

RESUMÉ OF PRESENTATIONS

Lt Col Neil Carson, CO 1 RSME Regt Introduction

Lt Col Carson welcomed the delegates. He emphasised that Brompton Barracks trains military engineers for service throughout the world. He extolled the benefits of the surrounding historic military architecture in reinforcing the traditional values of the army, and outlined the forthcoming challenge to replace the 1970s accommodation blocks with something more in keeping with the existing historic buildings, but nevertheless with modern facilities.

Sarah Buckingham, English Heritage Heritage Protection Reform: progress and implementation

Sarah Buckingham explained that the context of the current reform initiatives came from these seminal publications:

- EH *Power of Place* (2000);
- DCMS response *A Force for our Future* (2001);
- DCMS, *Protecting the Historic Environment: Making the System Work Better* (2003);
- DCMS response to the consultation: *Review of Heritage Protection: The Way Forward* (2004).

Power of Place (2000) acknowledged that 'The way in which the legislation has developed piecemeal over 120 years is frustrating for regulators and regulated alike'. There was a willingness by government to embrace improvements. In April 2005, following public consultation on the principles of selection for listing buildings, English Heritage took over administration of the listed buildings system. Other listing reforms included the introduction of consultation with owners on applications to list, and the inclusion of a summary of importance and a map for new listings. English Heritage also initiated a series of pilot projects for heritage partnership agreements (HPAs) which has informed the way ahead.

The DCMS White Paper, *Heritage Protection for the 21st Century* (2007) outlined government's and English Heritage's blueprint for change. It sets out principles and a framework for reform to create:

- a single designation regime
- greater public engagement
- putting the historic environment at the heart of an effective planning system
- joined up approaches and increased local capacity
- the alignment of marine realm with terrestrial protection

Reform is a five- to ten-year project. English Heritage is to lead the implementation of reform in partnership with government and the sector – EH's 2008-11 comprehensive spending review settlement reflects this. A Heritage Protection Reform implementation programme has been prepared for 2008-11 to achieve this, as Heritage Protection Reform is English Heritage's top corporate priority. The final version of the Bill is the next milestone

which is anticipated to be published after the Queen's Speech on 3 December 2008 with legislation in force in late 2010.

Post-seminar note: the Heritage Protection Bill was not included in the Queen's Speech and the timetable for legislation is thus delayed indefinitely.

Overall, implementation involves bringing the following strands together: legislation & policy, communications, training and capacity building, strategic designation programme and infrastructure (which is generally IT-related).

Questions

What are the resource implications for the new designation?

SB: EH has received additional funding for the current preparatory work. Local Planning Authority funding is more complicated as it involves responsibility for former scheduled monument consents and historic environment records. This was addressed in the impact assessment accompanying the draft Bill, but EH is undertaking a separate study of the implications for LPAs. Nevertheless there is a government commitment to move forward with reform.

How would public engagement in the listing process, as outlined in the Bill, work for sensitive sites?

SB: This partly refers to members of the public putting ideas for listing to EH.

What will be the timeframe for listing?

Currently EH does not have complete control of the system, which takes 12-13 weeks for a recommendation to DCMS and then awaits the minister's decision. Under the new system EH will aim to publish a timescale for decisions. EH will refer contentious designations to an EH panel for advice.

Mark Dunkley, English Heritage New trends in maritime heritage management

Mark Dunkley stated that the National Heritage Act 2002 introduced the concept that ancient monuments can be located under the sea within the 12-mile limit of territorial waters. Under the Protection of Wrecks Act 1973 there are 61 designated sites in UK waters by virtue of their historical, archaeological or artistic importance. However, this is only a minute proportion of the estimated total of some 330,000 recorded wreck sites in English waters.

English Heritage's resources for maritime heritage management reside in the Maritime Archaeology Team, which is responsible for monument management, policy and strategy, and casework delivery, with a budget of £100k pa for Conservation Management (in addition to the English portion of the UK-wide contract for archaeological investigation of designated wreck sites c. £190k).

Current statutory protection is contained in three different acts:

- Protection of Military Remains Act 1986
- Ancient Monuments and Archaeological Areas Act 1979
- Protection of Wrecks Act 1973

The Protection of Military Remains Act 1986 provides protection for the wreckage of military aircraft and designated military wrecks. It is administered by the Ministry of Defence. Designations are recorded either as a Controlled Site or a Protected Place whereby access is permitted but interference and entry prohibited. There are six Controlled Sites and 450 Protected Places (including 434 aircraft) in English waters.

The Ancient Monuments and Archaeological Areas Act 1979 confers protection due to the site being of national importance as an ancient monument. Access is permitted but damage is a Criminal Offence. Monuments include the remains of the World War I German High Seas Fleet, at Scapa Flow, Orkney. But no underwater wreck sites have yet been scheduled in England. Under the proposed heritage protection system, a broader range of assets would be eligible for protection including vessels, vehicles, aircraft and archaeological sites. Designation will be based upon 'Special Interest' with designation decisions being made by the Secretary of State. Access will continue to be permitted under Licence but ownership issues arise and need to be addressed; for example, 56% (10/18) of designated warships remain Crown property.

In 2005, the UK government announced its adoption of the Annex to the 2001 UNESCO *Convention on the Protection of the Underwater Cultural Heritage*. These 'Rules concerning activities directed at underwater cultural heritage', are recognised by government as being best practice for underwater archaeology. Consequently, those authorised to access Protected Wreck Sites are required to have due regard to the Annex (as well as to additional national policies) and, through conservation management plans assist with identifying a shared vision of how values and features can be conserved, maintained and enhanced. Government seeks to balance protection with economic and social needs, embracing local and regional involvement while maintaining consultation with owners, such as the Ministry of Defence.

In summary, conservation management of the wrecks of designated British Warships (in English Territorial Sea) is no different in policy to any other designated wreck site. Priorities need to be given to 'High Risk' sites. Nevertheless, the vast resource of non-designated warship wreck sites also requires assessment and holistic management. The adopted rules of the Annex to the 2001 UNESCO Convention apply to all underwater cultural heritage and is mandatory for designated wrecks.

Russell Walters, English Heritage **Heritage at Risk**

Russell Walters, Head of Operations, Planning and Development Group, spoke on the subject of English Heritage's 'Heritage at Risk' initiative. He explained that the groundwork for this programme has been under way for three or four years. As a development of the Buildings at Risk initiative to include scheduled monuments, registered parks and gardens and battlefields and protected wrecks so far, its aims are to:

- reduce the number of heritage assets at risk
- target EH resources
- encourage others to act in this way
- use the initiative to promote historic environment within government

The 1999 Buildings at Risk register is used as a baseline. The BAR initiative has been hugely successful; ten years of published registers have caused the removal of 50% of the entries from the baseline register. There are variations in the clear-up rate between regions (eg the north-east is more problematic than south-east England).

The approach to the predicament of other asset types is different from that adopted for listed buildings, recognising the different management issues. The methodology includes five considerations:

- significance
- condition
- vulnerability
- management regime
- trajectory

In relation to Buildings At Risk, entries remain on the register until repairs are complete; with scheduled ancient monuments, action such as clearance of scrub can be regarded as beneficial. 21% of SAMs are considered by English Heritage to be at high risk and 33% at medium risk. English Heritage's resources will be targeted on the high-risk sites. A SAMs At Risk project has been piloted in English Heritage's East Midlands region (Peak District National Park participating); as a result, the proportion of SAMs at risk has reduced from 25% to 15%, only one site now being considered at high risk. A lot can be achieved quickly and easily.

In respect of Registered Parks and Gardens, there are approximately 1,600 graded I, II* and II. The biggest issue identified so far is vulnerability to development. English Heritage considers neglect as less of a problem as illustrated by the restoration of the 'lost gardens' of Heligan as a success, whereas conversion to a golf course can lead to the destruction of the historic significance.

There are 43 Registered Battlefields, many of which are susceptible to similar proposals to those threatening parks and gardens. 8 are considered to be at risk.

English coastal waters contain 45 registered shipwrecks, ten of which are assessed as being at high risk.

England has more than 9,000 conservation areas. English Heritage plans to include conservation areas in the 2009 Heritage at Risk Register, and places of worship will be added in 2010.

For the future there is the intention to address the undesignated historic environment, though there are considerable logistical challenges. For example, there are a third of a million unprotected wreck sites in English coastal waters.

Russell observed that conservation officers within the central government estate manage a great deal of historic property. His hope is for collaborative working in the development of the Heritage at Risk initiative, not least through sharing information, particularly through respective geographic information systems (GIS).

Questions

Chris Daniell (Defence Estates) asked about criteria for protection of undesignated heritage. RW replied that EH has not yet developed the parameters for assessment. Considering the position of grade II-listed buildings outside London which must be addressed first, he noted

that the scale of the dataset was such that EH would be looking to work with Local Authorities and others to establish the risk levels. The EH London Region BAR Register suggests that there is a lesser proportion of at-risk grade II buildings than those of higher grades (though non-London evidence tends to suggest the opposite).

Wayne Cocroft, English Heritage
Recording and understanding modern military sites

Wayne Cocroft spoke on the approach to evaluation and recording of modern military sites. On grounds of security, the historic value of many defence sites has been hidden from public view. Accordingly many of these sites were not included in the National Monuments Record. Local Historic Environment Records (HERs) are fundamental to managing change, but modern military sites are poorly represented within this data.

Current practice can be traced back over almost twenty years; the fall of the Berlin Wall in 1989 generated a peace dividend that released many sites for disposal through initiatives such as 'Options for Change' and 'Front Line First'. In 1992, investigation and recording during the disposal of the former Waltham Abbey gunpowder mills was the first project to employ a historic landscape approach. Since then, English Heritage has also commissioned thematic surveys to report on the scope and survival of bombing decoys and anti-aircraft sites, forces command centres, army camps, and other classes of defence sites. The evidence uncovered (from desktop research as well as in the field) can enable graphical reconstruction of a historic installation, such as the UK's pioneer AA-gun emplacement at Lodge Hill, Chattenden, Medway, Kent (1913).

In current work, the survey of the Repository Grounds by the Rotunda, Woolwich, is providing a more nuanced view of how this training ground was used in the past.

At Spadeadam, Cumbria in 1956-60, resources were marshalled with wartime urgency to create a world class rocket research facility. Though the 'Blue Streak' missile was subsequently cancelled, satellite research continued until the 1970s, when the site was handed over to the RAF. Survey of the missile test site confirmed technology that later played a part in the development of the USA's Titan missile silos. The results of this work have been incorporated into the station's Integrated Rural Management Plan.

The MoD training estate on Dartmoor has been mapped in GIS; troops now understand the sensitive spots, and careful recording has led to increased understanding, so that the features created by army training are no longer regarded as 'blots' on the moor.

At the former RAF Coltishall, Norfolk, a photographic record was made during the period of 'draw-down', a process which also engaged three artists. It was noted how quickly technology may move from the category of 'classified' material to 'scrap'. A community of 3,000, centred on 30 pilots and their warplanes, dispersed when the site was closed.

At RAF Scampton, an EH characterisation survey recorded the broad picture, its results informing planning policy. Scampton is closely connected with 617 Squadron 'The Dambusters'. It and RAF Wittering were at the heart of 1960s defence strategy. For EH a dilemma sometimes surrounds the relative value of selecting a representative building for conservation or preferring to retain broader evidence of process. A conservation and characterisation study has also been employed at the former RAF Upper Heyford.

Characterisation has been adopted at the Corsham tunnels complex in Wiltshire. Acquired by government in 1935, this underground ammunition depot extended to 300 acres and incorporated 26 miles of internal railway system in preparation for World War II; change being unavoidable, characterisation points to where recording is required.

Richard Whittaker, English Heritage
English Heritage's Asset Management Programme

English Heritage requires:

- a clear and comprehensive picture of its guardianship estate
- identification of what is needed to bring properties up to reasonable condition
- an objective basis for budgeting
- identification of the long-term liabilities.

The related asset management plan has been defined, detailing the actions required:

- a 20-year plan
- identify the annual cost of works
- cost of rectification works, and
- scope to prioritise – identify the implications of deferring or accelerating works.

Data is being gleaned from templated condition surveys of the 419 English Heritage guardianship sites. A benchmark asset condition was agreed first, identifying the work needed to bring sites up to standard. The periodic condition surveys/reports are based on spreadsheets with works prioritised over one, two and five year periods. This mass of information requires an IT system (currently being developed by software partner Tribal Consortium) which will convert it into an annualised 20-year programme of works, the results of condition surveys providing the baseline. This data-gathering exercise has required EH-wide co-operation, the Project Board including representatives from all EH departments. The second tranche of 150 guardianship sites is currently being surveyed.

The content of this programme is the prioritised work required to maintain the properties to the benchmark standard over 20 years. Maintenance contracts will then be tendered and let to achieve this goal. The classes of maintenance are:

- cyclical
- breakdown
- reactive

EH plans to obtain best value for money through forward planning and grouping of works.

Questions

RW was asked if the standardised condition survey templates are available through the EH website. They are not yet publicly accessible, but EH is happy to share this information when available.

He was also asked if EH have factored-in energy efficiency and climate change. Energy efficiency considerations are automatically part of the process.

Will Holborow added that GHEU's guidance document, *Managing Heritage Assets* (author Paddy Elson) will be published early in 2009.

Joanne Farrar & Ken Sabel, Atkins
Development of the site under the Holdfast RSME PPP

Joanne Farrar introduced the Holdfast project, a private sector and MoD (Royal School of Military Engineering) partnership covering three geographically distinct sites, that at Chatham being divided into four parcels. The 'Medway solution' keeps the Royal Engineers here, and worked its way through many assessments of the natural and built heritage before securing the necessary planning and heritage consents, now at discharge of conditions stage.

Ken Sabel reported on the significant heritage aspects of two of these parcels at Brompton: one to the north-east of the parade ground, where new modular residential ranges and a more free-form mess block will occupy the sloping site, replacing 1970s buildings; and the detached Sally Port, where two badly-sited community centres within the Chatham Lines Scheduled Ancient Monument will be replaced by one new-build which intrudes less on the Chatham Lines and will be carefully screened by trees. The two other parcels at Upnor and Wainscott are to be used for training purposes.

Peter Kendall, English Heritage
Chatham: a military landscape

Peter Kendall described the fortification of the site that started during the Seven Years War in 1756, as the Chatham Lines. These were extended to the north east by the Lower lines and Fort Amherst to the south in the period 1793-1814, so as to further protect the dockyard from a French army advancing from a successful coastal landing. Detached forts were also built. The 1804 Royal Artillery barracks within the Lines were in use by the Royal Engineers from 1812 and passed to them in 1856. They then added their own buildings and monuments as what is now the Royal School of Military Engineering, and used the site for teaching construction and siege operations. All this is proposed as a World Heritage Site, its 'universal heritage value' being not just the 17th-19th century historic dockyard but its 'militarised landscape' of barracks, the Chatham Lines, and the levelled ground to their front that was kept open as a free field of fire. This combination of military remains is unique in English terms.

Clive England, Thomas Ford
Refurbishment of the 1804 barrack blocks and Officers' Mess

Brompton Barracks has been the headquarters of the Royal Engineers (RE) for more than 150 years. On taking over the site in 1856, the RE inherited barracks buildings constructed for the Royal Artillery between 1804 and 1806 to the designs of James Wyatt; they are now listed grade II*, although at the time that the project took place they were scheduled. When the architects Thomas Ford & Partners first saw the site ten years ago, the 1804 barrack blocks were arranged with soldiers living in 8-man rooms with 30-year-old servicing and detached washing facilities. Conversion to offices, or replacement with new residential barracks were the options, unless the architects could show that refurbishment would cost no more than new-build.

The blocks were previously refurbished internally around 40 years ago. By the early 1990s the buildings no longer complied with MoD standards, and the main aim of the project was to bring the accommodation up to a level which would meet the expectations of today's soldiers. These are so different from the standards of the nineteenth century that the blocks now house around 300 soldiers compared to the original 1,300.

The external form and parade-ground elevations have been restored, and the many chimney stacks rebuilt (these had been demolished c1960 and the flues blocked with rubble). The rear elevations were also restored, although the 1804 arrangement of courtyards and stables was long lost. Internally the blocks have been entirely re-planned and re-serviced with accommodation mainly in the form of self-contained flats or bedsitting rooms. The total building cost was around £14 million.

Crucially, the project retained these fine buildings in their original use, at the heart of the Brompton barracks site, while providing accommodation to current MoD scales at a cost comparable to that of a new build project.

The work was completed in 2002 and the refurbished buildings provide accommodation for personnel attending courses at the Royal School of Military Engineering.