WEST	48,772	403	0.83	202	438	+9%
SOUTH EAST	102,406	827	0.81	450	1,002	+21%
SOUTH WEST	58,548	534	0.91	396	676	+27%
WEST MIDLANDS	44,538	404	0.91	179	447	+11%
YORKSHIRE	39,455	485	1.23	249	479	-1%
NATIONAL FIGURE	488,035	5,251	1.08	3,009	5,022	-10%
		(3,588 excluding London)			(4,017 excluding London)	(+12% excluding London)

Source: ODPM⁶⁰/English Heritage

⁵⁹ A change in the regulations in DETR/DCMS circular 01/01 and an increase in delegation of decision making to London Boroughs reduced the number of applications that needed to be sent to English Heritage.

⁶⁰ www.planning.odpm.gov.uk/devcon/devcon01/01.htm

⁶¹ Based on a 65% response rate from local authorities (Not County Councils).

⁶² Based on a 53% response rate from local authorities (Not County Councils).

⁶³ Based on a 67% response rate from relevant local authorities (Not County Councils).

⁶⁴ Based on a 59% response rate from all authorities.

22 Conservation Areas

REGION	Number of Conservation Areas that have Appraisals. Average per local authority ⁶¹	Number of Conservation Area Appraisals Adopted in 2001 per local authority ⁶²	% of authorities that have Conservation Area Advisory Committees ⁶³	% of authorities with a budget for Conservation Area Enhancement ⁶⁴
EAST MIDLANDS	7 out of 26	1.4	10%	41%
EAST OF ENGLAND	6 / 29	3.0	18%	50%
LONDON	13 / 29	2.9	63%	17%
NORTH EAST	5 / 12	0.7	33%	17%
NORTH WEST	6 / 20	0.9	23%	27%
SOUTH EAST	9 / 30	1.7	22%	42%
SOUTH WEST	4 / 35	1.1	15%	39%
WEST MIDLANDS	7 / 21	0.3	25%	33%
YORKSHIRE	14 / 29	0.7	31%	27%
NATIONAL FIGURE	8 / 28	1.5	25%	35%

Source: Local Authority Conservation Provision survey 2002

⁶⁵ Urban Parks Forum, 2001.

⁶⁶ The figures quoted are for the UK as a whole and not all respondents answered all questions.

⁶⁷ English Heritage Register of Battlefields.

⁶⁸ Paragraph 2.25.

The Heritage Lottery Fund Urban Parks Project, for example, has had a very positive influence on the restoration of a significant number of Historic Parks and Gardens, and the restoration work would have generated a number of planning applications. The current pressure is for the redevelopment of hospital grounds, many of which are designed landscapes but are classified in planning terms as brownfield land.

Nationally, 14.8% of buildings at risk are in Registered Parks and Gardens but there is only one survey of the condition of parks as landscaped entities. The Urban Parks Forum survey⁶⁵ of local authority owned parks, focusing on parks of historic interest, collated responses from over 400 UK local authorities covering 2150 historic parks⁶⁶. When asked to assess the condition of their parks, local authorities considered that 60% of Grade I parks, just over 40% of Grade II* parks and just over 35% of Grade II parks were in 'good' condition compared to just over 30% for non-registered parks. Only 5% of Grade I parks were in 'poor' condition compared to 13% of Grade II* parks. Inclusion of a park in the Register results in listed buildings within the park being in a better condition: while 35% of listed buildings were in a good state of repair in non-registered sites, 41% were in a good state in registered parks, rising to 63% within Grade I parks. Only 5% of listed buildings in Grade I parks were in poor condition compared to 22% in Grade II parks. In terms of investment in parks, expenditure per hectare on historic parks (which was above the average expenditure in 1979/80 for all open spaces) has now fallen to 72% of the average expenditure.

When looking at those historic parks that fall within the DETR 'most deprived' authorities, a lower percentage of historic parks in the most deprived areas is in good condition and a higher percentage in poor condition compared to the average. In addition, a higher percentage of historic parks in the most deprived areas were assessed by local authorities as being in a 'declining' condition and a lower percentage in 'improving' condition than the total for all parks.

THE NEED FOR ACTION TO MEASURE CHANGE

Work is underway to devise a methodology parallel to 'Buildings at Risk' for Historic Parks and Gardens. However, their complex nature, which includes soft and hard landscaping and various structures, makes it far more difficult to devise an objective framework for assessment.

1.2.6 HISTORIC BATTLEFIELDS

THE RESOURCE

English Heritage first published the Battlefields Register in 1995. There are now 43 sites on the Register ranging in date from the site of the Battle of Maldon in 991 to that of Sedgemoor in 1685. **SEE TABLE 25.** There is no grading system. Only battles whose location is accurately known can be included. There have been no recent additional designations and no current plans to increase the number, although this does not rule out the inclusion of additional sites as new evidence comes to light⁶⁷.

CONDITION AND MANAGEMENT

There is currently no information on the condition of historic battlefields nationally. PPG15⁶⁸ states that the presence of a historic battlefield on the register is a material consideration in determining a planning application. Planning applications that affect a historic battlefield should be notified to English Heritage, but the total number of notifications that relate specifically to battlefields, as opposed to consultations for other reasons, is not recorded separately by English Heritage. The total number of notifications per region in a year is very small.

Management Plans for battlefields are rare and the main method of protection of the sites and their settings is through the incorporation of an appropriate policy in statutory development plans. However, not all authorities with registered battlefields automatically include such policies.

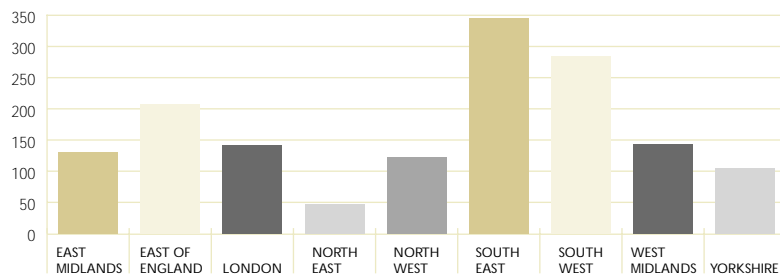
PRESSURES

It is known that a number of sites, particularly those on the edges of settlements, have suffered from development pressures. There is also very little or no evidence of land management plans for most sites.

THE NEED FOR ACTION TO MEASURE CHANGE

In the short term, the collection of information on the number of planning applications that affect historic battlefields would give at least some indication of possible pressures and threats. A pilot methodology for assessing the condition of historic battlefields is currently being considered for 2003 with a view to beginning a full survey in 2004.

23 Number of Historic Parks and Gardens on English Heritage Register, 2002



24 Number of Historic Parks and Gardens on English Heritage Register

⁶⁹ Figure for June 97 from Heritage Monitor 1997. No information on regional figures.

REGION	Number in 1996	Number in 2000	No. of Registered Historic Parks and gardens 10/02
EAST MIDLANDS		125	131
EAST OF ENGLAND		197	208
LONDON		130	142
NORTH EAST		44	48
NORTH WEST		94	123
SOUTH EAST		338	346
SOUTH WEST		268	285
WEST MIDLANDS		135	143
YORKSHIRE		96	105
TOTAL	1,085⁶⁹	1,427	1,531

Source: English Heritage

25 Historic Battlefields

REGION	No. of Historic Battlefields
EAST MIDLANDS	5
EAST OF ENGLAND	(one is part in London) 2
LONDON	(part in East of England) 1
NORTH EAST	6
NORTH WEST	3
SOUTH EAST	6
SOUTH WEST	8
WEST MIDLANDS	6
YORKSHIRE	7
TOTAL	43

Source: English Heritage



Submerged landscape at risk in the Solent.

A diver examines an eroding root system of oak trees over 8,000 years old protruding from a peat deposit. The deposit lies in 12m of water.

⁷⁰ Advisory Committee on Historic Wreck Sites – Report for the years 1999 and 2000, Department for Culture Media and Sport. Updated by Steve Waring of English Heritage.

⁷¹ Information from Steve Waring, English Heritage.

⁷² Advisory Committee on Historic Wreck Sites Report.

⁷³ *Taking to the Water: English Heritage's Initial Policy for the Management of Maritime Archaeology in England*, English Heritage, 2002.

⁷⁴ Advisory Committee on Historic Wreck Sites Report.

⁷⁵ *The State of the Countryside 2001*, the Countryside Agency.

1.2.7 PROTECTED WRECKS AND MILITARY REMAINS AND THE MARITIME ARCHAEOLOGICAL RESOURCE

THE RESOURCE

In August 2002 there were 39 sites of vessels lying on or in the seabed off England designated under **The Protection of Wrecks Act 1973**. This Act protects important sites where the wreck, content or cargo may be of historical, archaeological or artistic importance. There was one additional site designated during the year. England has 75% of the UK's designated sites and they almost all lie off the south coast.

The number of designated sites has increased annually from 32 in 1996 by one site a year except in 1997 when it increased by three. Two sites had their designation revoked, both in 1984. The most recent designation, in August 2002, which will remain open to review until evidence of the wreck's identity is examined, is the *Bonhomme Richard* lost in 1779 in the battle of Flamborough Head⁷⁰.

The **Military Remains Act 1986** can be applied both within the UK's territorial area (12 mile limit) and in international waters. In the latter, offences under the act can only be committed by British nationals or someone aboard a British controlled vessel. The Ministry of Defence has powers to protect vessels of any nationality that were in military service if they were wrecked within UK territorial waters. It can designate named vessels as 'protected places' even if the position is not known, and all crashed military aircraft are automatically designated.

In addition, where the position is known 'Controlled Sites' can be designated. The MoD has proposed to designate 21 wreck sites: 16 'Controlled Sites' within the UK (four in England) and five 'Protected Places' in international waters⁷¹. In addition, all aircraft crashed at sea will be protected and around 1000 are currently recorded⁷².

CONDITION AND MANAGEMENT

The character of the maritime archaeological resource is far more complex and diverse than just the remains of ships and boats. It also includes sites and landscapes that were submerged by sea-level rise; the remains of other types of vessel, such as aircraft; scattered material relating to ships and shipping (eg. lost cargoes, anchors, and debris fields); debris related to coastal activity (eg. projectiles from coastal batteries and dumped rubbish); the sub-tidal elements of coastal features (usually relating to exploitation of, or defence from, the sea); and seabed emplacements (such as trans-oceanic communication cables and pipelines)⁷³. Despite their radically different environmental circumstances, marine and terrestrial archaeological remains are a continuum. The NMR Maritime Record contains records of over 40,000 marine sites for England (26,500 historic losses and 13,500 known wreck sites, seabed obstructions and isolated finds) and it is recognised that this represents only a small percentage of the potential number of sites. **SEE MAP 28.**

The National Heritage Act 2002 harmonised the roles of the UK heritage agencies by extending English Heritage's remit into the marine zone below the low water mark.

PRESSURES:

Most threats come from the natural environmental conditions although large numbers of divers or unregulated access have caused some problems. The number of sportsdives off the English coast is among the highest in the world. The only element measured at present is the number of diving licences issued for protected sites; in 2001, 15 dives were licenced for the 2002 diving season on 39 designated wrecks off the coast of England. This was below the average of 23 licences/year between 1996 and 2001⁷⁴.

THE NEED FOR ACTION TO MEASURE CHANGE

Further work is needed to identify appropriate methods for measuring change.

1.3 OTHER RELEVANT DESIGNATIONS

There are a number of national designations that have an historic environment dimension and the importance of these aspects is being increasingly recognised. **SEE TABLE 26.** There are seven National Parks plus The Broads and the New Forest Heritage Area covering nearly 10,000 sq km, 37 Areas of Outstanding Natural Beauty covering over 20,000 sq. km. and 30 designated areas of Heritage Coast with a total length of over 1000km⁷⁵.

26 Other relevant designations

REGION	Area of National Park designation (sq. km.) and % of total area of Region designated	Area of Area of Outstanding Natural Beauty Designation (sq. km.) and % of total area of Region designated	Length of Heritage Coast (km)
EAST MIDLANDS	917 – 6%	519 – 3%	0
EAST OF ENGLAND	303 – 2%	1,122 – 6%	121
LONDON	0	Included in SE total	0
NORTH EAST	1,112 – 13%	1,465 – 17%	122
NORTH WEST	2,607 – 18%	1,570 – 11%	6
SOUTH EAST	0	6,406 – 31%	72
SOUTH WEST	1,647 – 7%	7,121 – 30%	638
WEST MIDLANDS	202 – 2%	1,269 – 10%	0
YORKSHIRE	3,146 – 21%	921 – 6%	82
TOTAL	9,934 – 8%	20,393 – 16%	1,041

Source: Regional Trends 36, 2001

⁷⁶ LACP Survey Based on a 65% response rate from District and Unitary Councils.

⁷⁷ www.finds.org.uk

⁷⁸ *Treasure Report 2000*, July 2002 is available on the DCMS website (www.culture.gov.uk/heritage/index.html). This covers finds made in 2000 and includes summaries by period and area. The *Portable Antiquities Annual Report 2000-01* will be available by the time of SHER's public.

⁷⁹ www.mcga.gov.uk/row/

National Park Management Plans and Park Strategies, as well as increasing numbers of Area of Outstanding Natural Beauty Management Plans, recognise the importance of the historic environment in forming the character of the area and seek to protect and enhance this element of the landscape. The Countryside Agency guidance on these plans makes specific reference to the historic environment.

Green Belt land, designated to limit the outward expansion of the largest settlements in England, covers 16,500 sq km or 13% of England. In addition to these national designations, 20% of respondents to the LACP survey⁷⁶ reported that their local authority had non-statutory designations relevant to the historic environment. The National Trust owns 248,000 ha. of countryside and around 600 miles of coastline.

1.4 TREASURE AND PORTABLE ANTIQUITIES

In July 2002 the Treasure Act 1996 was extended with a new Order which introduced a new Code of Practice and broadened the definition of 'treasure'. Now, all objects of gold or silver other than coins which are at least 300 years old and that have at least 10 per cent of gold and silver, all groups of coins from the same find that are more than 300 years old, hoards of prehistoric base-metal objects (other than coins) and any object of prehistoric date (other than a coin) any part of which is gold or silver, are treasure and belong to the Crown. Finders are required to report such finds within 14 days.

In practice treasure finds are offered to museums and there is a system for paying rewards to finders and landowners for finds which museums retain. The Act has led to a tenfold increase in finds being reported as treasure and now some 230-250 finds a year are reported. About half of these are acquired by museums. The aim of the Portable Antiquities Scheme⁷⁷ is to record all other archaeological finds made by members of the public and is voluntary. There are 11 pilot schemes covering parts of England and from 2003, as a result of Heritage Lottery Fund finance, the scheme will extend across the whole of England. Additional Finds Liaison Officers are in the process of being appointed.

The DCMS publishes annual reports on both Treasure and Portable Antiquities⁷⁸. In the last reporting year (9/00 to 9/01) 37,518 objects were recorded as part of the Portable Antiquities Scheme. There are now around 43,500 artefacts available for consultation and around 5,000 images of finds.

All wreck must be reported to the Receiver of Wreck, based within the Maritime and Coastguard Agency⁷⁹. A wreck amnesty in early 2001 resulted in more than 4,500 reports being submitted, covering around 30,000 items.

1.5 POSSIBLE HEADLINE INDICATORS FOR FUTURE YEARS

INDICATORS MIGHT INCLUDE:

THEME: Identification of historic environment assets

- The proportion of England covered by historic landscape characterisation backed with appropriate development plan policies.
- The number of sites available on-line from Sites and Monuments Records/ Historic Environment Records.

THEME: The condition of historic environment sites, buildings and assets

- The number of Grade I and II* Building at Risk cases positively resolved. Grade II buildings added in the longer term.
- Progress made on extending 'Scheduled Monuments @ Risk' project nationally.

- The number of recorded archaeological investigations carried out in advance of planning permission being granted.

THEME: The management of historic environment sites, buildings and assets

- The proportion of Conservation Areas with Conservation Area Appraisals.
- Proportion of World Heritage Sites and other major historic sites open to the public with Management Plans.

27 Historic Parks and Gardens on the English Heritage Register 2002



Source: English Heritage National Monuments Record

28 Known maritime sites



Source: English Heritage National Monuments Record, Maritime Record