

# Introduction

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This report is one of nine regional documents that are being published alongside the national document *Heritage Counts 2003: The State of the Historic Environment*. The suite of *Heritage Counts* documents builds on the first *State of the Historic Environment Report* (SHER), which was published in 2002 in response to the Government's statement *The Historic Environment: A Force for Our Future* (2001). This regional report has been prepared by English Heritage on behalf of the London Historic Environment Forum. It aims to quantify and monitor the condition of the historic environment in the region, the pressures it faces and its contribution to economic and social well being. The report focuses on the collection and synthesis of key data relating to the region's historic environment, and should be viewed as an evolving document in its second year of development.

## THE LONDON HISTORIC ENVIRONMENT FORUM (LHEF)

The LHEF is one of nine regional fora set up by English Heritage in 2002. Chaired by English Heritage, the membership consists of representatives from a number of bodies with London-wide remits (see back cover).

### The aims of the LHEF include:

- Promoting the understanding and appreciation of London's historic environment
- Developing a more integrated approach to its marketing
- Sharing information and exploring opportunities for collaboration
- Reviewing and developing policies within the framework of national, regional and local strategies
- Sharing and promoting best practice in the management and preservation of the historic environment

# Regional Profile



St Paul's Cathedral and the Millennium Bridge

## 1 OVERVIEW

### 1.1 THE FUTURE

Over the past 120 years both national and local government have increasingly recognised the value of our historic environment. This has led to legislation to protect it from loss or damage, and a whole raft of non-statutory registers, planning policies and guidance.

In November 2002, the Secretary of State for the Department for Culture, Media and Sport (DCMS) announced a wide-ranging review of the existing heritage protection legislation, implementing the Government's commitment in *A Force for our Future*, to test whether the current system is fit for purpose in the twenty-first century. There are several reasons to carry out such a review now. There are at present separate systems for designating archaeological sites and monuments, buildings of historic and architectural importance, gardens, battlefields, and wrecks. Also, in recent years, there has been growing interest in the context and setting of the historic environment as a whole, rather than just its component parts.

In July, DCMS launched a consultation paper *Protecting our Historic Environment: Making the System Work Better*, with proposals for simplifying and improving the current systems of protection. The consultation period closed on 31 October 2003, and, after consideration and publication of its findings, a draft White Paper is expected in early 2004.

### 1.2 THE PRESENT

Pending the outcome of the review, this report will look at all elements of the historic environment of the region, both statutorily and non-statutorily designated. It briefly explains how they are chosen, the amount of protection provided to them (for those designated), their geographical distribution across the region, an assessment of their condition (where known) and, finally, the amount of development pressure they are under.

## 2

### REGIONAL PROFILE

London is administered by a directly elected Mayor and Assembly (the Greater London Authority) and 33 local authorities, and has its own Minister.

Londoners are represented in the UK Parliament by 74 MPs and in the European Parliament by 10 MEPs. On a local level, London has almost 2,000 elected Councillors and Aldermen.

## 2.1

### KEY FACTS

- Greater London, at 1,584 sq km, is the smallest of the nine English regions (just 1.2% of the total land area of England)
- With over 7.2 million people in 2001 it has the second highest resident population (14.6% of the total for the country)
- It contains the ten most densely populated areas, ranging from 13,244 persons per sq km in Kensington and Chelsea to 7,440 per sq km in Wandsworth (the average for England as a whole is 378 per sq km)
- These figures will rise if the projected growth in population to 7.4 million by 2011 and 7.7 million by 2021 are realised
- Although more people have been leaving London each year since 1991, the inward flow is greater, with a net gain of 309,000 over that period
- Almost 30% of London's population (over two million people) are from a minority ethnic group, and account for half of the total of such groups in England

## 2.2

London is the richest region in Europe and is a major economy in its own right. The Office of National Statistics report *Focus on London 2003* shows that:

- In terms of GVA (Gross Value Added – the standard measure of economic activity) in 1999 London accounted for 18% (£138.2 billion) of the U.K. total (£771.8 billion). On a per head basis however, London is 46% *higher* (£18,979) than the U.K. average (£12,972)
- It is one of the most visited cities in the world. Tourism is the second largest earner of foreign currency after financial services, with an income of £9 billion expected this year
- Despite this success London also has serious social problems, particularly in the eastern areas of inner London. For example, the boroughs of Newham and Tower Hamlets had the lowest employment rate in 2001 (for household population of working age) not just in London, but in the whole of Great Britain, at just 54%. The average for London is 70%. Similarly the area's unemployment rate of 10.2% stands ahead of the capital's overall figure of 6.6%

## 2.3

A popular view of London is one of a city of suburban sprawl; however:

- Developed land accounts for just 58% of the London area
- London being justifiably famous for its open spaces. Over a third of its area is 'green'

# 2

## London's Historic Environment



- This is an increase of 0.5% over April 2002
- This represents almost 5% of the total number of listed building entries in England
- It is estimated that the whole of London has approximately 40,000 individual listed buildings and structures

There are three grades of listed building:

### 1 OVERVIEW

Conservation of the built environment is about managing change, so that we can hand on to future generations that which we value. It is rooted in the philosophy of sustainability.

The importance of London's many historic sites is recognised through specific designations such as World Heritage Sites, listed buildings, scheduled ancient monuments, conservation areas, registered historic parks and gardens and registered battlefields and is further protected through Planning Policy Guidance. However, the evidence of our impact upon the environment is much more widespread and goes beyond individually designated sites. Increasingly we are needing to look at the bigger picture, the wider historic character of a given area, in order to better inform proposals for change. Once lost, it is gone forever.

### 2 LISTED BUILDINGS

London's listed buildings are united only by their diversity. They embrace an astonishing range of buildings and structures from landmark buildings, such as the Palace of Westminster, to Georgian and Victorian terraces, commercial offices, railway stations, bridges, warehouses and schools to humbler structures such as historic bollards and iconic red telephone boxes. Recent listings include the BT Communication ('Post Office') Tower and Florin Court in Charterhouse Square, dating from 1936 and a good example of the moderne movement.

- London has 18,389 entries (not individual buildings or structures) on the Statutory List of Buildings of Special Architectural and Historic Interest (April 2003)

**Grade I** – those of particularly great importance to the nation's built heritage. London has 585 entries (3.2% of the total compared to 2.5% nationally)

**Grade II\*** – particularly important buildings of more than special interest. London has 1,315 entries (7.1% of the total compared to 5.6% nationally)

**Grade II** – those of special interest. London has 16,489 entries (89.7% of the total compared to 91.7% nationally)

- The City of Westminster has both the greatest number of listed building entries (21% of the total in the region) and also the greatest density of listed buildings entries at 184.1 per sq km. This compares with the London average of 11.6 per sq km and national average of about 2.6 per sq km.

### 2.1 LISTED BUILDINGS AT RISK

Since 1991, English Heritage has published an annual *'Register of Buildings at Risk in Greater London'*, containing information on all listed buildings and scheduled ancient monuments (excepting earthworks) known to be 'at risk' from neglect, decay, under use or redundancy.

The London *Register* has a proven track record in attracting potential uses and funds for disused historic buildings. Above all it provides an impetus for all those involved in the care of our historic environment.

Local authorities have a central role to play, by forging partnerships with agencies, owners and developers, building preservation trusts and funding bodies. Crucially, they can engage with regeneration agencies to ensure that the potential of neglected historic buildings is fully recognised, and that urban renewal schemes in historic areas are conservation-led. Currently three

authorities, Islington, Hackney and Southwark have dedicated Buildings at Risk officers within their conservation teams.

**The 2003 Register reported:**

- Almost 700 listed buildings are at risk in London, of which:
  - 30 are Grade I; i.e. 5.2% of the region's 578 Grade I listed buildings (the national figure is 3.1%)
  - 65 are Grade II\*; i.e. 5.0% of 1,298 Grade II\* listed buildings (compared to a national figure of 3.8%)
  - 603 are Grade II listed buildings (3.7% of 16,322 entries – there is no national figure)
- Most listed buildings at risk are domestic buildings – 324 (44.8% of BARs)
- The only other category that reaches double figures are churches and related buildings which number 85 (11.8%)
- Since the 2002 Register, there has been a net reduction of 25 entries (96 removals, 71 additions)
- Approximately 42% of buildings on the Register, are either under active repair, or have agreed solutions awaiting implementation
- Approximately 37% of buildings on the Register are capable of economic repair
- 90% of the buildings on the original 1991 Register have been repaired
- Almost 200 buildings at risk (28%) are in public ownership (i.e. local authority, government, Crown and agency)
- The majority of these (22%) are owned by local authorities – a slight improvement on the previous year's share of 25%, but nonetheless still a significant problem

In June, with the support of the Office of the Deputy Prime Minister (ODPM) and DCMS, English Heritage published *Managing Local Authority Heritage Assets* setting out guiding principles for the good management and disposal of property, and encouraging high quality design in new work.



Broomfield House pre-fire and as it is now

### Mansions in public parks

Of particular concern are mansions at risk in public parks, of which there are currently 11 on the Register. Included is Broomfield House, Enfield (featured on the BBC2 *Restoration* programme earlier this year) which stands gutted following arson attack. These buildings are treasured by local communities, but often face huge repair backlogs. The key is to find sympathetic uses that will keep them as community assets while raising vital revenue funding. English Heritage and the Heritage Lottery Fund are commissioning a study to explore some solutions to this London-wide issue.

## 2.2

### PROTECTION OF LISTED BUILDINGS

Once a building is listed, listed building consent (LBC) is required for any works, external or internal, which affect its character as a building of special architectural or historic interest. In determining applications for development, local planning authorities are required to have special regard to the desirability of preserving the building, its setting and any special features of interest it possesses.

The procedures for handling LBC applications in London are different from elsewhere.

The types of application which must be referred to English Heritage are broadly similar to those for the rest of the country and are set out in DETR Circular 01/2001 as follows:

- those affecting Grade I and II\* listed buildings
- those involving demolition of principal parts of a Grade II listed building
- those affecting specific types of listed buildings (railway and underground stations, theatres and cinemas, and bridges across the River Thames)



The riverside at Wapping

## Thames Strategy East: a vision for the River Thames

With increasing pressure for development of brownfield land to the eastern side of London coupled with the Government's *Sustainable Communities Plan* for the Thames Gateway Area, there is a clear need to focus on identifying how such expansion can be successfully accommodated and integrated with what already exists.

To address this agenda, the Thames Estuary Partnership has set up a steering group to prepare a strategy for the east Thames riverside. Its membership includes representatives from 11 riverside local authorities, the Greater London Authority, the London Development Agency, English Heritage, the Environment Agency and other interested bodies. The primary task of the steering group is to prepare the *Thames Strategy East*, a project that will provide a 100-year vision for the River Thames from Tower Bridge to Gravesend. To be based on a character assessment that encompasses all aspects of the river and its associated hinterland, and a detailed heritage and archaeology study, the Strategy will provide strategic and detailed policy guidance and a rolling action plan. It is intended that the Strategy will be adopted as Supplementary Planning Guidance by both the GLA Boroughs and those partners outside the London boundary. This will provide an essential bridge between statutory requirements and existing/future regeneration strategies and will enable a coherent and consistent approach to planning, following the principles of sustainable development.



## Blackheath: working in partnership to secure its future

Having played a crucial role in London's history, this famous heath finds itself now blighted by traffic. There is a haphazard accumulation of signs, leaning lampposts and a bleak, degraded landscape. Concerned at this slide into decay, English Heritage formed the Blackheath Steering Group in 2002, which is a partnership with the boroughs of Lewisham and Greenwich, the Royal Parks Agency, the Greater London Authority, Transport for London and the Greenwich Development Agency.

The Group has produced a draft management plan for public consultation. When in place this will both guide change over the next 50 years and begin phased improvements to reinstate the heath. It is hoped that this project will be an exemplar for other historic landscapes in similar predicaments across London.

- third party applications affecting buildings owned by a local authority

Unless the local authority has determined to refuse LBC, it must obtain from English Heritage a direction as to the granting of LBC, or authorisation to determine the application as it thinks fit. Such directions and authorisations must first be endorsed by the Office of the Deputy Prime Minister (ODPM). Applications for near or complete demolition of **any** listed building need to be authorised directly by the ODPM.

- In 2002/03, local authorities notified the London region of English Heritage of 2,128 LBC applications compared to 2,445 for 2001/02, a decrease of 4.0%
- In 2002/03, 3,863 LBC applications were decided by local authorities in London, compared to 3,844 the previous year

English Heritage must also be notified of certain categories of planning application affecting the setting of listed buildings or the character or appearance of conservation areas. However, with such cases English Heritage does not have powers of direction, and can only offer advice.

- In 2002/03, English Heritage was notified of 490 planning applications

Under regional planning guidance, ten strategic views of the Grade I listed St Paul's Cathedral and Palace of Westminster are protected.

### 3 CONSERVATION AREAS

Conservation areas are areas of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. They are designated by local planning authorities, usually after a period of consultation with the local community.

There is no prescription as to which types of area can be designated a conservation area. Thus examples include picturesque rural villages such as Downe on the Kent border, the Victorian wharves of Shad Thames by Tower Bridge, and the grand planned Regency developments of Belgravia and Regent's Park.

- In London there are 892 conservation areas (April 2003), an increase of 11 since April 2002 (see **Table 1** for borough breakdown)
- This is equivalent to 9.8% of the national total of conservation areas

English Heritage must also be notified of applications for conservation area consent to demolish unlisted buildings within a conservation area

- In 2001/02, English Heritage was notified of 175 conservation area consent applications.



London Road, Southwark – a Regency period terrace with drastically altered shop fronts

### Erosion: stemming the tide

A key issue for London, and indeed the whole country, is the erosion of the character of historic areas. There is no nationally defined indicator for assessing the condition of conservation areas, so it is very difficult to assess the degree of change that might be taking place to those within the Region.

Both *Planning and Policy Guidance 15: Planning the Historic Environment* and English Heritage's *Conservation Areas – Policy and Practice* advocate the production of conservation area appraisals to assist in the understanding and management of conservation areas. However, there is little information on the numbers of such appraisals carried out nationally, let alone in London.

The threat to conservation areas is three-fold. There are inappropriate alterations by well-intentioned, but ill-informed homeowners and building managers, which invariably include items such as windows, doors and cladding. There is pressure in some areas for inappropriate new development which is out of scale with its surroundings. Finally there is the degradation of the public realm – the spaces and streets between the buildings – increasingly becoming a jumble of traffic signs, bins, bollards, guard rails and street furniture, often set within a confused mess of garishly coloured surfaces. The result is all too often an aesthetic disaster, made all the more perverse by only adding to people's confusion with an overload of visual information.

Much of this, however, is avoidable through co-ordinated management and application of appropriate designs and materials, whilst still ensuring that the original aims (eg community safety) are still met. English Heritage has commissioned a study of the factors affecting the character of conservation areas to illustrate the problems and highlight the ways in which the decline in the character and appearance of conservation areas may be halted.



Brunswick Square before and after restoration

## Brunswick Square, Camden

Named after Princess Caroline of Brunswick, the square was laid out in 1799 as part of the development of the area on the eastern edge of Bloomsbury. It is listed Grade II on the *Register of Parks and Gardens of Historic Interest*. The square had suffered over the years, losing its original railings in World War II to unsightly chain-link fencing (which was in a state of collapse), and the interior landscaping had become unco-ordinated and generally unkempt, leading to decay and dereliction. This in turn attracted anti-social behaviour, including drug abuse. What should have been a welcome and attractive retreat for local people and visitors had become a virtual no-go area. The opportunity was therefore taken to put this right, and a programme of repair and reinstatement, funded by English Heritage and the London Borough of Camden, was completed. Works included various landscaping improvements and the reinstatement of the impressive railings and gates, making the area significantly more open and attractive.

## 4

### HISTORIC LANDSCAPES

London is blessed with an abundance of open spaces and waterways, historic parks, gardens and squares. These often relate closely to the historic built environment allowing extensive views and visual relief from the dense urban form of the city. These landscapes are among the great attractions of the city, yet so often they are taken for granted. We must ensure that they are properly protected, pro-actively managed and positively enhanced for current and future generations to enjoy.

With about one twentieth of its surface covered by trees, the Forestry Commission calls London 'the largest urban forest in the world'. Add to this the innumerable Royal and public parks, public and private gardens, playing fields, squares and cemeteries, then London becomes very 'green' indeed.

## 4.1

The *Register of Parks and Gardens of Historic Interest* is compiled by English Heritage. The main purpose of the *Register* is to help ensure that the features and qualities, which make these parks and landscapes of national importance, can be safeguarded.

Like listed buildings, registered parks and gardens are categorised into one of three grades according to their level of importance:

- Grade I are considered to be of international importance
- Grade II\* are considered to be of exceptional historic interest
- Grade II are considered to be of a sufficiently high level of interest to merit a national designation

London has:

- 143 registered parks and gardens, 1 more than last year's report (see **Table 2** for breakdown by borough)
- 13 (9.1%) in Grade I (compared to 8.3% nationally)
- 31 (21.7%) in Grade II\* (25.1% nationally)
- 99 (69.2%) in Grade II (66.5% nationally)
- 9.1% of the national total of registered parks and gardens are in London

## 4.2

London also has:

- Over 600 historic squares, 461 of which are protected under the London Squares Preservation Act 1931
- 8 Royal Parks, including Richmond and Hyde Parks
- 39 urban public parks, such as Battersea and Finsbury Parks
- 15 historic cemeteries, such as Highgate and Nunhead

## 1 London's listed buildings and conservation areas

PLANNING AUTHORITY	LISTED BUILDING ENTRIES (MARCH 2003)	GRADE I	GRADE II* AND GRADE II	CONSERVATION AREAS (MARCH 2003)
BARKING AND DAGENHAM	30	6	24	2
BARNET	620	35	585	16
BEXLEY	112	16	96	20
BRENT	85	7	78	31
BROMLEY	499	42	457	45
CAMDEN	1,866	196	1,670	30
CITY OF LONDON	608	159	449	23
CROYDON	145	14	131	11
EALING	291	22	269	25
ENFIELD	289	20	269	16
GREENWICH	536	78	458	21
HACKNEY	528	37	491	16
HAMMERSMITH AND FULHAM	236	17	219	47
HARINGEY	270	25	245	26
HARROW	279	23	256	27
HAVERING	149	21	128	10
HILLINGDON	406	38	368	22
HOUNSLOW	495	61	434	19
ISLINGTON	952	31	921	40
KENSINGTON AND CHELSEA	1,259	129	1,130	34
KINGSTON UPON THAMES	145	13	132	22
LAMBETH	905	61	844	56
LEWISHAM	302	15	287	24
MERTON	230	12	218	27
NEWHAM	105	10	95	5
REDBRIDGE	116	12	104	14
RICHMOND	778	110	668	65
SOUTHWARK	854	31	823	35
SUTTON	175	12	163	13
TOWER HAMLETS	870	56	814	47
WALTHAM FOREST	100	12	88	5
WANDSWORTH	287	32	255	43
WESTMINSTER	3,867	547	3,320	55
<b>TOTALS</b>	<b>18,391</b>	<b>1,900</b>	<b>16,489</b>	<b>892</b>

Sources: English Heritage



## Westminster World Heritage Site: management plan

The Government nominated Westminster, and the Site was inscribed on the World Heritage List in 1987. Comprising three main components: The Palace of Westminster (including the Jewel Tower), St Margaret's Church, and Westminster Abbey (including Westminster Church, and Westminster Abbey (including Westminster School) they are recognised internationally both as a group of buildings of outstanding architectural importance and as a symbol of spiritual and democratic ideals throughout the world.

Ownership and responsibility for the Site is shared among a number of bodies and is extremely complex. The Parliamentary Estates Directorate, the Dean and Chapter of Westminster Abbey, Westminster School, English Heritage, Westminster City Council, Transport for London, the Greater London Authority, Visit London, ICOMOS and the London Borough of Lambeth, comprise the Westminster WHS Steering Group. The Steering Group has commissioned WS Atkins to prepare a management plan for the World Heritage Site in accordance with UNESCO and UK Government requirements.

The primary purpose of the management plan is to identify the significance of the Site and the policies and actions necessary to protect its importance and status as a World Heritage Site. It will also aim to reconcile the various pressures and demands upon it with the protection and enhancement of its significance. The management plan will clearly set out aims and objectives for the overall management of the Site, with time-scales over the short, medium and long term. Where possible, it will also identify particular actions in a work programme and identify where it would be appropriate to prepare detailed conservation or management plans for the different parts of the Site.

There are no additional planning controls over development affecting the site of a registered park and garden. However, inclusion on the Register is a material consideration, which must be taken into account by local planning authorities when considering development proposals. National policy guidance advises local planning authorities to include policies for their protection in development plans.

## 4.3

### CONDITION OF HISTORIC PARKS AND GARDENS

Although work is underway to develop a methodology for determining whether a registered park and garden is at risk, there is, at present, no nationally agreed indicator to assess their condition. Whilst this year's *Register of Buildings at Risk in Greater London* identifies 55 buildings and structures located within London's registered parks and gardens as being at risk, it does not provide a particularly accurate assessment of the state of the parks and gardens themselves.

Notwithstanding that, the number of structures identified as being at risk in historic parks and gardens has increased from a total of 51 in 1999.

The London Historic Parks and Gardens Trust, during 2002/03, undertook a detailed survey of historic parks and open spaces in all the London boroughs. The results will provide some useful baseline information against which future change in parks and gardens can be measured.

The Garden History Society is notified of all planning applications affecting a registered park or its setting. In 2002/03 it was notified of 58 applications, of which 22 were considered to be substantive enough to warrant a detailed response from the Society.

## 4.4

### LONDON SQUARES

One of the capital's most distinctive assets is the London square. With over 600 squares, these urban green spaces provide a crucial link between private domestic gardens and large urban parks. Although over 400 are protected by the London Squares Preservation Act 1931, and 23 are also on the Register of Parks and Gardens of Historic Interest, many are neglected, undervalued, hidden or simply forgotten. However, through its Campaign for London Squares, English Heritage is actively seeking to encourage investment in their care and management, raising their profile and ensuring their restoration and enhancement. Not only do these squares provide a pleasing setting for thousands of listed buildings, they are also crucial wild-life havens, safe play spaces and tranquil retreats for countless local people and visitors.

## 2 Registered parks and gardens in London

LOCAL PLANNING AUTHORITY	REGISTERED ENTRIES	GRADE I	GRADE II*	GRADE II
BARKING AND DAGENHAM	0	0	0	0
BARNET	3	0	0	3
BEXLEY	4	0	0	4
BRENT	2	0	0	2
BROMLEY	5	0	1	4
CAMDEN	14	0	8	6
CITY OF LONDON	4	0	1	3
CROYDON	2	0	0	2
EALING	3	0	0	3
ENFIELD	5	0	1	4
GREENWICH	3	1	1	1
HACKNEY	4	0	1	3
HAMMERSMITH AND FULHAM	2	0	1	1
HARINGEY	2	0	0	2
HARROW	4	0	0	4
HAVERING	1	0	0	1
HILLINGDON	1	0	0	1
HOUNSLOW	6	2	2	2
ISLINGTON	0	0	0	0
KENSINGTON AND CHELSEA	14	1	2	11
KINGSTON UPON THAMES	0	0	0	0
LAMBETH	8	0	0	8
LEWISHAM	2	0	0	2
MERTON	4	0	2	2
NEWHAM	1	0	0	1
REDBRIDGE	2	0	1	1
RICHMOND	14	4	5	5
SOUTHWARK	5	0	1	4
SUTTON	1	0	0	1
TOWER HAMLETS	3	0	1	2
WALTHAM FOREST	0	0	0	0
WANDSWORTH	5	0	1	4
WESTMINSTER	19	5	2	12
<b>TOTALS</b>	<b>143</b>	<b>13</b>	<b>31</b>	<b>99</b>

Source: The Register of Historic Parks and Gardens in England: London, English Heritage

## 3 World Heritage Sites

WORLD HERITAGE SITE	MANAGEMENT PLANS/STEERING COMMITTEE
THE PALACE OF WESTMINSTER, ABBEY AND ST MARGARET'S CHURCH	IN PREPARATION/YES
TOWER OF LONDON	IN DRAFT/YES
MARITIME GREENWICH	YES/YES
ROYAL BOTANIC GARDENS, KEW	YES/YES



Bromley Hall (sixteenth century and later) Tower Hamlets. A Grade II\* building at risk within the Thames Gateway area.

## The Thames Gateway

A significant element of the Government's *Sustainable Communities Plan*, announced in February 2003, involves providing 120,000 homes and 180,000 jobs in the Thames Gateway area by 2016. This includes five priority areas – East London, Greenwich-Woolwich, Barking Reach, Thurrock (Essex) and North Kent Thameside.

English Heritage has commissioned Chris Blandford Associates to prepare a strategic characterisation of the Thames Gateway's historic environment – the biggest yet undertaken.

Although the environmental image of the Thames Gateway is often perceived to be degraded and lacking in value, it exhibits a varied and significant historical resource that is a living record of the development and evolution of the area.

The aim of the characterisation project is to highlight positive opportunities for accommodating change in ways that respect the historic environment. The work will focus on developing a broad understanding of the historic landscapes, built heritage resources and hidden landscapes associated with buried archaeological deposits and sites.

Ultimately, this work will form a framework to aid English Heritage and its partners in responding to the plans and proposals for the Gateway.

## 5

### WORLD HERITAGE SITES

World Heritage Sites are selected (or 'inscribed') by an international committee of UNESCO upon the advice of the International Council on Monuments and Sites (ICOMOS). These sites are considered to be of outstanding universal value. There are 15 World Heritage Sites in England of which four are in London:

- The Palace of Westminster, Westminster Abbey and St Margaret's Church (inscribed in 1987)
- The Tower of London (1988)
- Maritime Greenwich (1997)
- Royal Botanic Gardens, Kew (2003)

In addition, there are two other 'tentative' sites (candidates) for future World Heritage status, wholly or partially in London:

- Darwin's Home and Workplace, Down House and Environs
- The Great Western Railway: Paddington-Bristol

There are no additional planning controls over development in, or affecting, a World Heritage Site (WHS). However, the existence of a WHS is a material consideration, which must be taken into account by local planning authorities when considering development proposals. National planning guidance advises local planning authorities to include policies for their protection in development plans.

## 5.1

### CONDITION OF WORLD HERITAGE SITES WITHIN THE REGION

There is, at present, no indicator to monitor the condition of World Heritage Sites. In the absence of such an indicator, the preparation and agreement of a management plan is an important step in ensuring that management decisions affecting the World Heritage Sites are fully informed.

## 5.2

### DEVELOPMENT PRESSURE

One particularly sensitive issue affecting all of London's World Heritage Sites is that of tall buildings and their effect on views both from and across the sites. This matter is under particular scrutiny by UNESCO, following concerns over the effects of tall buildings on the Vienna World Heritage Site. The Tower of London draft management plan is currently being reviewed to provide more detailed guidance on the impact of tall buildings on views to and from the Tower.

## 6

### ARCHAEOLOGY

Archaeological remains beneath our streets and in our buildings tell us about the growth of London and the life of its people. They are, however, particularly susceptible to damage and destruction. Relatively little of London's known archaeology is formally protected, e.g. almost 150 scheduled ancient monuments (SAMs) compared to almost 70,000 historical and archaeological sites listed on the *Greater London Sites and Monuments Record* (GLSMR), a publicly accessible database which is maintained by English Heritage.

## 6.1

### SCHEDULED ANCIENT MONUMENTS

Scheduled ancient monuments (SAMs) are designated by the Secretary of State for Culture, Media and Sport on the advice of English Heritage and are selective examples of nationally important archaeological remains. In London they range in type from the prehistoric settlement and round barrows at Farthing Down, Coulsdon, to the Second World War anti-aircraft gun emplacements at Beckton in Newham.

The need to review existing entries and recommend amendments and new sites for scheduling, has been recognised as a high priority for 2003/04.



Charnel House after excavation and protected pending new build

### Spitalfields Charnel House

The site of the fourteenth-century Priory and Hospital of St Mary Spital, on the eastern edge of the City, is one of London's most extensive scheduled ancient monuments. In advance of redevelopment, a major excavation by the Museum of London's Archaeology Service of the Priory's cemetery resulted in the discovery of a buried Charnel House.

Crucial support and funding from the Spitalfields Development Group, together with funding from English Heritage, ensured that the remains of the Charnel House will be preserved in situ, and made viewable in a basement chamber of the new building, with its own dedicated public entrance.

#### London currently has:

- 148.5 SAMs, one less than in 2002 (NB where a monument falls across a regional boundary, it has been shared equally between regions as 0.5 of a monument in each)
- These represent less than 1% of the total number in England
- The City of London has the most SAMs at 49, whilst none of the other boroughs reach double figures – indeed, eight boroughs have none at all

Once a site is scheduled, it becomes an offence to disturb it, either above or below ground, without first obtaining scheduled monument consent (SMC) from the Secretary of State. Local planning authorities are advised in national policy guidance to have regard to the effect of any development upon the setting of a SAM in undertaking their planning functions.

- In 2002/03 51 applications for SMC were made compared to 32 in 2001/02, an increase of 59.4%

## 6.2

### CONDITION OF SCHEDULED ANCIENT MONUMENTS

Within London, English Heritage employs one Field Monument Warden to inspect the condition of the SAMs within the region. On average each site is visited once every 18 months, although some sites will be visited more frequently. The *Register of Buildings at Risk in Greater London 2003* reports that there are:

- 7 SAMs at risk, down from 9 in 2002.

## 6.3

### DEVELOPMENT PRESSURE ON ARCHAEOLOGY

An indicator of the degree of pressure on SAMs is the number of SMC cases as a proportion of all scheduled monuments. In London in 2002/03 this was 34.5%, up from 21.5% in 2001/02, more than seven times the national figure of 4.5%.

## 6.4

### ARCHAEOLOGICAL PRIORITY AREAS

Archaeological priority areas are defined in all London's Unitary Development Plans. They are based on data from the Greater London Sites and Monuments Record (GLSMR) and indicate areas of likely archaeological sensitivity:

- There are nearly 500 spread across the 31 boroughs English Heritage advises.

## 6.5

### PLANNING ADVICE

31 local authorities in London look to English for archaeological advice. In 2002/03 English Heritage dealt with 750 planning applications which required consideration for their archaeological potential.

## 6.6

### THE GREATER LONDON SITES AND MONUMENTS RECORD (GLSMR)

The GLSMR (which is managed by English Heritage) contains over 74,000 records of archaeological sites, monuments, findspots, and buildings. Only a small proportion of these are protected as scheduled ancient monuments or are listed, but many others merit protection for their regional or local importance.

The GLSMR is the major source of information for understanding the local historic environment. It provides the basic data for research into London's past, and is used by local historians and archaeologists, students and academic researchers, as well as members of the interested public.

Outside use of the GLSMR is increasing all the time, with over 500 enquiries last year – delivery of the data has been improved through e-delivery. Nearly 80% of all standard commercially related enquiries last year were answered within one working day, with over 40% making use of the Geographic Information System (GIS). Recent work by English Heritage and the Association of Local Government Archaeological Officers (ALGAO) saw SMRs rebranded as Historic Environment Records (HERs) which reflects their broader scope and role. A Government-led consultation on establishing good practice and benchmark standards for data collection and accessibility is also underway.

## 7

### CHARACTERISATION

Change can enhance local character, contributing to the sense of place that is so valued by local communities. However, in order to manage change effectively in a way that is sensitive to the existing character of an area, it is first necessary to properly understand the pattern of its historic development and its historic buildings and landscapes.

Historic Landscape Characterisation (HLC) and Urban Townscape Characterisation (UTC) programmes are specifically designed to develop effective means of gathering this information. Not only do they provide a detailed character appraisal of a given area, but they are a crucial component in the formulation of strategic planning frameworks including key development principles and policies. In London, such studies are already underway or planned at:

- St George's Circus, Southwark, a remnant of a once grand Regency townscape
- The City Fringe area of South Shoreditch, formerly the centre of London's furniture trade
- Waterloo
- The Lower Lea Valley, identified as the site for London's Olympic bid;
- The Thames Gateway

## 8

### BATTLEFIELDS

*The Register of Historic Battlefields* is compiled by English Heritage. The sites identified on this *Register* represent areas where important battles in the history of England are sufficiently well documented to be identified on the ground.

- Although in London there is just the one – at Barnet (1471) – there are 43 registered battlefields in England.

There are no additional planning controls over development affecting the site of a registered battlefield. However, the existence of a registered battlefield is a material consideration, which must be taken into account by local planning authorities when considering development proposals. National policy guidance advises local planning authorities to include policies for their protection in their development plans. There are no nationally agreed indicators to assess the condition of registered battlefields. The Barnet site, however, mostly sits within a conservation area and is rural in character. In addition, as part of the wider Designation Review, English Heritage is looking at piloting management agreements and statements of significance for battlefields.



### A new role for the Royal Arsenal

The huge former Royal Arsenal site at Woolwich was the centre of ordnance manufacture for Britain's armed forces for almost 300 years, until its closure in 1967. The size of a small town, it contains no less than twenty one listed buildings dating from the seventeenth to the nineteenth centuries. Passing out of Ministry of Defence ownership in 1997, the site is now owned by the London Development Agency who are overseeing the implementation of *The Arsenal Masterplan*, which consists of various mixed uses, including commercial, residential, industrial and museum. All the listed buildings will be retained and re-used together with some of the unlisted buildings of interest.

# 3

## The Social and Economic Impact of the Historic Environment



Eltham Palace: Gifted and Talented Children Summer School 2003

### Pupil Workshops

Educational initiatives at English Heritage properties this year included Citizenship projects and the workshops for gifted and talented pupils, examples of which were held at Down House and Eltham Palace.

## 1

### TOURISM

Attracting almost 28 million visitors, the tourist industry is London's second biggest earner of foreign currency, and is expected to bring in approximately almost £9 billion this year. Approximately half of all overseas visitors to the UK spend time in London. For paid admission attractions, the London Eye was the UK's most popular, with over 4 million taking a ride in 2002. The top paying historic attraction was the Tower of London with 1.9 million, with Westminster Abbey attracting 1.1 million and Kew Gardens 0.9 million. In terms of sheer numbers, six major London museums were in the top 7 free entry category, pulling in 21.6 million between them.

In London English Heritage has 13 properties of all types open to the public, attracting 381,830 visitors in 2002/03, a decrease of 11.6% on 2001/02 (432,000). Many of the National Trust's 31 properties in the London area are portions of open space, and free of charge, but 7 entry fee properties attracted 118,666 visitors in 2002/03, compared to 106,200 the previous year, an increase of 11.7%. The Historic Royal Palace's Agency, with 4 of its properties open to visitors in 2002/03, welcomed 2.9 million visitors, a slight increase on the previous year.

## 2

### EDUCATION

London's historic environment is a vital educational asset – a means for understanding history and our origins and identity.

In 2002/03 there were 6,576 free educational visits to English Heritage sites in London (1.4% of the EH-wide total) which is a decrease of 25% from 2001/02. Much of this can be attributed to new safety and security measures imposed on school trips following the Soham tragedy and other incidents. The post 9/11 effect also played its part in reducing group visits to London. There were 9 teacher-training events at our London sites, slightly up on last year.

Of 6 National Trust properties receiving educational visits, 8,468 pupils and students visited during 2002/03. This year will see a return of the Trust's London Links programme, which involves a co-ordinated series of educational arts-based events at their properties. Sutton House in Hackney again hosted a very popular programme of events for Black History Month. Arts-based Discovery Days, designed to bring families together for a day of heritage themed activities are underway at Morden Hall Park.

Heritage themes continues to attract television companies, with the *Time Team* again returning to London to film at the former Royal Naval College/ Queen's House in Greenwich (looking for evidence of Henry VIII's palace) and Kew Gardens (for George III's White House). More recent history was represented by filming for the *Two Men in a Trench* series at the former World War Two fighter airfield at RAF Hornchurch. 2003 also saw the *Restoration* series which focussed on buildings at risk – London being represented by Broomfield House in Enfield and Wilton's Music Hall in Tower Hamlets.

## 3

## VOLUNTEERS

Within the region there are a number of organisations and charitable bodies with volunteers and members that care for and about the historic environment.

There are 13 organisations registered with the Association of Preservation Trusts in the region – charities whose objectives include the preservation of historic buildings suffering from neglect or redundancy and where open market solutions cannot be found. They are assisted in their tasks by the Architectural Heritage Fund, who provide low interest loans, grants and advice.

The Civic Trust, whose Regeneration Unit has experience in community-based regeneration, has approximately 100 registered societies in the region, representing approximately 30,000 individual members.

The London Forum of Civic and Amenity Societies, which acts as an umbrella body for all the Civic Societies registered with the Civic Trust in London, has 120 community groups as members, representing over 100,000 people.

## 4

## FUTURE STUDIES

Under the auspices of the London Historic Environment Forum (LHEF) research has been commissioned that will demonstrate the economic, social and environmental benefits of London's historic environment. It is hoped that the results will help with the development of historic environment indicators for use in future issues of *Heritage Counts*.



Hatton Garden Streetscape

## Hatton Garden Heritage Economic Regeneration Scheme (HERS)

Hatton Garden has been London's jewellery quarter for 300 years. The historic quarter is a conservation area, containing many eighteenth and nineteenth century buildings, often custom built as small jewellery workshops and retail ground floor shops. The area derives its special character from both the historic buildings and the jewellery trade uses. With the continuous upward spiral of London property prices and the relative decline in the traditional jewellery trade there is now a real threat that the area will be taken over by offices and wine bars.

To counter this threat, it is necessary to regenerate the jewellery trade and promote the repair of the buildings. English Heritage (EH), in partnership with the London Borough of Camden is assisting in this by operating a HERS in the area. EH are also partners in the Hatton Garden Jewellery Partnership (HGJP) with Camden, the London Development Agency and jewellery trade, retail and design bodies.

A full time project worker has been appointed and soon affordable workspace will be provided in a historic workshop building. Through planning agreements, a developer has undertaken to provide space for a visitor and trade centre to promote a new life for a historic trade in an historic area.

# 4

## Managing the Historic Environment



Berthold Lubetkin's Priory Green Estate in Islington

### Priory Green Townscape Heritage Initiative Scheme (THI)

Priory Green is one of a number of pioneering London social housing estates designed by the distinguished modern movement architect Berthold Lubetkin and built in 1947 for the London Borough of Finsbury. The management and refurbishment of the estate was passed to the Peabody Trust by the London Borough of Islington with an endowment for repair works. Its particular historic interest was recognised by the designation of the whole development as a conservation area.

The Trust approached English Heritage for advice as they recognised that the special interest of the estate would require more resources for works of an appropriate quality. A subsequent application to the Heritage Lottery Fund (HLF) for a THI grant was successful and an award of £2 million was made.

This has meant that essential repairs and restoration can now be carried out, which will properly reinstate this modern movement icon as Lubetkin intended. Priory Green will once again soon be resplendent raising the spirits of the residents and demonstrating how valuing our modern heritage can be a prime factor in effective regeneration.

## 1 RESOURCES

### 1.1 ENGLISH HERITAGE GRANT AID

In 2002/03, the region offered grants totalling approximately £2.8 million toward the historic environment in London. This included £0.8 million on churches and places of worship, £0.9 million on our area-based schemes and £1.1 million on secular buildings and monuments.

### 1.2 THE HERITAGE LOTTERY FUND (HLF)

The HLF represents the single largest source of funding for conservation of the historic environment in London. Its wide range of grant programmes covers historic buildings and sites, industrial, maritime and transport heritage, countryside and nature conservation, documentary heritage and museums and collections. In the region 843 awards totalling £619,212,695 had been committed by August 2003 (22.5% of the total for the UK). In 2002/03, 289 awards were made, amounting to £53,319,895.

### 1.3 LOCAL PLANNING AUTHORITY STAFFING RESOURCE

With the majority of applications for development affecting the historic environment being determined by London's 33 local planning authorities, their Conservation and Design staff (approximately 100 in number) are very much in the front line. They carry a huge responsibility for safeguarding the capital's many listed buildings and conservation areas. The lack of resources available to carry out these duties has long been of concern. This was born out by the results of the English Heritage/Institute of Historic Building Conservation February 2003 research report *Local Authority Conservation Provision*, which found evidence of serious shortfalls in resource allocation, leading to

over-stretched staff and insufficient support for tackling the many issues they face.

In London, since 1992, English Heritage has entered into conservation agreements with each of the 33 boroughs, setting out the standards and resources that will be deployed to address the conservation agenda on both sides. In many instances, this includes English Heritage part-funding posts. In 2002/03 £670,000 was provided for 39 posts across London.

Although this has continued into 2003/04, an evaluation of the programme for capacity building in the London boroughs is underway for consultation with the boroughs, to ensure that best value is being obtained and that English Heritage's own priorities are being met locally.

English Heritage, in association with London First, is running a programme of training seminars in 2003/04 for London borough Development Control officers. These are designed to raise awareness of conservation issues in their day to day work, with the aim of enabling their Conservation Officer colleagues to concentrate more on the more complex cases. English Heritage is also providing conservation training for borough highways staff.

## 1.4

### ENGLISH HERITAGE STAFFING

English Heritage is the government's principal statutory adviser on the historic environment. Its London region staff (approximately 165) encompass expertise in a wide range of areas, including historic buildings, architecture, archaeology, historic environment planning, artefact and property curation, marketing, education and visitor outreach. Its primary role is to promote the conservation, management and regeneration of London's historic environment. It does this by giving advice to 33 London boroughs, government, building owners and other organisations involved in the historic environment (such as the Heritage Lottery Fund), and by using its own properties and collections as models of good practice.

English Heritage's London Advisory Committee advises both staff and Commissioners on strategic issues and complex or contentious proposals affecting London's historic environment.



Interior of St Stephen's, Rosslyn Hill

### Breathing new life into a Hampstead landmark

The imposing bulk of the Grade I listed St Stephen's church on Rosslyn Hill, Hampstead, has been standing unused for almost 25 years and has arguably been London's most infamous building at risk. After a number of false starts, its future preservation is now assured through a programme of repair and renovation that sees this important building given a new life as a teaching space, a lifelong learning centre and home to the Children's Museum (an art facility specialising in providing art-based therapy teaching for children). This is being done under the auspices of the St Stephen's Restoration and Preservation Trust, who have leased the church from the Diocese. The Trust's objective is 'to restore, protect and preserve the property for the benefit of the public.... for the purposes of education and for the benefit of the community of Hampstead'. With a total cost of almost £3.5 million, work is proceeding in phases, allowing new uses to be introduced in stages whilst further works and fund-raising continues. English Heritage is a current major funder, and the Trust will be seeking support from the Heritage Lottery Fund for subsequent phases of work.

# 5

## London: Facing the Challenges



View of the City from the Thames

- Major development proposals such as expansion of Heathrow Airport and the Thames Gateway 'growth area'
- Development of major transport hubs
- Regenerating deprived historic neighbourhoods

The historic environment is key to London's prosperity and a social asset of immense value, but it is a finite resource, so easily damaged or destroyed. Conservation is about ensuring that we all make the best use of this legacy, for our own and future generations.

London is undoubtedly special. It is famous the world over for its 'headline' historic attractions such as the Tower of London, St Paul's Cathedral, the Royal Parks and Greenwich. However, it is also a city of many communities, each with its own character and local distinctiveness; patchworks of historic streets, buildings, squares, gardens, parks and waterways. Sustaining this rich variety is crucial to London's prosperity.

As a capital city, premier world financial centre, tourist destination and home to over 7 million people, London faces many pressures. Further predicted population and job growth will place great strain on the building stock and infrastructure. The challenge is to adapt to these demands whilst protecting the historic assets that make it special and prosperous.

Key challenges facing London's historic environment include:

- Increased 'densification'
- Tall buildings and their potential effect on the quality of life and sense of place
- Declining suburban town centres and the suburbanisation of the rural fringe
- Demands for Thames and water-side development
- Erosion of the quality of the public realm and open spaces