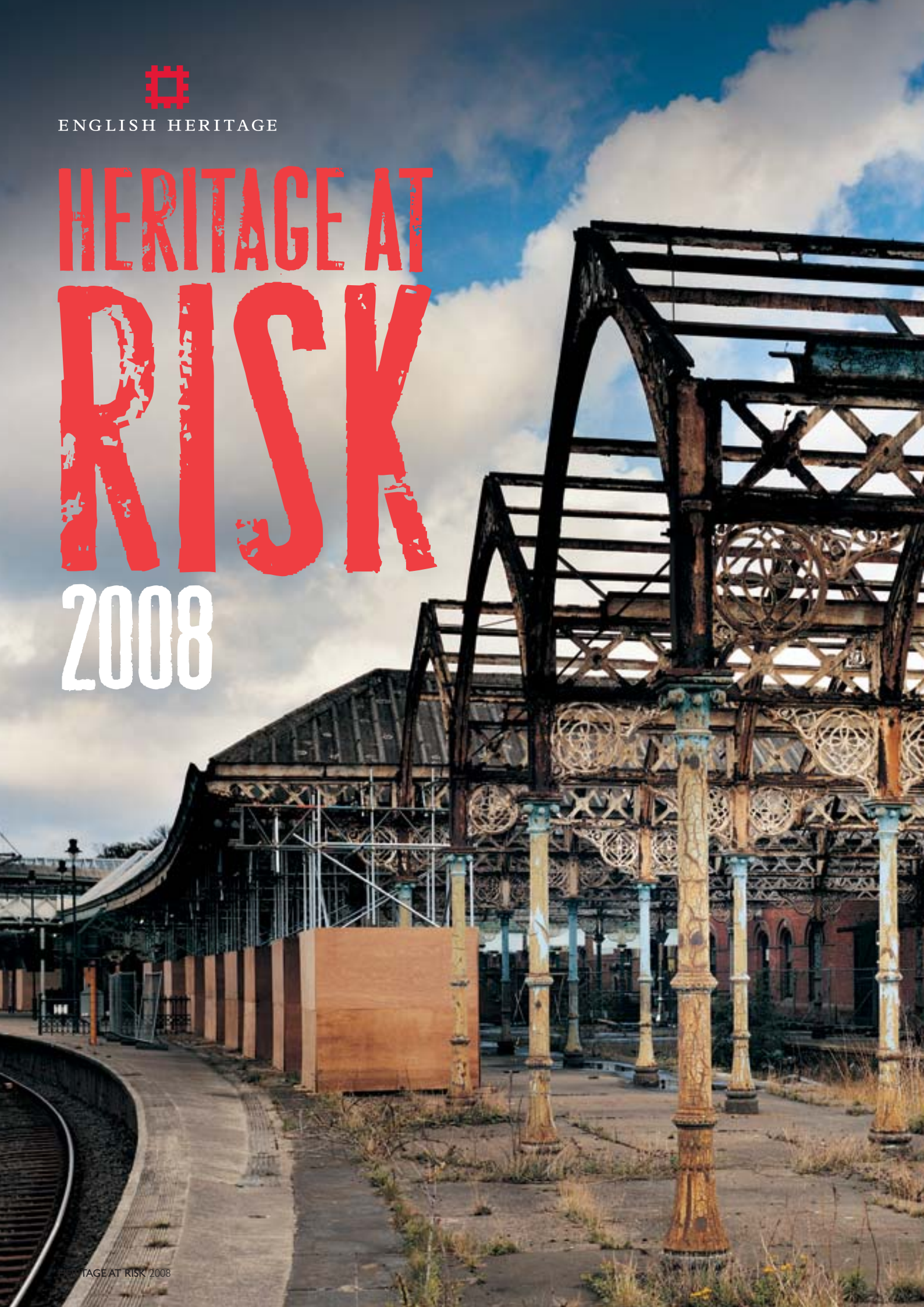




ENGLISH HERITAGE

HERITAGE AT RISK

2008



CONTENTS

- 2 INTRODUCTION
- 10 BUILDINGS AT RISK
- 16 SCHEDULED MONUMENTS AT RISK
- 22 REGISTERED PARKS AND GARDENS AT RISK
- 28 BATTLEFIELDS AT RISK
- 32 PROTECTED WRECK SITES AT RISK
- 36 FURTHER INFORMATION

TYNEMOUTH STATION, TYNEMOUTH, NORTH TYNESIDE, TYNE AND WEAR

Enter Tynemouth Station on any weekend and you will discover a buzz of activity, with a bustling market on either side of two busy rail lines. Flanking this active section lie empty spaces, partly covered by rusting ornate canopies. The station was designed for an age when Tynemouth was a seaside resort and had the infrastructure to support it. Nowadays, the trains need less space and the branch line areas lie unused and in disrepair. Securing a sustainable future for such a building is a challenge. While the operational parts of the station are in good condition following repairs in the 1990s, much work needs to be done to the empty flanking spaces. The publication of an options appraisal study in late 2007 has, however, provided a renewed sense of vigour among a range of interested parties to find a solution and to breathe new life into this important site.

HERITAGE AT RISK



The great heyday of English conservation, back in the 1960s and 1970s, was about pulling back the bulldozers that were ploughing through and demolishing Georgian terraces. But that is much less of a threat today, thanks to protective legislation and better appreciation. So when we say that a listed grade I or II* building is 'at risk' we mean it is vulnerable through neglect and decay rather than alteration or demolition.

The problem is exemplified by individual buildings that have served us well for centuries but which suddenly aren't in a position to do so any longer. So we build a new one and the old one is left empty. This is the conservation crisis of the current age: things not being flattened but being abandoned and left to decay because people don't think ahead about finding a proper use for them. So what, for example, do we do with the grade I-listed courthouse that is left abandoned after a modern replacement is built? Or the gem that gets left for 15 years with its windows smashed, as an embarrassment to its community and to those who discarded it? Something must be done. Especially when buildings are deliberately left empty by some unscrupulous property companies and allowed to decay until someone else picks up the preservation bill.

This is what leads us to the 'at risk' register. Paying close attention to these cases is our core business. We were set up to identify the most important monuments of our nation's civilisation in order that they be protected for the future. And that doesn't just mean buildings. We must travel the country and say, 'These precious and unique places are important for future generations who need to appreciate them as part of their national heritage'.

All in all there are about half a million of these assets – buildings, monuments, parks and gardens and the rest – that we have identified. To save them for the future it's logical that we have first to know if they are safe or endangered. This is more than just a gathering of statistics in order to develop targets: it's at the practical core of what we do. Unless we identify and monitor what's at risk we won't be able to plan and prioritise effectively.

We have to use this mass of knowledge to target our resources and our research. Problems have to be pinpointed for solutions to be formulated – solutions that must be found for the sake of those who will come after us.

Simon Thurley
Chief Executive, English Heritage

PROUD TO BE INVOLVED

Ecclesiastical is delighted to support the launch of the Heritage at Risk programme, enhancing the relationship we have had with English Heritage for over twenty years. We will continue to work together to see where our own research and data can be added to give greater depth to the initiative. This will allow us all to respond more effectively to existing and anticipated threats to our historic environment.

Heritage at Risk develops the work of the Buildings at Risk register. By regularly collating empirical data we will, over time, be able to

give more focused and informed guidance and advice on the protection of all heritage assets.

English Heritage is the first heritage body in Europe to undertake this particular approach, and we are proud to be the first commercial organisation to join them. We believe the country's business community can help solve many of the problems that Heritage at Risk identifies and we hope we can persuade many others to get involved.

Michael Tripp
Group Chief Executive, Ecclesiastical Insurance

We are a small island famed for – and proud of – possessing one of the richest and most varied historic environments in the world. It is therefore an extraordinary fact that until now we have had no precise way of knowing the condition of that remarkable inheritance.

To understand the overall state of England's heritage we have first to assess each of its different components. In particular, we need to identify those that are facing the greatest pressures and threats. Armed with this information we will then be in a much better position to work out how to mitigate those pressures. In turn we will be able, for the first time, to calculate the resources needed to 'make safe' our unique legacy of historic places – not only for our own benefit but out of respect to our ancestors and generations to come.

The task of amassing this knowledge was begun in the early 1990s, and was initially focused on buildings. English Heritage published its first national Buildings at Risk register in 1998, following the launch in 1991 of a pioneering register of all listed buildings at risk in London. Since then, annual updates of the register have allowed us and the many people with whom we work to monitor the progress we are all making in helping those buildings out of risk and, where appropriate, into new beneficial use.

Now in 2008 things have moved forward. Previously the survey was confined to an assessment of the state of the country's approximately 30,000 grade I and grade II* listed buildings – the most significant 8% of the total national stock of designated buildings. The Heritage at Risk survey has now been extended to include England's 19,709 most important archaeological sites ('scheduled monuments'), its 1595 registered historic parks and gardens, its 43 registered battlefields, and the 45 protected wreck sites that lie off our coastline.

Although we have made a good start, there is still much to be done before this modern-day 'Domesday

Book for the historic environment' is complete. We now know more than ever about all those categories of the nation's heritage, but we still need to get a firmer handle on how the 325,000 grade II buildings outside London are faring – 82% of the total stock of designated heritage assets. A study is currently being carried out into how we might capture and incorporate that data. Also underway is an assessment of England's 9,500 designated conservation areas and 14,500 listed places of worship, the results of which are due to be revealed in 2009 and 2010.

The first edition of our new annual Heritage at Risk register was published in July 2008 and can be found at www.english-heritage.org.uk/risk. When complete it will comprehensively cover all nationally designated assets and conservation areas, and sit alongside the unified Heritage Register for England that is a centrepiece of the draft Heritage Protection Bill, presented to Parliament in April 2008. In parallel, local authorities will be encouraged to include details of nationally and locally designated assets at risk in their own Historic Environment Records, so that they may then in turn publish their own Heritage at Risk registers.

THE 2008 HERITAGE PROTECTION BILL

In April 2008 the government published its draft Heritage Protection Bill – a radical overhaul of the way the historic environment is protected and managed in England and Wales.

The current system, built up in stages since the 19th century, is not only expensive and complicated to administer but has too many gaps and overlaps. It also provides too little opportunity for the public to express opinions about what needs to be looked after for future generations.

Under the proposed system the old legal distinction between different kinds of heritage asset will disappear. Instead of separate but overlapping categories of listed buildings, scheduled monuments and registered parks, gardens, battlefields and wrecks, there will be just one national register of 'heritage assets'.

One important benefit of the new register is that it will make it much simpler to identify the heritage assets that are at greatest risk. Another is that a streamlining of the current

cumbersome system of consent procedures will make it easier for owners of heritage assets at risk to find creative and sustainable solutions to their long-term care. A third key element of the Heritage Protection Bill is a proposal that local authorities should take the lead in looking after the historic environment at local level – a welcome reform that will allow them to take action where it is needed most. English Heritage is confident that the draft bill will lead to a system that is more open and much easier to work with. As well as cutting red tape and giving a greater voice to the public, it will allow many more decisions to be made at a local level. Above all, it will continue to give heritage sites at risk the protection they deserve while allowing the sensitive adaptations that are needed to secure their future.

DUNSTON STAITHS, DUNSTON, GATESHEAD, TYNE AND WEAR

Built by the North Eastern Railway Company and opened in 1893. At peak working, in the 1920s, the staiths shipped an average of 140,000 tons of coal per week. However, volumes gradually declined thereafter, eventually leading to the last working staiths on the River Tyne closing in 1980. Serious fire damage in November 2003 resulted in 8% of the monument being lost. A conservation plan and feasibility study to identify a future for the structure were completed in 2006. Work is underway to develop a repair scheme and provide public access to the staiths, which is now a scheduled monument and also listed at grade II.



KEELING HOUSE, CLAREDALE STREET,
TOWER HAMLETS, LONDON

This 16-storey 'cluster' block of flats was built in 1957-59 to the design of Denys Lasdun. Listed grade II*, it is an important example of post-war housing embodying Lasdun's ideas of urban renewal. Suffering from structural decay and threatened with demolition in the early 1990s, the block was sold by Tower Hamlets Council and has been successfully refurbished by a developer as private flats.



WHY IS THIS BEING DONE?

Using the current assessment of our heritage assets as a benchmark, we will in future be able to revisit them to assess the trends that have been taking place and to ask some further searching questions – what has improved, what are still causes for concern, and how well is the proposed new planning regime for the historic environment performing?

The evidence of the last decade suggests emphatically that the establishment of ‘at risk’ registers can help bring real and lasting results. Over that time the proportion of England’s highest-graded listed building entries at risk fell steadily, despite a steady flow of new entries to the register, from 3.8% in 1999 to 3.2% in 2008. In London the number of listed building entries of all grades has fallen by over a third, from 939 in 1991 to 572 in 2008. However, we suspect that the most highly graded, and thus prestigious buildings, are the ones least at risk, and it is perhaps inevitable that London, as the capital, should lead the pack.

But there is no room for complacency. While the condition of the nation’s grade I and II* buildings may be improving, this year’s Heritage at Risk survey shows for the first time the much greater levels of risk that are now facing England’s irreplaceable stock of protected monuments, historic parks and gardens, battlefields and wrecks.

The table below sets out the numbers of each type of nationally designated asset that has been assessed to be at high risk. The very significant variations in the proportions reflect important differences not only in the physical character and geographical distribution of these heritage assets, but in the way in which they are currently used.

ASSET TYPE	NO. OF ASSETS	NO. OF ASSETS AT HIGH RISK	% AT HIGH RISK
GRADE I AND II* LISTED BUILDING ENTRIES	30,687	977	3.2%
GRADE II LISTED BUILDING ENTRIES IN LONDON	16,515	402	2.4%
SCHEDULED MONUMENTS	19,709	4,136	21%
REGISTERED PARKS AND GARDENS	1,595	112	7%
REGISTERED BATTLEFIELDS	43	8	18.6%
PROTECTED WRECK SITES	45	10	22%

Most **listed buildings** have what is termed a ‘beneficial’ use; they constitute people’s homes and businesses and the majority of them are maintained in good condition, not least because they have a market value that gives their owners a strong incentive to maintain them. A minority of listed buildings – around one in thirty of those at the highest grades – is at risk either through neglect and decay or because they have outlived the particular purpose for which they were originally designed.

“ The old buildings that surround us are the backdrop to our lives. We take them for granted, but when we lose them, we miss something that is difficult to define. With their old weathered textures and rich hand-made materials, they record the craftsmanship of those fellow citizens that have preceded us. For this reason we should work hard to revive our old buildings with imaginative reuse, so that the achievements of yesterday can continue to give pleasure as well as relevance today. ”

PTOLEMY DEAN ARCHITECT

While it is our experience that the market is inventive and can often identify alternative viable uses, it is this minority of special cases that may require a measure of financial subsidy to bridge the gap between the costs of major repairs and their resulting market value.

Scheduled monuments (archaeological sites such as burial mounds, ruined medieval abbeys or even the abandoned military structures of the Second World War) generally have very little market value, which means there are fewer incentives for owners to maintain them. As a result, a much higher proportion of these assets – more than half – is at risk, mainly due either to natural processes such as animal burrowing and unmanaged tree and scrub growth, or to the destructive impact of intensive agricultural activity.

The main threats to the third of **registered parks and gardens** assessed to be at risk come either from neglect or, more seriously, from unsympathetic development that could compromise the site unless sensitively and carefully planned.

Likewise, it is detrimental development pressures that are threatening to erode the historic significance of most of the 8 **registered battlefields** that are currently assessed to be at high risk. With pressure now intense to create substantial volumes of new housing in England, landscapes have a particular vulnerability in the early 21st century.

By contrast, the challenge facing nine out of the ten **protected wreck sites** assessed to be at high risk is significant but unmanaged decline from the forces of the sea and natural decay. It seems that only one of the wreck sites at high risk in 2007 was subject to unauthorised intrusive human activity.

WHAT HAVE WE LEARNT?

Bringing together for the first time five parallel sets of 'at risk' data has been a very significant undertaking – one that gives us a powerful tool for assessing the state of the nation's heritage, both good and bad, and the threats that face it.

From now on our understanding, and our ability to respond, will improve year-by-year as we establish baselines, collect information about the other asset types, and study the trends. Even at this initial stage it is possible to paint a vivid picture of the scale of threat currently facing our irreplaceable heritage and to identify some of the practical steps that we all need to be taking to reduce those risks.

- There is no clear north-south divide. Although there are proportionately more buildings at risk in the north, this is not the case for monuments or parks and gardens.
- Different factors put different types of assets at risk. For example, the presence of a benign owner is a positive factor in lowering risk; by contrast, split ownership is liable to increase the level of threat.
- Functional redundancy and repairs that cost more than the total value of the site are the most important risks facing historic buildings. For scheduled monuments the most serious risks come from natural processes – scrub growth, animal activity and coastal erosion. For parks and gardens and battlefields, new development appears to be the single most significant factor.
- Neglect threatens all the asset types – but it seems that they are neglected for different reasons. More work is needed, for example, to find out why some owners do not invest sufficiently in their buildings and what might enable them to reverse the situation.
- Nevertheless, there are grounds for optimism. Over the last decade local authorities and English Heritage have successfully identified solutions to many hundreds

“ Urban Splash have helped save many historic buildings that were at risk when we first saw them. Many people thought they were unsalvageable, but all of them have now either been restored and brought back into or use or are currently being renovated. I hope that anyone visiting these buildings will agree that the effort was worthwhile and that it would have been an act of wanton barbarism to allow them to fade into disrepair or demolition. ”

TOM BLOXHAM PROPERTY DEVELOPER

of grade I and II* buildings at risk, while work in the Peak District National Park has shown how a relatively small investment of time and money can resolve the problems of most scheduled monuments at risk.

- Programmed interventions by the small number of institutional or government owners of multiple assets can make a significant improvement to the overall level of risk on the short to medium term. The annual production of a Heritage at Risk register can support and accelerate this process.
- The best way of ensuring maximum benefit for minimum effort is to share experience and best practice. The more our understanding improves, the better we will become at identifying groups of heritage facing similar challenges that can be tackled en masse.

EMBODIED ENERGY

Caring for the historic environment is about caring for the environment as a whole. Reusing and regenerating empty or redundant buildings prevents them from going to waste. Subtle and imaginative upgrading is almost always preferable to letting them go. And in bringing them back to life we not only respect the craftspeople who created them and those who value them today, but also the planet from whose scarce resources they are made. How can it be done?

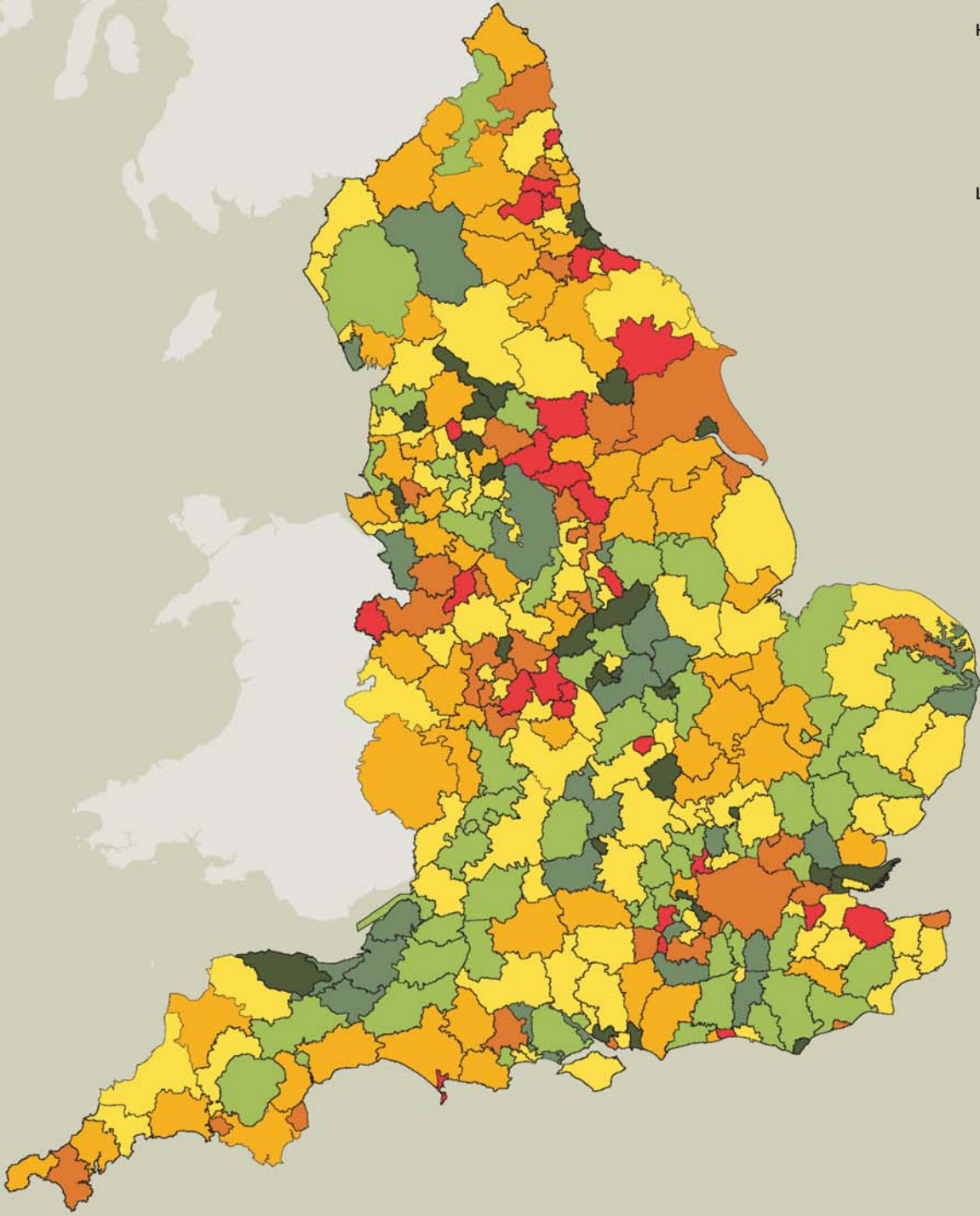
- Buildings, like glass bottles, newspapers and clothes, can be 'recycled'. By sensitively upgrading existing fabric to meet modern requirements and energy standards, the original embodied energy – which may date back many hundreds of years – is not lost. Demolition and replacement means not only losing all of the resources embodied in the original building, but also the investment of yet more energy for

demolition, the creation and delivery of new construction materials, the building process itself and the disposal of the resulting waste. Each year more than 100 million tonnes of construction and demolition materials and soil end up as landfill – roughly half of the UK's total waste.

- It is a surprising fact that many historic buildings actually perform well in terms of energy efficiency; the thick walls and small windows of many traditional buildings keeps them warmer in winter and cooler in summer; while terraces can be more energy efficient than detached buildings because of their smaller surface area.
- In rescuing a building at risk, simple steps can be taken to ensure sustainability. For example, windows with traditional wooden frames – which can have an almost indefinite life if properly maintained – can in the long term end up costing less than those made of more modern materials.

SCHEDULED MONUMENTS
AND GRADE I AND II*
LISTED BUILDINGS
AT RISK RANKED BY
LOCAL AUTHORITY

The data has been weighted
to provide a balanced picture
across rural and urban areas.



HERITAGE AT RISK ON THE DEFENCE ESTATE

More than half the government's historic estate is in the hands of the Ministry of Defence. In England alone the MOD is responsible for 664 scheduled monuments and 657 listed buildings, ranging from Bronze Age barrows via country houses and cottages to purpose-built barracks, dockyards and airfields.

Although most of the MOD's historic buildings are well maintained and continue to perform an operational function, a small proportion has fallen into disrepair. Some of the largest and most challenging are the 19th-century fortifications built to defend the great naval bases at Plymouth and Portsmouth.

The MOD, like all government departments, is committed to finding a solution to its buildings at risk either through repair, reuse or disposal. The recent developments at Royal Clarence Yard in Gosport, Shoebury Barracks in Essex and Royal William Yard in Plymouth all demonstrate how redundant military sites can be transformed into attractive and distinctive new communities.

Buildings at risk cases can sometimes take many years to resolve. Keeping them weathertight while their futures are being worked out is therefore a priority.

Equally important is to make sure that their historic significance has been thoroughly investigated and that their repair and sustainable reuse is underpinned by properly drawn-up conservation management plans. Almost half of the MOD's scheduled monuments are on Salisbury Plain, the largest military training area in the UK. Because the Plain has been in military use since 1897, its nationally important prehistoric, Roman and medieval archaeological sites and landscapes have been exceptionally well protected from modern agricultural practices. Despite the high level of training that takes place on the Plain, the MOD makes sure that this is not allowed to compromise the sustainability of the natural and historic environment.

Ironically, the most significant threat to monuments on Salisbury Plain now comes not from humans but burrowing animals, whose digging can cause irreversible damage to fragile archaeological deposits. However, practical research by Defence Estates and English Heritage has shown how this can successfully be mitigated – for example through the cost-effective covering of Bronze Age barrows with protective rabbit-proof wire mesh.



Richard Osgood, Defence Estates Archaeologist for the Salisbury Plain Training Area demonstrating damage from burrowing animals.

WHAT IS TO BE DONE?

There is no catch-all solution. Different assets have differing needs. A 17th-century warship off the Cornish coast requires a different remedy from that needed by the late 1950s block of flats in the East End of London. However, there are some common themes:

- All historic assets benefit from sound management and from informed planning policies. The government's proposed heritage protection reforms will make even clearer the critical role to be played by local planning authorities in administering the consents regime and in making sure that the historic environment is taken into account in the planning system.
 - Just as important as the role of the planning system is the contribution of the private and public owners in whose stewardship the majority of our heritage assets lie. If they are to play their part in conserving the best of the past for the future it is vital that owners have access to all the encouragement and practical guidance they need, including advice about programmes of grant aid for which they may be eligible.
 - A proportion of buildings at risk, along with some threatened monuments, landscapes and wreck sites, does require significant public resources to allow major repairs, stabilise their condition or change the way in which the land is being used. These resources come from a range of sources, including English Heritage, the Heritage Lottery Fund and agri-environment schemes.
 - Some assets cannot be reused and the high cost of full repair is not always justifiable. For such structures and sites, the only long-term solution is one of managed decline once the historic significance of the asset has been carefully recorded. In a world of constrained resources, not everything can be saved.
-

The systematic analysis of heritage at risk can, however, make sure that resources are allocated to the most viable and valuable elements of the historic environment.

English Heritage is committed to measuring its success as an organisation by securing a year-on-year reduction in the number of heritage assets at risk, focusing first on the ones at highest risk while continuing to address all those currently assessed as being at medium risk.

Institutions and private owners who want to properly care for the historic sites and landscapes in their stewardship, whether or not they are at risk, can access a wealth of practical advice and guidance through English Heritage's Historic Environment Local Management website at www.helm.org.uk

INVESTING IN HERITAGE AT RISK

English Heritage has resources available to address some of the issues revealed by this review. However, our annual investment in sites outside of English Heritage care amounts to no more than around £25m per year.

Our current investment policy gives priority to heritage assets at risk whilst also insisting on value for money. This will increasingly mean that our funds support ancillary activities, such as development proposals, and major repair grants will necessarily be limited. We are also keen to bring in our expertise early in the process; that way we will be certain that our response is appropriate.

In exceptional circumstances, and where all other avenues have been explored, English Heritage will direct its resources to historic assets that can only be dealt with by our own actions. We will buy them, reduce the risk by repairs, investigation and any other appropriate activities, in order to sell them on for development by others.

THE ROAD AHEAD

In this first vital stage, our national Heritage at Risk initiative has identified seven important messages – both for English Heritage and for its many private and public sector partners:

- 1 While a significant proportion of all asset types face challenges, sites at real risk are still very much in the minority.
- 2 Many problems can be solved at quite modest cost – but there will always be a hard core of sites that is extremely difficult to resolve. In these cases, public subsidy is likely to be essential.
- 3 Although initial survey work requires significant effort, subsequent updates are much less onerous.
- 4 At-risk lists help local authorities, owners and managers to prioritise their management decisions. They also make it easier to identify problem cases before they fall into a steeper curve of decline.
- 5 Local authorities now have access to a powerful toolkit of professional advice and expertise to help them reduce the number of heritage assets at risk.
- 6 Public subsidy is an important last resort – but positive discussion with the owner is an even more effective way of solving problems.
- 7 Equally helpful is the range of planning powers that are already available to local authorities, which if properly used can play a forceful role in lifting historic places out of risk.

THE GATEHOUSE, BOLTON
PERCY, SELBY, YORKSHIRE

The Gatehouse, listed grade II*, was built in the 15th century as the entry to the medieval rectory. Although repairs were carried out in the 1970s, it has again fallen into decay, and the southern end, which was not conserved, is in ruins. Repairs are to be carried out by the Vivat Trust, which intends to convert the gatehouse into a holiday cottage.



BUILDINGS AT RISK

Historic buildings are an integral part of our history and contribute to our national and regional character and distinctiveness. They are so valuable, yet often so vulnerable. Once lost, they cannot be replaced. We have a responsibility to preserve these important buildings as part of our cultural heritage not only for ourselves, but for future generations.

While the planning system provides protection to prevent unsympathetic change to listed buildings, greater loss of historic and architectural fabric can occur if they are neglected and allowed to decay. Preventing the effects of insidious decay and dereliction requires proactive action by all those responsible for and involved in caring for the historic environment.

Heritage at Risk began with buildings. English Heritage first started work on developing a methodology to identify and categorise buildings at risk in the 1980s and carried out the first sample survey to assess the degree to which they were threatened by neglect.

The term 'listed building' is used to describe a building (or structure) that has been designated as being of 'special architectural or historic interest'. The older and rarer a building is, the more likely it is to be listed. Buildings less than 30 years old are listed only if they are of outstanding quality and under threat. Listed buildings are graded I, II* and II. Grade I and II* are particularly important buildings and account for 8% of all listed buildings. The remaining 92% are of special interest and are listed grade II.

The English Heritage Buildings at Risk register was first published in 1998 and recorded grade I and II* listed building entries at risk through neglect and decay or functional redundancy (or vulnerable to becoming so). Grade I and II* buildings comprise 8% of the total number of listed building entries and are of outstanding national importance. The 1999 register was taken as the national baseline, against which change and progress is measured and since then, significant progress has been made. Of the buildings on the 1999 baseline register;

WHY DO BUILDINGS BECOME AT RISK?

Each case is unique, but there are some recurring reasons why buildings end up at risk:

FUNCTIONAL REDUNDANCY

A building may no longer be suited to the purpose for which it was originally designed. Changes in technology, economic patterns, demography, taste and government policies can lead to buildings becoming functionally redundant – for example some older hospitals, schools, churches, factories, mills, farm and government buildings, as well as vacant and under-used upper floors of high street shops. Once a building is vacant and left unsecured without regular maintenance, it can deteriorate very quickly.

LOCATION

A building might be blighted by its surroundings, which may have changed over time through a change in the economy of an area, the abandonment of industry or as a result of insensitive development, redevelopment or road schemes. Reuse or change of ownership can also be difficult where a building lies within the curtilage of a larger building and where access can be a problem.

ECONOMIC

Economic factors come into play in cases where the cost of repair is greater than the value of the building. This can occur when a structure such as a bridge, memorial or ornamental building, does not have beneficial use which will generate an income to sustain it. It can also arise when the owner lacks the means to keep the building in good repair. Sometimes buildings are bought for an inflated price, without the cost of repair being taken fully into consideration, or on the mistaken assumption that permission will be granted for an extension, change of use or for additional buildings.

OWNERSHIP

Uncertain ownership can seriously impair the reuse of a building; around the country there is still a significant number of listed properties whose titles are either unregistered or unclear. There are also cases where an owner wilfully neglects and refuses to repair or sell a building at a reasonable price.

BOSTON MANOR HOUSE, HOUNSLOW, LONDON

Built in 1623 and listed grade I, the building is partially used by London Borough of Hounslow for events but no use has been found for the building as a whole. It suffers from structural problems and proximity to a major road. Some works have been undertaken to stabilise the building but it remains partly propped by scaffolding and in need of repair.



45% have been removed as their futures have been secured; only six buildings have been lost. The percentage of grade I and II* listed building entries at risk has declined from 3.8% in 1999 to 3.2% in 2008 (see table 1).

The total number of entries has fallen from 1,428 in 1999 to 1,242 in 2008. However, this net decrease of 13% since the baseline masks a significant turnover in entries. Between 1999 and 2008, 934 entries were removed and 748 were added. Overall, though, the register suggests that on this measure, the state of England's most highly graded buildings has steadily improved.

There are significant differences in the proportion of listed building entries at risk across England's regions. There is a clear 'north-south' split with 7.4% of grade I and II* building entries at risk in the North East and 5.1% in the North West, compared with 1.9% in the South East and 1.8% in the East of England. An explanation for this is that in more prosperous regions, where development pressures are most intense, there are more resources and a greater incentive to maintain buildings and find new uses for those facing redundancy, incentives and resources that are lacking in less prosperous areas. The proportion of buildings at risk has fallen in every region except for the East of England (although the percentage at risk in this region remains lower than anywhere else in the country).

TABLE 1: PERCENTAGE OF GRADE I AND II* BUILDING ENTRIES AT RISK, 1999-2008



This suggests that even in more affluent regions there may be an irreducible minimum of buildings at risk at any one point in time; as buildings leave the register others replace them and the most intractable ones remain. Of the buildings on the 1999 register, 51% (or 729) entries are still on the 2008 register. It is these buildings that are the gravest source for concern.

Buildings that are economically repaired and brought back into use without public subsidy are more readily dealt with and removed from the register. In 1999, 16.7% of the entries on the Buildings at Risk register were economic to repair; this has since fallen to 12.8%. There are, again, significant regional differences, with only 4.4% that are economic to repair in the North West, compared to 37% in London.

BUILDINGS AT RISK IN LONDON

The first London Buildings at Risk register was published in 1991. Importantly, it covers all grades of listed building, including grade IIs. This year, the grade I and grade II* buildings on the register amount to 4.4% of all the buildings at these grades in London. Interestingly, the 402 grade II buildings at risk represent only 2.4% of all the grade II buildings in London, suggesting that in London lower-graded buildings may be at less risk than their higher-graded counterparts.

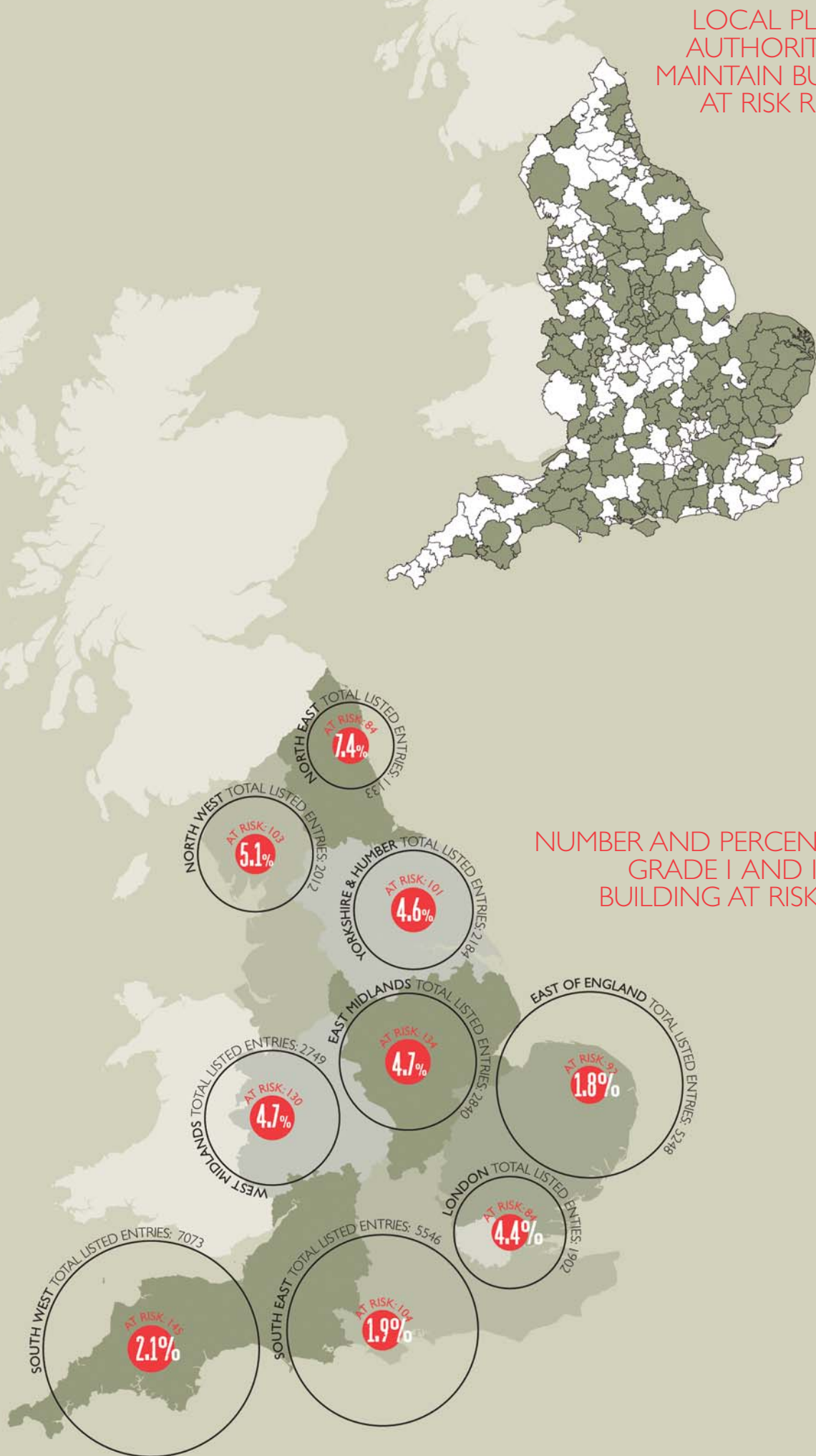
Over the last six years around 87% of buildings on the register have required some subsidy to allow them to be repaired and brought back into use. It is estimated that the total subsidy needed for all the remaining grade I and II* buildings and structural scheduled monuments on the register is in region of £400 million. Just under half of this relates to the 50 entries (4% of the total) with a 'conservation deficit' exceeding £1 million. Of these, 10 are located in the South East and 10 in the West Midlands.

Although steady progress has been made in securing the future of buildings on the register since 1999, it is clear that, on the whole, the less problematic buildings at risk are dealt with more quickly, leaving a hard core of the most intractable cases. Tackling buildings at risk requires a long-term approach, and considerable success can be achieved when this is taken. In London, 92% of buildings on the original 1991 register have been removed. Ipswich Borough Council has reduced its listed buildings at risk by 93% since 1987 and the percentage of listed buildings at risk in the borough has fallen from 8% to less than 0.3%.

Over the ten-year period from 1998 to 2008, English Heritage has offered a total of £49.9 million in grants to buildings on the register. However, English Heritage's grant aid is limited in relation to the total subsidy required for buildings at risk, and funds available for repair grants have fallen from £6.6 million in 1999-2000 to £4.1 million in 2007-08. Grants from other public sources, notably the Heritage Lottery Fund, therefore continue to be essential in helping secure the future of buildings at risk. Without

LOCAL PLANNING
AUTHORITIES THAT
MAINTAIN BUILDINGS
AT RISK REGISTERS

Yes ●
No ○



NUMBER AND PERCENTAGE OF
GRADE I AND II* LISTED
BUILDING AT RISK ENTRIES

LOWTHER CASTLE, NEAR PENRITH, CUMBRIA

Lowther Castle, a grade II* listed building, has been empty for 50 years. Its inclusion in the English Heritage Buildings at Risk register was instrumental in focussing attention on the risk of losing a spectacular part of the heritage of the north of England. A partnership including the Lowther Estate Trust, which owns the castle, the North West Development Agency, English Heritage and the local authorities is now developing proposals to place the Castle and its gardens at the heart of a project that will stimulate the regional economy.



more investment from other sources, a significant reduction in the total number of buildings at risk is unlikely, and the cost of dealing with the backlog will continue to grow. Building preservation trusts can be the key to saving buildings at risk. Some trusts cover geographical areas; others specialise in particular types of building and some are formed to save just one building. In recent years determined individuals and trusts have saved numerous buildings at risk, working in partnership with other organisations, funding bodies, English Heritage and local authorities.

WHAT CAN ENGLISH HERITAGE DO?

English Heritage's role is primarily to provide practical advice, guidance and resources to local authorities and owners to secure the future of important buildings at risk. English Heritage's involvement in particular cases is determined by the importance of the building and the complexity of the issues. In problematic cases, English Heritage can help with analysis of the issues, investigation of the feasibility of options and brokering solutions. Buildings at risk will continue to be a priority for English Heritage repair grants.

To help local authorities to make more frequent and earlier use of their statutory powers, English Heritage runs a grant scheme to underwrite a significant proportion of the irrecoverable costs involved in serving Urgent Works and Repairs Notices.

In exceptional cases, English Heritage may itself acquire and repair a particularly important building at risk, where it is clear that the scale and complexities are such that direct involvement is the best way of securing the long term future of the building.

English Heritage has published numerous guidance documents to help owners and local authorities to secure the future of important buildings at risk. These and other sources of advice are available at www.english-heritage.org.uk/bar or from the Historic Environment Local Management website at www.helm.org.uk

WHAT CAN LOCAL AUTHORITIES DO?

Local authorities have a key role to play in protecting our historic environment. Taking action on neglected buildings requires a positive approach, which can be difficult in the face of limited resources and conflicting demands. Even though the challenge can seem daunting, expensive and unpredictable, allowing buildings to become derelict is in the end a waste of valuable resources.

Local authorities have a responsibility to ensure that buildings at risk are managed in a sustainable way by making the most of their embodied energy, as well as intrinsic interest. Historic buildings offer an environment that people enjoy and where people want to live and work, and as such, the repair of historic buildings is often a catalyst to the regeneration of an area.

The creation of a local 'at risk' register is the first step in dealing with the problem; it is important to assess the scale of the problem, to prioritise resources and action and to monitor and analyse results.

Research in 2004 identified that 53% of local authorities in England maintained their own buildings at risk register covering all grades of listed buildings, with 30% publishing their registers. Analysis of these registers suggested that 4.6% of all grades of listed buildings were at risk. Once again, the lowest percentages were in London, the East of England and the South East and the highest in the North East, North West and West Midlands. This research led to an estimate of at least 17,000 buildings at risk nationally in 2004.

In 2008, the number of local authorities maintaining buildings at risk registers has increased marginally to 57%, and the percentage that publish them is 26%. Local authorities can take action to secure the preservation of historic buildings and the use of statutory notices can be an effective tool. Some local authorities have a successful track record in taking statutory action, but generally, these powers are under-used. It is essential that local authorities make best use of these powers.

GRANDSTAND, UXBRIDGE LIDO, PARK ROAD, UXBRIDGE, GREATER LONDON

Grandstand with attached cafeteria designed by G Percy Trent and built in 1935 in a nautical Moderne style. One of only two such grandstands in the country. Concrete with flat roof, metal windows and painted metal railings to terrace, viewing platform and staircases. Vacant since closure of lido in 1998.

English Heritage and the London Borough of Hillingdon are working in partnership to secure the scheme to reopen the pool and listed buildings as part of a new sports complex. Work has begun on consolidating and repairing the listed structures and on the adjoining new indoor sports complex.



PIN DALE LEAD MINE, NEAR CASTLETON, DERBYSHIRE

This open-cut lead extraction site is a powerful memorial to the back-breaking industry that once characterised the area. Today the site is a mess. Trail bikes have carved up the surrounding land and the cleft in the rock, still bearing the marks from miners' picks, is used as a rubbish tip. Someone has even pushed an old Transit van into it. If this scheduled monument continues to be used as an alternative landfill site it is in grave danger of being lost altogether to posterity.



MONUMENTS AT RISK

Scheduled monuments are our most valued archaeological sites and landscapes, designated because they are of national importance. They include prehistoric burial mounds, stone circles and hillforts, Roman towns and villas, medieval settlements, castles and abbeys and the structures of our more recent industrial and military past.

Together they are a unique inheritance that tells the story of many generations of human endeavour and, indeed, they provide the only record for millennia during which we have no written history. These evocative monuments also create a unique sense of time and place in the landscape, adding greatly to the distinctiveness of both our towns and our countryside.

Although protected by law, scheduled monuments are still at risk from a wide range of processes. Like listed buildings and registered landscapes, they are vulnerable to development. In addition, they are exposed to several intense pressures beyond the reach of the planning system. These include agricultural intensification, forestry and wholly natural forces, such as coastal erosion. It is the pressures which are not controlled by the planning process which pose the greatest threat to the majority of scheduled monuments.

In 1998 English Heritage published the Monuments at Risk Survey, which examined a 5% sample of England's designated and undesignated archaeological sites and demonstrated that, since 1945, an average of one archaeological site has been destroyed every day. The next step was to systematically review all of England's 19,709 scheduled monuments, beginning with a pilot study in East Midlands Region.

The full national survey has now been completed and had two aims: firstly to assess the condition, amenity value and surroundings of every monument and the extent to which it is at risk, and secondly to establish priorities for action. Its headline findings are that 21% of monuments are at high risk, that a further 33% are at medium risk, and that there is therefore an urgent need for action before our heritage is irreparably damaged.

21% OF MONUMENTS ARE AT HIGH RISK, A FURTHER 33% ARE AT MEDIUM RISK. THERE IS AN URGENT NEED FOR ACTION.

From this research it is clear that scheduled monuments are significantly more likely to be identified as being at risk than designated buildings or landscapes. Why should this be?

The explanation is both environmental and economic. The majority of scheduled monuments are archaeological sites, the continued preservation of which depends on the character of their overlying and surrounding land use. A significant proportion occurs in environments where the land-use is simply not compatible with their continued survival without positive management action.

In economic terms there are also significant differences between buildings and monuments. Buildings generally have some economic value to their owners, particularly when capable of adaptive reuse. In contrast, although our scheduled monuments are fundamental to the history and sense-of-place of their locality (and therefore contribute to the wider economy by encouraging tourism and inward investment) they are of little direct economic benefit to those who own them and, as a result, they often suffer from neglect.

THE WAY FORWARD

When damaged or lost, scheduled monuments cannot be replaced: urgent action is required if we are to pass them on to future generations in good condition. Paradoxically, while monuments top the list of heritage assets at risk, the amount of effort needed to ensure their survival for the future is often minimal and inexpensive – removing brambles, re-routing a footpath or protecting against burrowing rabbits are often all that is required.

In some cases, the risks to scheduled monuments can be reduced simply by good land management, or by well-informed planning policies and decisions that take full account of the national importance of historic sites. However, some monuments do require significant resources in order to stabilise their condition, to carry out repairs, or to change the way in which the land on and around the monument is used. In all cases close co-operation with owners and land managers is essential if progress is to be made.

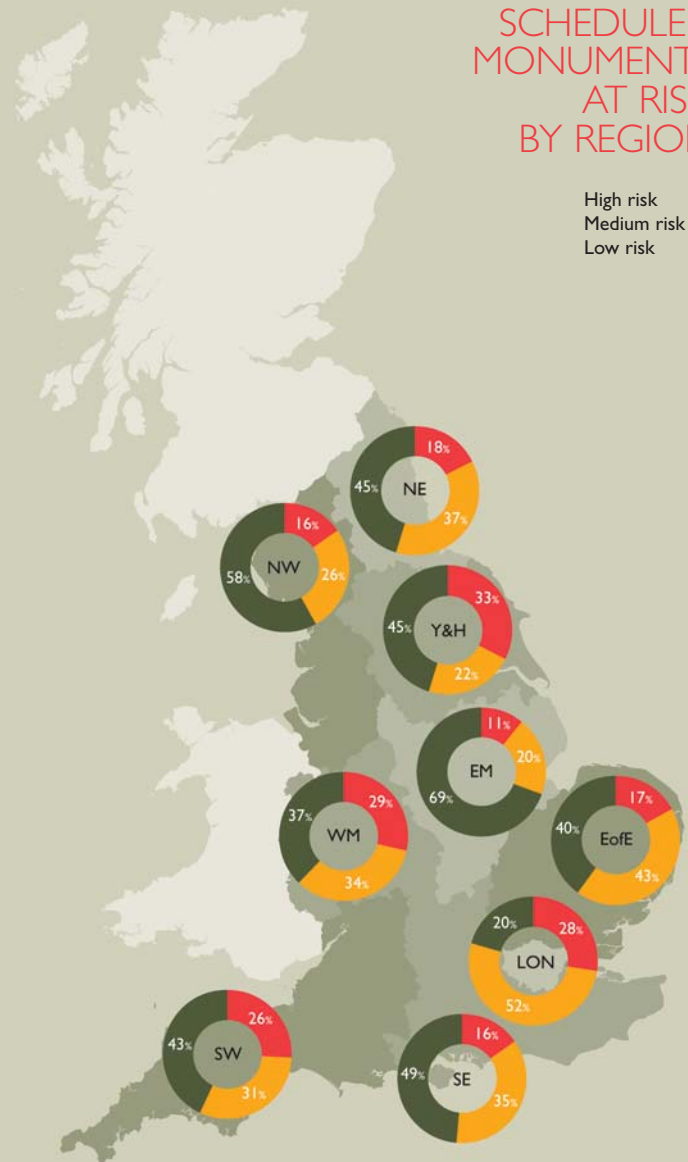
For the first time, the priorities for improved management of scheduled monuments have been identified nationally. The major sources of risk to the

“ If historic buildings matter to a civilised society – as they surely do – then they have to be looked after. One of the greatest enemies of old and beautiful buildings is neglect. English Heritage’s Buildings at Risk register, and now Heritage at Risk, is a vital weapon against this, exposing the victims of neglect and the dangers they face, and so helping to find new owners or new uses for the historic buildings that matter to us all. ”

GAVIN STAMP ARCHITECTURAL HISTORIAN

SCHEDULED MONUMENTS AT RISK, BY REGION

High risk ●
Medium risk ●
Low risk ●



condition of monuments have also been identified at a strategic level, as have practical management needs at the level of individual sites. What actions are being, or can be, taken to improve the management of scheduled monuments in order to reduce their vulnerability to risk?

Prioritisation. With large numbers of sites at risk, identifying clear priorities for management action, even within the ‘high risk’ category, is important for English Heritage, for other organisations and for owners and land managers. Our regional teams are already working with a range of partners to identify which cases require most urgent action.

Information and advice. Provision of information and advice is crucial. This includes simple information on the location and extent of sites, which may not be readily visible to land managers, and more detailed advice on the best approaches to improving the condition of sites. The English Heritage National Monuments Record and local authority Historic Environment Records have increased the information available to land managers and we are

continuing to develop their services. English Heritage also provides on-line advice to the owners and managers of sites via the Historic Environment Local Management web site www.helm.org.uk; through its Historic Environment Field Advisers or through the network of local authority Historic Environment Countryside Advisers that we have co-sponsored with selected local authority partners.

Partnership. English Heritage cannot deliver the actions required alone. We particularly require the co-operation of major institutional landowners and those organisations capable of influencing future land management. For example, we work closely with the Forestry Commission and the Ministry of Defence, both of which have exemplary records of managing the monuments on their estate; with the National Parks and Areas of Outstanding Natural Beauty of England, to ensure that the management of scheduled monuments is incorporated in their statutory management plans; and with Defra and Natural England to ensure that archaeological concerns are adequately reflected in agri-environment schemes.

BOWES RAILWAY, INCLUDING SPRINGWELL COLLIERY, TYNE AND WEAR

The Bowes Railway, now a scheduled monument looked after by a voluntary organisation, is part of an extensive network of track ways and later railways that serviced the coalfields of Durham. Of the stations on the Bowes line only Springwell Colliery, of which the Wagon Shed is shown here, is still standing. English Heritage has given grants to the site in the past and has recently offered another to identify repairs needed to the Wagon Shed and the Black Fell Hauler House. However, there is still much to do, and vandalism is a serious issue.



CONCENTRIC STONE CIRCLE, BIRKRIGG COMMON, CUMBRIA

Known locally as the Druids' Circle and probably dating back to the Bronze Age, Birkrigg is one of around fifty prehistoric stone circles in Cumbria. Despite their designation as a scheduled monument, the stones have been vandalised on more than one occasion with spray paint. Because they lie on open access land some distance from roads, it has been difficult for South Lakeland District Council, which manages the site, and its owners, the Crown Estate, to prevent this from happening.



Incentives. Most owners and managers of scheduled monuments address their long-term care on a voluntary basis. In some cases, however, they need incentives to compensate for the losses of income incurred in delivering good management. English Heritage works closely with the Heritage Lottery Fund to identify important sites deserving grant-aid, while Natural England delivers agri-environment schemes on behalf of Defra. Among these, Higher Level Environmental Stewardship is a particularly important mechanism for making sure that archaeological sites are properly cared for in the context of environmental land management projects. In future English Heritage will continue to focus its own grant-aid on cases that are ineligible for other grant schemes.

Research. Many of the processes likely to damage scheduled monuments, such as arable cultivation, are poorly understood. English Heritage is promoting innovative research in these areas in order to identify sustainable long-term solutions.

Legislation. The current legislative framework for conserving scheduled monuments is ineffectual in a number of respects. English Heritage therefore welcomes the legislative changes proposed by the draft Heritage Protection Bill, presented to Parliament in April 2008 and believes their implementation will bring significant long-term reductions in the risk posed to many scheduled monuments.

FACTS AND FIGURES

FORM AND DATE

The majority of scheduled monuments are earthworks (59%), mainly of prehistoric and medieval date, or standing structures (22%) that are principally of medieval and later date.

59% OF
SCHEDULED
MONUMENTS ARE
EARTHWORKS

LAND USE

34% of high-risk monuments are located in cultivated land, 36% are in grassland, 3.7% are on developed or urban land, and 3.2% are in woodland.

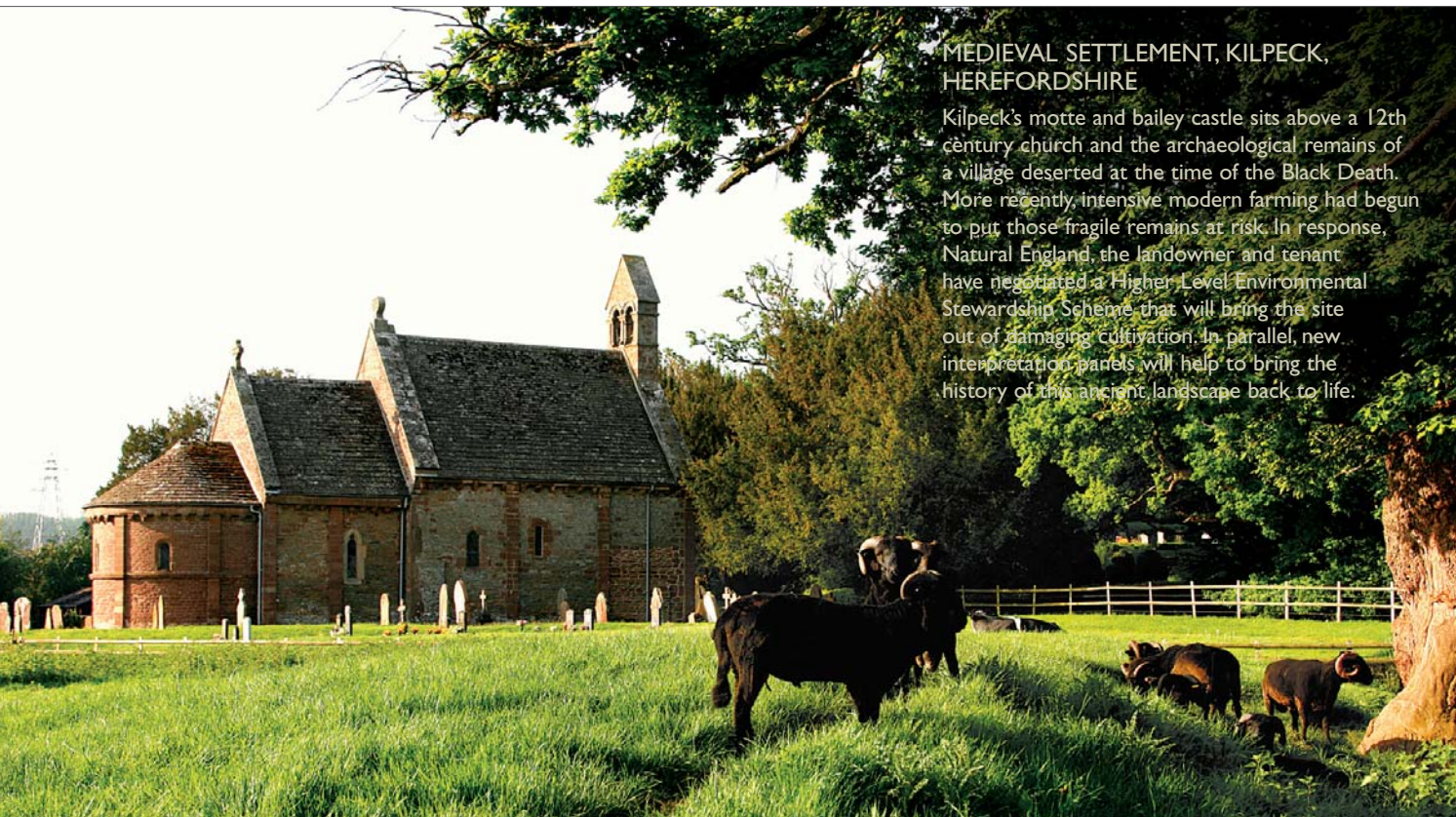
34% OF
HIGH-RISK
MONUMENTS ARE
LOCATED IN
CULTIVATED LAND

CONDITION

Problems were noted on 42% of scheduled monuments, and 9% were in a wholly unsatisfactory condition. Condition is in decline for a third of monuments, and only 6% were improving.

VULNERABILITY

19% of scheduled monuments are at risk from agriculture (mainly ploughing and erosion caused by stock), 34% are vulnerable to natural processes such as unmanaged tree and scrub growth or animal burrowing, 5% are prone to decay and neglect and 4% are threatened by development, mineral extraction and forestry.



MEDIEVAL SETTLEMENT, KILPECK, HEREFORDSHIRE

Kilpeck's motte and bailey castle sits above a 12th century church and the archaeological remains of a village deserted at the time of the Black Death. More recently, intensive modern farming had begun to put those fragile remains at risk. In response, Natural England, the landowner and tenant have negotiated a Higher Level Environmental Stewardship Scheme that will bring the site out of damaging cultivation. In parallel, new interpretation panels will help to bring the history of this ancient landscape back to life.

There will, however, be no easy or immediate solutions to the issues identified by the scheduled monuments strand of the Heritage at Risk programme but these measures can make a real difference, particularly when taken together.

Considerable progress has already been made in the East Midlands region since completion of its pilot scheduled monuments project in 2004. In 2001, 35% of scheduled monuments were at high or medium risk. By 2007, this had been reduced to 29%. In 44% of cases it was agri-environment grant aid that reduced the risk to monuments; in 33% it was English Heritage grant-aid; in 17% it was Heritage Lottery Fund grants, and for the remaining 6% it was a mix of resources.

In the Peak District National Park, which contains a significant number of well-preserved monuments, the overall numbers of monuments at high and medium risk was reduced from 29% to 15% – a reduction of nearly half. In the Lincolnshire Wolds Area of Outstanding Natural Beauty, which contains a large number of important prehistoric monuments in areas of arable cultivation, the numbers of high and medium risk monuments has been reduced from 61% to 53%. In both cases, close co-operation with the National Park Authority and AONB Unit, together with delivery through Environmental Stewardship, played an important role in achieving the improvements.

AMENITY VALUE

63% of monuments are visible and 29% are partly visible; the remainder are entirely buried beneath the ground. 35% are fully accessible to the public, and 26% have no public access. Detailed on-site interpretation is available at only 2.6% of monuments, 10% have some interpretation, and 80% have none at all.

OWNERSHIP

The clear majority (74%) of scheduled monuments are in private ownership, 12% are owned by local authorities, 9% by government or their agencies and by utilities.

74% OF
SCHEDULED MONUMENTS
ARE IN PRIVATE
OWNERSHIP

LEGISLATION

Current ancient monument legislation permits potentially damaging activities (cultivation, horticulture, forestry, gardening) on all or parts of 26% of scheduled monuments.

LANDSCAPE DESIGNATION

Monuments within England's National Parks are generally at lower risk than the national average, but those within the boundaries of the English Areas of Outstanding Natural Beauty are at higher risk, possibly reflecting the overall character of agricultural land-use within the two designations.

HACKFALL WOOD, NEAR RIPON, NORTH YORKSHIRE

Laid out in 1749-47 by William Aislaby, Hackfall is a fine example of the 'picturesque' approach to landscape design. After many years of neglect, this fragile designed landscape was steadily losing its structure. In 2002 English Heritage funded a conservation management plan to help the Hackfall and Woodland Trusts to better understand the site and how to bring it back to life. In turn, Heritage Lottery Funding has allowed the completion of a major repair programme and the development of a new education and volunteer programme.



PARKS AND GARDENS AT RISK

There are 1595 designed landscapes on the current English Heritage *Register of Historic Parks and Gardens of Special Historic Interest*. These registered landscapes include private gardens, public parks and other green space, country estates and cemeteries. They are valued for their beauty, diversity and historical importance but compared to the number of, say, listed buildings, this is a small group of assets.

The new 'at risk' register for parks and gardens draws on a suite of indicators that were selected to describe change (whether beneficial or detrimental), active conservation planning, and neglect for every registered site. This initial analysis provides a baseline and a guide to the sites that need further investigation by English Heritage's advisers in discussion with individual property owners and others. At the same time, English Heritage will continue to develop and refine its methodology for monitoring risks to parks and gardens.

LOW RISK

This category includes sites that are in good condition. They have often been repaired and have the advantage of a conservation management plan (or equivalent), and in some cases the additional protection of conservation area status.

MEDIUM RISK

This group comprises landscapes where neglect is the key issue but also includes sites where the presence of planning applications indicates potential development pressures. The group includes many of the cemeteries that have recently been registered, together with sites that have not attracted conservation management-plan funding.

HIGH RISK

Typically these sites are adversely affected by development and neglect. They have frequently been altered by development or are faced with major change. They are generally not protected by conservation management plans or conservation area status. The original function of these landscapes has often changed; divided ownership may also have resulted in the loss of the cohesive character of the place.

1595
DESIGNED
LANDSCAPES
ARE ON
THE CURRENT
REGISTER

KEY RISKS AND CHALLENGES

The proportion of registered historic parks and gardens that are at risk is broadly similar throughout England. However, the actual number of sites at risk is greatest in the South of England, where more than 40% of the country's registered parks and gardens are located. Across the country as a whole, 7% of registered sites fall into a high-risk category for potential loss of historic significance, rising to 13% in the West Midlands. 26% of the nationally designated landscapes are in the medium risk category and 67% of sites can be considered at low risk.

The analysis shows that all types of registered historic parks and gardens are vulnerable to loss of historic significance, although grade I sites appear to be better managed and thus more secure than their lower-graded counterparts; and the grade II sites are probably more vulnerable. Because registered historic parks and garden

“ It's our duty, as beneficiaries of England's great creative past, to fight to save what has been handed down to us, to protect the buildings and places that define the nation's identity. England's historic architecture is a source of great national pride and a vital economic resource. We must ensure that it remains so for future generations. ”

DAN CRUICKSHANK ARCHITECTURAL HISTORIAN

are often large and complex, vulnerability can vary considerably from one part of the site to another. The survey has shown that development and neglect are the two major challenges to the future of registered historic parks and gardens.

DEVELOPMENT

Of the 1595 registered sites in England, 60% have been the subject of planning applications in the last five years. Of these, 35% threaten a major change to the site. Some of these developments will result in the historic designed landscapes being irreversibly changed.

Change is not necessarily bad; it can indeed be beneficial to the conservation of the historic park and garden. New visitor facilities such as car parks, shops and cafés all require planning consent and the registered status of the site is a material consideration in the appraisal of these applications. The challenge is to plan new facilities in ways that complement their historic setting and do not detract or disrupt the original design. Historic parks and gardens were designed to be enjoyed and there are many good examples of carefully considered visitor management that are opening them up to larger audiences than ever before.

Sometimes development beyond the boundary of a registered landscape can be just as harmful as construction within its boundaries; this is especially true where development would impact on designed views that extend beyond the designated site itself. In a changing environment these views can be easily lost or spoilt if the relationships between the historic park and garden and its setting are not appreciated. Even parks and gardens in the care of conservation organisations are still vulnerable to change within and beyond the registered area outside their guardianship.

NEGLECT

Across the country 65% of registered parks and gardens show some signs of neglect. This neglect is not restricted to any particular type of site and is manifested in many different ways – for example the loss of parkland trees to arable cultivation is prevalent in many large rural sites. The erosion of detail in formal gardens is similarly apparent at both large and small sites, particularly those taken into institutional use as educational establishments and hospitals. Other properties face uncertain futures because investment in the upkeep of the designed landscape has evaporated.

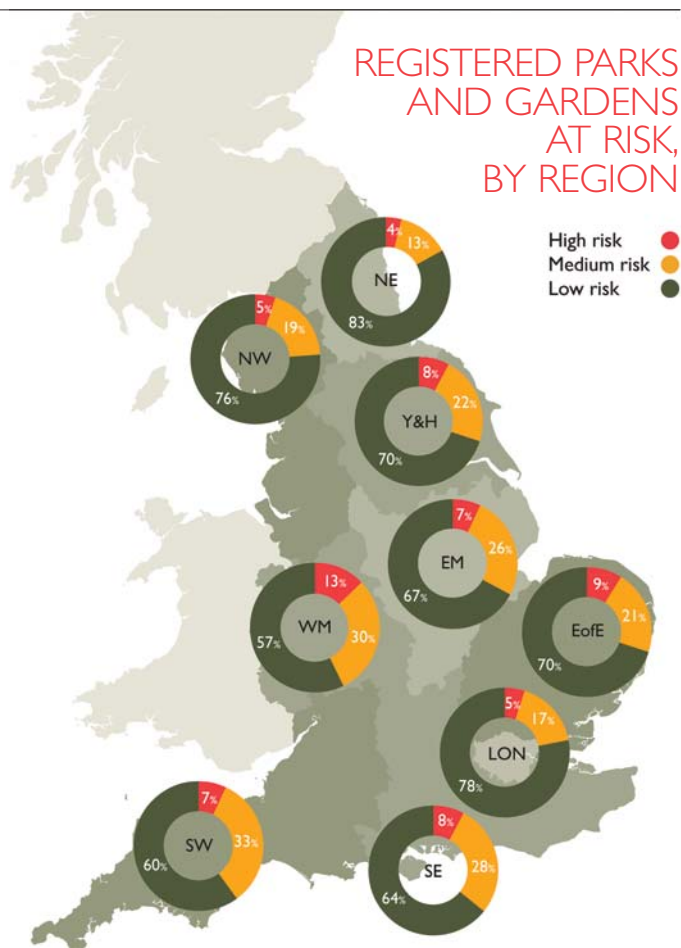
65% OF REGISTERED PARKS AND GARDENS SHOW SOME SIGNS OF NEGLECT. THIS NEGLECT IS NOT RESTRICTED TO ANY PARTICULAR TYPE OF SITE AND IS MANIFESTED IN MANY DIFFERENT WAYS.

There are grounds for optimism though. In the short term, historic parks are far less vulnerable to destruction from a lack of maintenance than buildings. In most cases, neglect is reversible and careful historical research usually allows the successful restoration of the elements of a designed landscape that give it its special historic interest. Sometimes it may be best – both in heritage and biodiversity terms – to bide time rather than push too quickly for development as a means of securing restoration.

Problems can occur when sites are in multiple ownership or become subject to a change of use. Many of the sites at high risk are no longer managed as single properties but as sub-divided holdings whose owners each have their own distinct aspirations for their land. Change of use – for example conversion from parkland to golf course – can similarly lead to a loss of understanding of the historic design and in turn to its gradual dilution and eventual loss. Owners are also exploring new income streams such as agri-environment schemes, and hosting events and weddings that could all help generate new funds for conservation work.

STRATEGIES AND POLICIES

Guidance and developing skills. The Heritage at Risk findings suggest there is much to do in developing awareness of the conservation of historic parks and gardens as heritage assets. Local planning authorities need to be encouraged to develop skills in landscape assessment, and park and garden management and conservation. English Heritage is also keen to provide guidance to owners and developers, both through its websites and publications such as *Golf in Historic Parks and Landscapes*.





GUNNERSBURY PARK, HOUNSLOW/ EALING, LONDON

In the suburbs of West London, Gunnersbury Park was purchased as a public park from the Rothschild family in the 1920s. The park, laid out in the 18th and 19th centuries, contains 21 listed buildings, many at risk, as well as garden features such as this arcade with ruinous gothic outbuildings and an overgrown Japanese garden. A conservation management plan is currently being prepared for the whole site.

“ Preserving our heritage is surely something that every responsible thinking person should be keen to do – without it what a dull place the UK would be. I think more could be done to encourage the entrepreneurial spirit amongst people who would take on derelict problem areas and come up with original and enterprising ideas for their use and development. Some planning rules may have to be amended to make this possible. ”

SIR TERENCE CONRAN DESIGNER

Consultation. Assessing the impact of proposed development on historic designed landscapes or their settings is a complex matter. Government Circular 9/95 therefore instructs local planning authorities to consult English Heritage on all planning applications affecting grade I and grade II* sites, and the Garden History Society on all registered parks and gardens, regardless of their grade – although it is the grade II sites that appear to be most at risk.

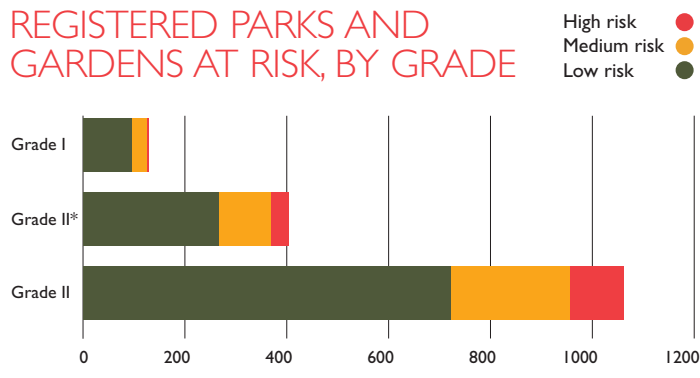
Conservation areas and planning tools. Just under 30% of registered parks and gardens are within designated conservation areas, which are particularly well suited to the protection not only of their component details and sense of place, but of their wider setting. Additionally, they encourage local interest and pride in the environment.

The 2008 Heritage Protection Bill proposes that local planning authorities should give special regard to preserving the settings of heritage open spaces. In addition, English Heritage is developing a method to help it systematic method to assess the historical significance of views, as explained in the consultation document *Seeing the History in the View*, published in March 2008.

Conservation management plans and grants.

The Heritage at Risk survey revealed that 45% of registered sites are now covered by conservation management plans, which are valuable tools. The Department for Culture, Media and Sport's 2001 statement *The Historic Environment: a force for our future* 'strongly recommended' plans for large-scale properties such as parks and gardens. New plans can be generated with support from a variety of sources including English Heritage, Heritage Lottery Fund, the Green Flag Award scheme, Defra and Natural England's Environmental Stewardship Scheme. Such plans are now often produced

REGISTERED PARKS AND GARDENS AT RISK, BY GRADE



TYPES OF SITES AT RISK DUE TO DEVELOPMENT

HOSPITALS

Many late 18th- and 19th-century hospitals, asylums and workhouses were built with large and integral grounds. In recent decades the rationalisation of the National Health Service has put many of these designed open spaces at risk.

HOTELS

Former country houses and their designed landscapes often lend themselves to redevelopment as hotels. There are many successful examples of conversion, but new drives, additional accommodation, car parks, swimming pools and tennis courts can have considerable negative impact if insensitively sited and designed. Areas of the designed landscape beyond the hotel's visitor facilities can also become neglected, while the construction of golf courses can introduce major changes to a park.

TYPES OF SITES AT RISK DUE TO NEGLECT

PICTURESQUE

The 18th- and early-19th-century practice of designing parks in the style of paintings is not widely understood, which makes this important class of landscape particularly vulnerable. These landscapes could too easily be lost to the pressures of development and neglect.

ARTS AND CRAFTS

The private gardens of late 19th- and early 20th-century houses are vulnerable to neglect and change because they are often on a smaller scale than their predecessors. Their complex planting and detailed hard landscaping can also make them difficult to adapt to modern uses.

13% OF REGISTERED PARKS AND GARDENS INCLUDE BUILDINGS AT RISK



EASTON LODGE, GREAT DUNMOW, ESSEX

Designed by the architect Harold Peto (1854-1933), who was strongly influenced by Italian gardens, Easton Lodge is one of the most important examples of his work. The rich assemblage of architectural features, including the novel reintroduction of the treillage, a form of trelliswork for climbing plants, requires constant maintenance and preserving them has proved increasingly difficult. A 30-year development plan has been drawn up by The Gardens of Easton Lodge Preservation Trust, and – subject to Heritage Lottery funding – restoration will begin with the Italian Garden.

in the context of agreements with Her Majesty's Revenue & Customs for conditional exemption from capital taxation. In future, English Heritage will be particularly keen to encourage educational establishments to adopt conservation management planning as part of their overall property management strategies.

English Heritage already provides grant aid for the repair and conservation of grade I and II* sites and for special projects such as the London Squares Campaign. In coming years the Heritage at Risk programme will help English Heritage, managers and others to better target their investment.

Climate change. The special genius of parks and gardens is the synergy that they allow between nature, design and horticulture – one that involves a combination of trees, plants and wildlife, views and vistas, drama and setting. Many of these features could be vulnerable in a changing climate. English Heritage has already embarked on joint projects with the horticultural sector to develop a better understanding of the likely impacts and the implications for conserving these special places for future generations.

LOCAL AUTHORITY OWNED LANDSCAPES

As a result of Heritage Lottery Fund investment most of the public parks that were at high risk a decade ago are now safe. Those remaining at risk tend to be those belonging to country house estates now landlocked in urban areas and reused as museums or galleries. In contrast, a significant number of country parks, especially those serving major conurbations, appear to be vulnerable, both from the splitting-up of the original designed landscape and tendency of country park

management to focus on nature conservation and recreation rather than the mutually agreeable care of the historic designed landscape. Cemeteries also feature on our initial analysis of sites at risk. Most of these historic designs appear to be vulnerable to neglect but there are some that are also affected by development. English Heritage, in partnership with Natural England, issued guidance on the conservation of cemeteries in 2007.

EDUCATIONAL ESTABLISHMENTS

A significant number of registered parks and gardens belong to schools, colleges and training centres. Although these organisations have played an important part in securing the survival of their historic designed landscapes, current economic pressures can make them reluctant to invest in conservation of their historic landscapes.

BUILDINGS AT RISK

Buildings are often key focal points in designed landscapes – whether a chapel in a cemetery, a tower

in parkland, or a bandstand in a public park. Many of these buildings are ornamental and unlike other historic structures offer no possible financial return from reuse. A principal house at risk will often mean the designed landscape is also in danger. There are 43 buildings at risk recorded in grade I registered parks and gardens, 77 in grade II* and 99 in grade II sites. As well as estate buildings such as stable and lodges, they include walls, steps, terraces, bridges, vases and pavilions. Altogether, 13% of registered parks and gardens include buildings at risk.

SITE OF THE FIRST BATTLE OF NEWBURY, WEST BERKSHIRE

Site of the 1643 First Battle of Newbury (English Civil War) between Parliamentary and Royalist forces. This battle probably represented the best chance King Charles ever had of winning the Civil War. It marked the turning point of the whole war and is accordingly an important place in English history. Already some of the south-eastern periphery of the battlefield is built over and the A34 Newbury bypass clips a corner of it. The battlefield is principally at risk from renewed development pressures for housing; strategic locations elsewhere are limited by risk of flooding and AONB and other environmental designations.



BATTLEFIELDS AT RISK

Winston Churchill called the battlefields of England 'the punctuation marks of history', places where the nation's future sometimes turned over the course of a few bloody hours. The battles of Hastings (1066), Bosworth (1485) and Naseby (1645) are but a few of the violent struggles that made our history. Often the landscapes over which they were fought survive little altered, including topographic features such as the high ground and river crossings which played important strategic parts in events. Here it remains possible to stand in the places where history was made.

The *Register of Historic Battlefields* was established by English Heritage to encourage local authorities, owners and others to understand the importance of these sites. Currently, there are 43 registered battlefields. While this designation introduces no additional statutory controls, one of its primary objectives is to encourage policies and other mechanisms that ensure that change and development affecting battlefields is sensitive and appropriate. Another aim is to support initiatives that use improved access, interpretation and education to give a better understanding of battlefields.

Management planning for battlefield sites is still in its infancy and its development will be of crucial importance to the containment of future risk. In the course of the present survey an assessment was made of whether the condition of the 43 registered battlefields is improving, stable or declining:

- 8 are deemed to be at high risk of loss of historic significance
- 10 are deemed to be at moderate risk
- 25 are deemed to be at low risk

A further purpose of the register is to encourage the conservation of 'battlefield archaeology': projectiles like musket balls and other items dropped or lost in

the course of the battle. The professional recovery and recording of these can lead to a very different interpretation of what happened during a battle than is told by the historical sources. Surprisingly few battlefield grave sites are known: again, modern research methods are likely to add to their number, and to enable their sensitive and appropriate management.

The criteria used to define registered battlefields are strict. Examples have only been included in the register where the engagement involved military units, and the outcome had an impact of national political, military or historical significance. Importantly, the area where fighting took place has to be capable of precise definition on the ground, a requirement that rules out most early battles –

METHODOLOGY

The risk of loss of historical significance to registered battlefields was assessed against four key criteria:

LANDSCAPE READABILITY

The advantage of the higher ground, the location of marsh or the accessibility of a site from different directions all influenced the way battles were fought. Is it still possible to understand the setting of the battle by reading the landscape in which it was fought?

LANDSCAPE FEATURES

Hedgerows, stands of trees, walls and other features may have had a significant impact on the battle by providing protection or allowing an element of surprise. Can their layout be appreciated from our knowledge of the battle itself?

ARCHAEOLOGICAL INTEGRITY

The site and progress of a battle may be documented in written records, but archaeological investigation, through geophysical survey or metal-detecting, is often the only way to identify the exact location of elements of a battle. Is the archaeology being disturbed in a way that will impact on our ability to assess the battle in the future?

AMBIENCE

A good understanding of a battle can only be obtained by being able to appreciate all the factors that influenced its site. Activities that have a negative impact on the setting of a site, whether through noise, development or infrastructure can all prevent a visitor from obtaining that understanding. Are there factors that are destroying the ambience to the extent that the setting of the site can no longer be understood?

SITE OF THE BATTLE OF TOWTON, SELBY, NORTH YORKSHIRE

High, bleak, arable land near Tadcaster was the scene of a ten-hour battle in March 1461 during the Wars of the Roses, costing c28,000 lives. Artefacts and arrowheads from the battle have been consistently targeted by metal detectorists, some unauthorised and working independently of any agreed archaeological survey. At least one episode of deep ploughing may have disturbed a possible mass grave.



Maldon in Essex, fought in 991, is the earliest battle on the register. A number of important battlefields that cannot yet be securely located have been appended to the register as tentative battle 'sites'. If future research can establish more precisely where any engagement took place this will enable it to be added to the register.

Of the 43 sites included in the register 20 relate to the Civil War, 22 belong to earlier centuries, and one is later.

Within each of these criteria, current condition and future vulnerability were taken into account. The first two criteria, landscape readability and features, were designed to assess whether it is still possible for a visitor to be able to understand how the forces were deployed and hence why the battle progressed as it did. Much of the potential impact on these criteria relates to development pressure. However, agricultural practices can also impact on the landscape, both via one-off schemes such as land drainage and ongoing activities that progressively erode or damage the archaeology of the battlefield. The final criterion, 'ambience', established whether the setting of the site allows a visitor to appreciate the whole battlefield and the context within which it was fought.

RISKS AND THREATS

- 8 battlefield sites are under potential development pressure because they are on urban fringes, and another is at risk from development within the site.
- 16 sites are under pressure from arable cultivation, of which three are experiencing intensive pressure.
- 10 sites are known to be subject to unregulated metal detecting.

One major impact or a combination of several factors can be enough to raise the risk at a particular site. Of the eight sites deemed to be at high risk, all are in decline. Seven are affected by detrimental development pressures, while one is experiencing intensive farming and plough damage.

Every one of the 43 registered battlefields is in divided ownership, whether public or private, and most have functioning buildings within their boundaries, including private houses and working farms. In addition, roads and other infrastructure often run through the sites, because in almost every case they are part of working landscapes.

STRATEGIES

The limited protection that registered battlefields receive means that there is relatively limited direct influence that English Heritage can have on their future. They are nevertheless significant historical sites to which English Heritage attaches great importance. It will therefore do everything it can to reduce the number of sites whose historical significance is currently at risk. It will also continue to encourage greater access to battlefields and their better educational interpretation. Books, trails, guided walks and interpretation panels all help the visitor to better appreciate the impact historical events had on our development as a nation.

WHAT WILL ENGLISH HERITAGE DO TO REDUCE THE RISK OF LOSS?

To help secure the future of England's historic battlefields, English Heritage intends to work with their owners to draw up management plans for registered sites, and a model template is being developed. In appropriate circumstances we may also be able to assist with funding of these battlefield management plans.

To provide better practical protection to battlefield sites we will develop positive landscape management strategies with owners and partners like Defra. In some cases we may encourage reversion of arable to pasture to help protect battlefield archaeology as part of a wider drive to prevent unauthorised or damaging metal detecting.

At a strategic level, we will rewrite the official guidance on the designation of battlefields as part of government's programme of Heritage Protection Reform. We will at the same time work with the Battlefields Trust to encourage the establishment of local 'friends of battlefields' groups.

OF THE **43** SITES INCLUDED IN THE REGISTER, 20 RELATE TO THE CIVIL WAR, 22 BELONG TO EARLIER CENTURIES, AND ONE IS LATER.

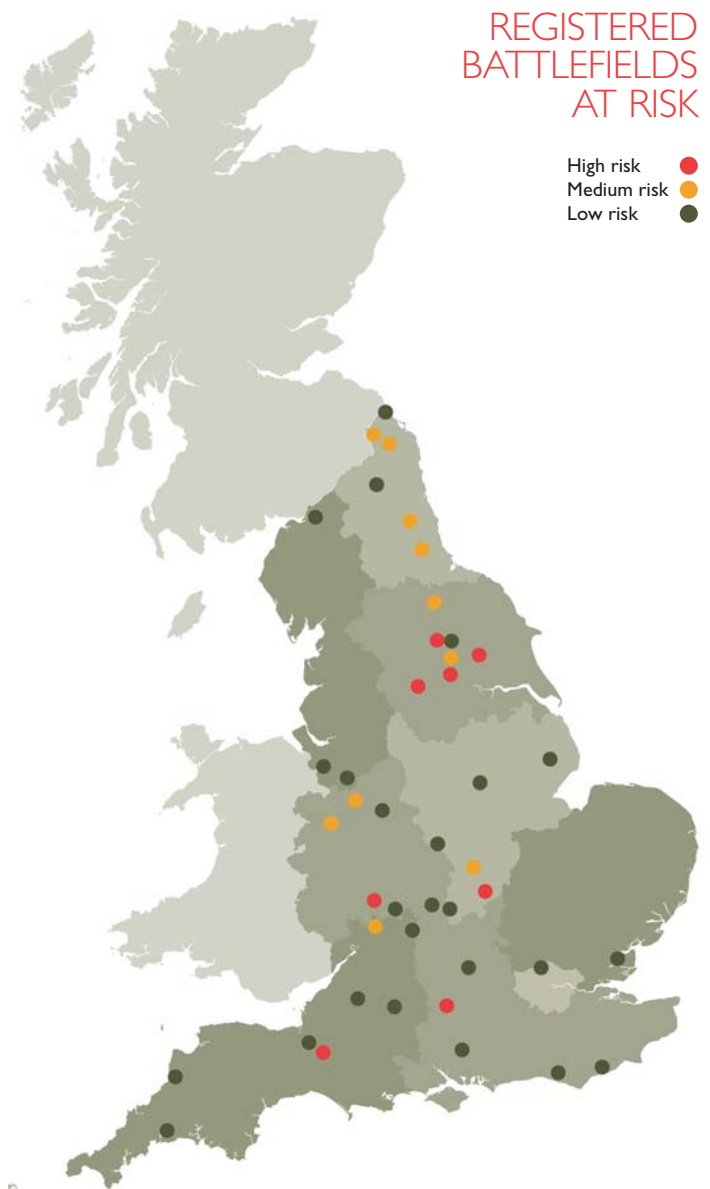
WHAT CAN LOCAL AUTHORITIES DO TO REDUCE THE RISK OF LOSS?

There are several important ways in which local authorities can help to protect and enhance the registered battlefields that lie in their areas. Most importantly, they can designate registered battlefields as Conservation Areas and make sure that the sites are explicitly taken into account in Local Development Frameworks.

At a more local level, local authorities can encourage owners to develop footpaths and interpretation along key site lines and to create good vantage points. They can also invite comments from the Battlefields Trust on planning applications affecting the setting of registered sites.

“ We have to fight for every acre, every site and every building of our heritage, which together tell the story of our history, and so many of which are threatened today. Among those precious sites are the known battlefields where through centuries men have fought and died for loyalty to others or their own ideals. They are places to honour, and to establish in the context of our history; above all to preserve. ”

ROBERT HARDY ACTOR





SALCOMBE CANNON SITE, OFF DEVON

Salcombe Cannon Site is a protected shipwreck at risk off the Devon coast. In 1995 it yielded a rich assemblage of 17th-century artefacts including more than 400 gold coins, now held by the British Museum as the largest assemblage of Islamic coins ever found in the UK. In addition, a late Middle Bronze Age assemblage of artefacts was recovered in 2004. The protected area is at risk from vandalism. © Wessex Archaeology

SHIPWRECKS AT RISK

The density of shipwreck remains in the English territorial sea is amongst the highest in the world. This is due to the combined effects of historically high volumes of shipping traffic, a long history of seafaring and an often hazardous coastline. Wreck sites provide tangible evidence of our ancestors' use of the sea and may contain the remains of vessels, their fittings, armaments, cargo and other associated objects or deposits. If historic wrecks contribute significantly to our understanding of our maritime past they may merit legal protection under the Protection of Wrecks Act 1973.

All wreck sites, whether or not they are protected by the 1973 Act, are vulnerable to both environmental and human impacts. Because they are often in remote locations, their management can also be challenging – and changes to their condition are characteristically difficult to anticipate and monitor. Survey has shown that 19 (42%) of England's 45 protected wreck sites are at high or medium risk from damage, decay or loss, unless action is taken.

IDENTIFICATION OF IMPORTANCE

England's 45 protected wreck sites represent a tiny proportion of the 32,777 pre-1945 wrecks and recorded casualties that are known to lie in the territorial sea – just one in 728. It is often difficult to determine exactly which sites are important and therefore those that require sustainable management. All of our historic wreck sites are accepted as being of special interest through the identification of different values attributed to them. English Heritage acknowledges that the value of the wider maritime and marine historic

environment has not been as fully recognised as that of its counterpart on land.

Wreck sites can be of importance for a number of different reasons: the distinctive design or construction of a ship, the story it can tell about its past, its association with notable people or events, its flora and fauna, or its role as a focus for the local community. If these values are to be sustained for the enjoyment of present and future generations we also need to understand the human and environmental risks to which the most important sites are exposed.

FACTS AND FIGURES

Excluding bays and estuaries, England's territorial sea covers some 45,000 km². The average density of protected wreck sites is therefore one for every 1000 km² of the seabed.

OWNERSHIP

22% of protected wreck sites are owned by the Ministry of Defence, while a further 56% do not currently have a recorded owner. The remaining sites are largely the property of private individuals or trusts.

22% OF PROTECTED WRECK SITES ARE OWNED BY THE MINISTRY OF DEFENCE

FORM AND DATE

52% of protected wreck sites can be broadly defined as cargo vessels and merchantmen, while 40% comprise warships of various classes and rates. The majority are either post-medieval (76%) or medieval (11%), reflecting historic biases in the identification and designation of important wreck sites.

SETTING

13% of protected wreck sites lie in the intertidal zone and 87% are fully submerged. Only one site lies more than 6 nautical miles offshore.

87% OF PROTECTED WRECK SITES ARE FULLY SUBMERGED

AUTHORISED ACCESS AND ARCHAEOLOGICAL ADVICE

In 2007, access to England's protected wreck sites had increased by 5% on the previous year. While many sites are investigated and researched by authorised locally based voluntary divers and archaeologists, 27% of sites are not regularly visited or monitored.

“ It is probable that a greater number of monuments of the skill and industry of man will in the course of ages be collected together in the bed of the oceans, than will exist at any one time on the surface of the continents. ”

SIR CHARLES LYELL PRINCIPLES OF GEOLOGY, 1832

PROTECTED WRECK SITES AT RISK

In 2007 English Heritage audited all 45 designated wreck sites in order to better understand their current condition and vulnerability, the way they are being managed at present, and what needs to be done to ensure that their significance is maintained for both present and future generations. As a result, ten sites were deemed to be at high risk and a further nine deemed at medium risk unless action is taken to prevent future decline.

REDUCING THE RISKS

The risks to protected wreck sites can sometimes be reduced simply through corporate and public education, provision of appropriate buoyage, or by informed planning policies and consents that take full account of the national importance of such sites. However, some sites require the investment of significant resources to stabilise their condition or to carry out detailed archaeological assessments of the conservation requirements. There will be no easy or immediate solution to the issues identified by the Protected Wreck Sites at Risk

audit. Although English Heritage has a statutory power to allocate funds to promote the preservation and maintenance of protected wreck sites, its financial resources can only solve a small proportion of the problems. Other partners will also play a vital role in stabilising these important sites. Concerted effort by owners, local and national government and the organisations that make decisions about our environment can make a real difference.

English Heritage is committed to securing a year-on-year reduction in the number of historic sites at risk. We have therefore developed the Protected Wreck Sites at Risk Programme as part of our wider Heritage at Risk initiative, and are setting targets for reducing the types and degree of risk to England's protected wreck sites. At the strategic level, the major sources of risk to the condition of sites have been identified. At the individual site level, practical management needs have been identified and implemented through conservation management plans for high priority sites.

In spite of the inherent difficulties with caring for this type of site, careful management must be maintained if we are to pass them on to future generations in as good condition as reasonably possible. This requires close co-operation between the owners of protected wreck sites (where known), authorised divers and all organisations charged with care for the marine environment.

Practical advice on the management of historic wreck sites, whether at the coast-edge or underwater, is available from English Heritage's Maritime Archaeology Team (maritime@english-heritage.org.uk) and from the Historic Environment Local Management website at www.helm.org.uk.

KEY FINDINGS

CONDITION

Approximately a third (27%) of protected wreck sites are buried and not at imminent risk of exposure but a further 5% of buried sites are at imminent risk. Seven sites (16%) are in a poor condition and 14 (32%) are in a satisfactory condition. Also, we consider that 18% of protected wreck sites are subject to unauthorised intrusive activity that has a direct impact upon their condition.

STABILITY

An assessment of the current management regime of England's protected wreck sites determined that 34% are stable, mainly because they comprise buried remains. 41% are experiencing natural decline and 25% are degrading at a rate beyond what is considered an acceptable level of natural decline.

SETTING

Some protected wreck sites (53%) lie within, or immediately adjacent to, areas afforded statutory environmental designation. These designations restrict certain types of seabed activity and can therefore help to reduce the vulnerability of wrecks to damage.

RISK

22% of protected wreck sites are at high risk in the short term and 20% are at medium risk. Consequently, just over two-fifths of sites need remedial action to prevent further deterioration, loss or damage.

5% OF
BURIED SITES ARE
AT IMMINENT
RISK

22% OF
PROTECTED WRECK
SITES ARE AT
HIGH RISK

A MUSKET BALL BELONGING TO THE HAZARDOUS SITE, OFF WEST SUSSEX

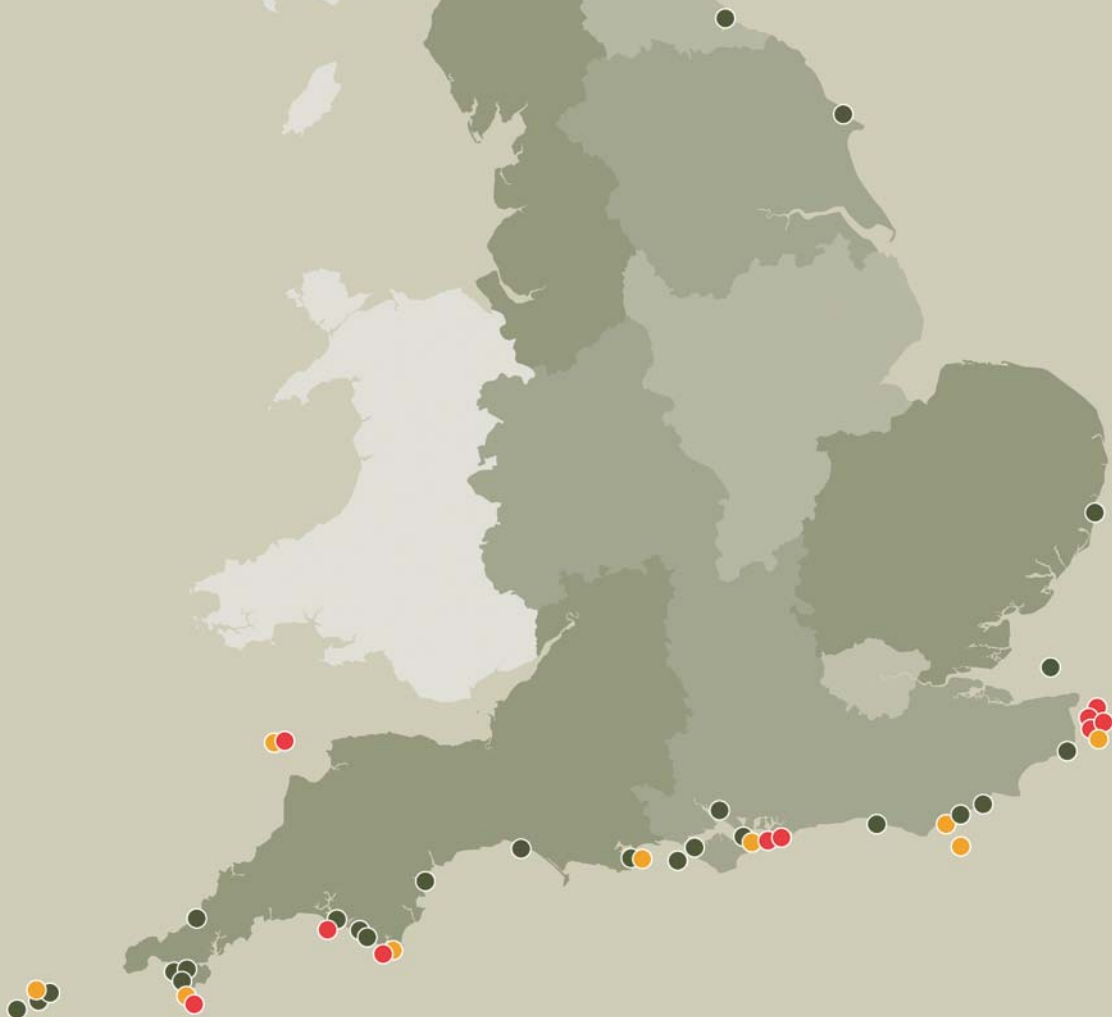
A 54-gun Fourth Rate Ship of the Line, captured from the French in 1703 and refitted for the Royal Navy. Grounded on a reef in Bracklesham Bay during storm in 1706 while acting as escort for convoy en route from Chesapeake Bay, Virginia, to the Thames Estuary. Urgent investigation occurred after seabed levels dropped in 1984. Subsequent accretion and erosion have been recorded, including loss of exposed timbers in early 1990s. In 2006, changes to sediment patterns caused new areas of scouring. Recent studies have quantified environmental threats which we are using to mitigate further loss.

© *The Hazardous Project*



PROTECTED WRECK SITES AT RISK

High risk ●
Medium risk ●
Low risk ●



FURTHER INFORMATION

English Heritage has produced the following documents about heritage at risk:

Heritage at Risk Register 2008

A summary of scheduled monuments at risk in each of our nine regions:

Scheduled monuments at risk East Midlands

Scheduled monuments at risk East of England

Scheduled monuments at risk London

Scheduled monuments at risk North East

Scheduled monuments at risk North West

Scheduled monuments at risk South East

Scheduled monuments at risk South West

Scheduled monuments at risk West Midlands

Scheduled monuments at risk Yorkshire and the Humber

Copies of this document, the *Heritage at Risk Register 2008* and the scheduled monuments at risk summary documents are available free of charge from:

English Heritage Customer Services Department,
PO Box 569, Swindon SN2 2YP
Telephone: 0870 333 1181 Fax: 01793 414926
Email: customers@english-heritage.org.uk

Further information about heritage at risk, the above publications and the *Heritage at Risk Register 2008* can also be found on our website:

www.english-heritage.org.uk/risk

English Heritage would like to thank everyone who has contributed to this document.

HERITAGE AT RISK

Published July 2008 by English Heritage

1 Waterhouse Square, 138-142 Holborn, London EC1N 2ST

© English Heritage 2008

Design: Evolve Design (London)

Print: The Colourhouse



ENGLISH HERITAGE

This document is one of a series of publications produced as part of English Heritage's new national Heritage at Risk campaign. More information about Heritage at Risk and other titles in the series can be found at www.english-heritage.org.uk/risk



For copies of this document, or if you would like it in a different format, please contact our Customer Services department.
Tel: 0870 333 1181; Fax: 01793 414926;
Textphone: 01793 414878;
E-mail: customers@english-heritage.org.uk



When you have finished with this report please recycle it

75% recycled

This report is printed on 75% recycled paper