

APPEAL UNDER SECTION 78, TOWN AND COUNTRY PLANNING ACT 1990

DEVELOPMENT OF THE SITE BY THE ERECTION OF 28 DWELLINGS (2 X ONE BEDROOM, 10 X TWO BEDROOM, 5 X THREE BEDROOM AND 11 X FOUR BEDROOM) WITH ASSOCIATED ACCESS FROM FOXBURY LANE, PARKING AND LANDSCAPING AT LAND SOUTH WEST OF CEMETERY, CEMETERY LANE, WOODMANCOTE, WESTBOURNE, WEST SUSSEX

PROOF OF EVIDENCE OF

Ian Wightman BA (Hons), MSc, PhD

on behalf of

Chichester District Council

Planning Inspectorate ref: APP/L3815/A/13/2205297

Chichester District Council ref: WE/12/04779/FUL

1.0 QUALIFICATIONS AND EXPERIENCE

1.1 My name is Ian Wightman. I am the Historic Buildings Adviser for Chichester District Council. I hold a Bachelor of Arts Honours Degree in Design, an MSc Degree in Historic Conservation and a Doctoral Degree in Art History. I am an affiliate member of the IHBC. I have worked for Chichester District Council since December 2007 and am familiar with the appeal site, its surroundings and the wider area.

1.2 The evidence which I provide for this appeal, reference APP/L3815/A/13/2205297 are my true and professional opinions.

2.0 SCOPE OF MY EVIDENCE

2.1 My evidence to the inquiry relates to the first reason for refusal and is concerned specifically with the status and setting of Westbourne Burial Cemetery (“**the Cemetery**”) as a non-designated heritage asset in accordance with paragraph 129 of the NPPF.

3.0 CEMETERY LOCATION

3.1 The Cemetery is located to the east of the appeal site, with which it is intervisible. Its earliest appearance is on the 1st edition OS map of 1875, where it is shown as formally landscaped with the mortuary chapel at its centre and a lodge to the north, all encompassed within a boundary wall.

3.2 The Cemetery occupies an area of land which was formerly an allotment to the north-east of the village. It is a short distance from a building formerly known as The Rectory, now called Westbourne Court, which is a grade II listed building from the 18th century.

- 3.3 The Cemetery's origins are believed to have derived from The Burial Act of 1852 which was amended in 1853 to facilitate the construction of numerous public cemeteries across the country run by parish vestries.
- 3.4 The Cemetery's location outside of Westbourne may also hold significance in that the prevailing understanding of the time was that disease could be spread from inhalation, also known as miasma theory. This was superseded in the late 19th century by germ theory, but it is likely that the miasma theory contributed to the decision to locate the Cemetery outside the village and not far from The Rectory.

4.0 THE CEMETERY

- 4.1 The two main Cemetery buildings, the chapel and the lodge, are of flint and stone construction and appear largely original, apart from minor alterations to the lodge. The boundary wall to the Cemetery is snapped flint with brick copings typical of the Victorian period.
- 4.2 The chapels, lodges and layout of 19th century cemeteries were all carefully considered as was the planting. Yew trees, which are a significant feature of the Cemetery, are reminiscent of ancient churchyards and with other evergreen trees, are symbolic of life and death.
- 4.3 The formal layout of the Cemetery is also typical of mid-19th century approaches to Cemetery design, some of which attracted eminent architects. The formal layout of cemeteries was largely inspired by John Claudius Loudon's book *On the Laying Out, Planting and Managing of Cemeteries* (1843).
- 4.4 The model for Westbourne Cemetery, like many of this period, was also born out of the private landscape park, with the chapel representing the country house with its boundary wall and entrance lodge.

4.5 The high quality of these structures and the Cemetery more generally represent a strong built heritage within the rural context, whilst being significant as a detached, historic feature located away from the village of Westbourne. Given the age, quality and design of the Cemetery and its social and historical interest, it is considered a non-designated heritage asset and worthy of special consideration afforded it under paragraph 135 of the NPPF.

5.0 SETTING AND IMPACT

5.1 The appeal site is considered to be within the setting of the Cemetery and therefore the non-designated heritage asset.

5.2 English Heritage Guidance, *'The Setting of Heritage Assets'* (2010), defines setting as 'the surroundings in which an asset is experienced.' It advises that (para. 2.1):

'The setting of a heritage asset, such as an individual building or site, may closely reflect the character of the wider townscape or landscape in which it is situated, or be quite distinct from it. Similarity or contrast between the setting of a heritage asset and its wider surroundings – whether fortuitously or by design – may each make an important contribution to the significance of heritage assets.'

5.3 It is understood that an impact assessment on the setting of the Cemetery (the heritage asset) has not been made. This is unfortunate, but in the absence of such an assessment, I provide my own observations in this proof.

5.4 English Heritage Guidance identifies a number of factors which contribute to setting (para. 4.2 Assessment Step 2) which, in the case of Westbourne Cemetery, are likely to include the following:

- Topography
- Definition, scale and 'grain' of surrounding streetscape, landscape and spaces
- Land use
- Green space, trees and vegetation

- Openness, enclosure and boundaries
- History and degree of change over time
- Experience of the asset
- Surrounding landscape or townscape character
- Views from, towards, through, across and including the asset
- Visual dominance, prominence or role as focal point
- Intentional intervisibility with other historic and natural features
- Noise, vibration and other pollutants or nuisances
- Tranquility, remoteness, 'wildness'
- Sense of enclosure, seclusion, intimacy or privacy
- Dynamism and activity
- Accessibility, permeability and patterns of movement

5.5 The rural context of the Cemetery contributes to all of these aspects and will have done so throughout the lifetime of the asset. As such, an ability to appreciate and experience the heritage asset in a meaningful way has been maintained.

5.6 Any large development would be likely to harm the appreciation of the setting of the asset profoundly. Drawing on English Heritage's list (para. 4.2 Assessment Step 3), there are likely to be the following impacts on the setting:

- Change to built surroundings and spaces
- Change to skyline
- Noise, odour, vibration, dust, etc
- Lighting effects and 'light spill'
- Change to general character (eg suburbanising or industrializing)
- Changes to land use, land cover, tree cover

5.7 These changes to the setting would be likely to detract significantly from the way it is currently experienced by people, which is as a place of quiet serenity befitting a place of rest.

5.8 The harm resulting from these changes would be contrary, therefore, to English Heritage guidance. It would also be contrary to government policy in respect of cemeteries, which is that “local burial and cremation facilities should offer a fitting environment for the bereaved and enhance the life of the community” and that “Cemetery services must be consistent with broader Government policies on the environment and cultural heritage” (Home Office, 2001).

5.9 I further note that the Government’s policy statement, ‘*The Historic Environment: A Force for our Future*’ (DCMS and DTLR 2001)’ emphasises the importance of the historic landscape and features such as cemeteries in shaping the identity of neighbourhoods.

6.0 CONCLUSION

6.1 Given the likelihood of harm to the heritage asset and its setting and specifically the impact that suburbanisation would have on its architectural, historical and social appreciation, I am unable to support the appeal proposal.

The Historic Environment: A Force for Our Future



Cover picture:
Restoration work on stone statues,
Kedleston Hall, Derbyshire,
(courtesy The National Trust)

The Historic Environment: A Force for Our Future

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Foreword

By the Rt Hon. Tessa Jowell MP, Secretary of State for Culture, Media and Sport and the Rt Hon. Stephen Byers MP, Secretary of State for Transport, Local Government and the Regions.

England's historic environment is one of our greatest national resources. From prehistoric monuments to great country houses, from medieval churches to the towns of the Industrial Revolution, it is a uniquely rich and precious inheritance.

But it is about more than bricks and mortar. It embraces the landscape as a whole, both urban and rural, and the marine archaeology sites around our shores. It shows us how our own forebears lived. It embodies the history of all the communities who have made their home in this country. It is part of the wider public realm in which we can all participate.

This historic environment is something from which we can learn, something from which our economy benefits and something which can bring communities together in a shared sense of belonging. With sensitivity and imagination, it can be a stimulus to creative new architecture and design, a force for regeneration and a powerful contributor to people's quality of life.

But this environment is fragile. Successive governments have developed policies to protect it. Buildings are listed and archaeological sites scheduled. Substantial public funding is available for repair and refurbishment. A complex web of relationships has been established between the many national and local bodies which care for the treasures of the past and make them accessible to millions of people from home and abroad.

At the start of a new century it seems timely to look at existing policies and structures and to assess how well they are working and how they can be

improved. The publication of this Statement concludes the most wide-ranging review of policy in this area for several decades. The first stage was led by English Heritage, working with an unprecedented range of partner organisations from within the sector and more widely, and culminated in the *Power of Place* report in December 2000. That report has been of immense value, both in setting an agenda for action across the whole sector and in shaping the Government's own vision, and we pay tribute to all who were involved in its preparation. We welcome too the action that is already in hand within the sector to take forward its recommendations.

We are publishing this Statement at a time when the public's enthusiasm for the past is increasingly evident, not least in the strong media focus on archaeology and history. New, more creative approaches are being used to present historic sites and buildings to visitors and to engage a wider audience. Our heritage continues to be a massive draw for tourists. As such it makes a major contribution to the economy and underpins huge numbers of jobs, importantly in rural and deprived communities as well as in traditional economic centres. There is, however, much more to be done. Indeed this sector can be regarded as something of a sleeping giant both in cultural and economic terms. We need to find new ways of reaching and empowering excluded individuals and communities. We need to develop new policies to realise economic and educational potential through modernised structures and improved service delivery.

Achieving these objectives involves the use of many different policy instruments and the Statement

looks in detail at all of them: funding; legislation; policy guidance; delivery mechanisms; reprioritisation; and partnership working. It makes proposals to enable organisations to work better together and statutory regimes to operate more effectively. It looks at ways of enhancing the historic environment's contribution to education, both within the school curriculum and through lifelong learning, and of replenishing essential conservation skills. It responds to people's desire to broaden the definition of what should be valued and champions the role of historic assets in the development and regeneration processes and as a focus for community cohesion.

This document is far from being the end of the story. On the contrary, it is only the beginning of a major drive to unlock the full potential of our historic assets. The Government is currently carrying out fundamental reviews of both the Heritage Lottery Fund and English Heritage, which, once concluded, will shape the development of these two critically important bodies, putting them in strong positions to deliver this challenging agenda. We are publishing a Green Paper on the planning system, proposing measures to make the system more efficient, effective, customer-orientated and transparent. That will make local government better placed to deliver proactive help in developments affecting the historic environment.

This statement encompasses the full range of the Government's interest in the historic environment. Although the lead responsibility rests with the Department for Culture, Media and Sport and the Department for Transport, Local Government and the Regions, other parts of Government have a

major interest in the subject and have taken part in the preparation of this document. Not least among these is the Department for Environment, Food and Rural Affairs, whose involvement reflects the importance of the historic environment for rural areas and vice versa. Indeed, the White Paper *Our Countryside: The Future. A Fair Deal for Rural England*, published in November 2000, included a number of measures and initiatives of direct benefit to the historic environment. And while the Statement applies only to England, we are very much aware that many of the issues it addresses affect the whole of the United Kingdom and we are therefore keeping in touch with colleagues in Northern Ireland, Scotland and Wales.

Our vision is ambitious. We have set out an agenda which can over time deliver more attractive towns and cities; a prosperous and sustainable countryside; world-class tourist attractions; new jobs; and learning, vibrant and self-confident communities. This is what we believe the historic environment can contribute to contemporary life. This is why we must continue to protect and sustain it, both for our own benefit and that of future generations.



Tessa Jowell



Stephen Byers

Tessa Jowell Stephen Byers



A NEW VISION

The Historic Environment – A New Vision

1 The past is all around us. We live our lives, whether consciously or not, against a rich backdrop formed by historic buildings, landscapes and other physical survivals of our past. But the historic environment is more than just a matter of material remains. It is central to how we see ourselves and to our identity as individuals, communities and as a nation. It is a physical record of what our country is, how it came to be, its successes and failures. It is a collective memory, containing an infinity of stories, some ancient, some recent: stories written in stone, brick, wood, glass, steel; stories inscribed in the field patterns, hedgerows, designed landscapes and other features of the countryside. England's history is a gradual accumulation of movement and arrivals, new stories attaching themselves to old. Urban and rural landscapes reflect this layering of experience and develop their own distinct characteristics.

2 Building materials and styles can define and bind regions, localities and communities just as potently as ethnic background, dialect or sporting loyalties. Historic landscapes or iconic buildings can become a focus of community identity and pride and proclaim that identity and pride to the wider world. The Royal Liver Building in Liverpool, Leeds Town Hall, Lincoln Cathedral, Clifton Suspension Bridge, the Backs at Cambridge, the dry-stone walls of the Dales, to name but a few, are all seen by residents and visitors alike as encapsulating the very essence of place. At a more local level a historic church or park can help define a neighbourhood and create a sense of local cohesion. Once lost, these defining features cannot be replaced.

3 Internationally, the imprint of history on our environment is a powerful aspect of our image as a nation. And the value of this rich legacy as a magnet for tourists is massive in economic terms.



Main picture:
Clevedon Pier, North Somerset.
Newcastle Quayside regeneration.

The Historic Environment – A New Vision

4 The importance we attach to our past shows itself in many different ways. The popularity of television programmes such as Channel 4's *Time Team* and the BBC's *History 2000* season is one indicator. The number of visits made to historic properties is another. In 1999-2000 English Heritage welcomed nearly 12 million visitors to its sites. No other heritage organisation in England can match the National Trust's membership of 2.7 million. Each year more and more people take advantage of Heritage Open Days to see for themselves, free of charge, a vast range of buildings around the country that are normally closed to the public or charge an admission fee. In 1999 more than a million visits were made to the 2,400 participating properties.

5 The diversity of ways in which people experience or relate to our historic environment is one of its strengths. For some it is a medium for learning about the past; for others a visitor experience; for many it provides employment; for still more it provides a home or place of work; for everyone it is a contributor to overall quality of life. This diversity is reflected in the complexity of interests involved: individuals; communities; visitors; owners; the voluntary sector; business; central and local government.

6 The interplay between these different interests creates a dynamism which has produced some exciting developments in recent years. Consider, for example, the massive strides taken to increase people's access to the historic environment, both physically and by way of electronic media. Ten years ago the concept of using a website, such as English Heritage's, to help with a school project on Hadrian's Wall would have been unimaginable. And the needs of people with disabilities are increasingly catered for at many sites across the country. Linked with this increased emphasis on accessibility, great strides have been made in realising the educational potential of historic sites, particularly for school-age children, and in developing a more inclusive approach to their presentation and interpretation. Substantial progress has also been made in recognising and harnessing the contribution that historic buildings can make to economic and community regeneration. English Heritage's Heritage Economic Regeneration Scheme and the Heritage Lottery Fund's Townscape Heritage Initiative have both acted as important catalysts for community-led renewal and as a spur to wider investment, both public and private.

7 Another important development has been the gradual widening of the definition of what people regard as their heritage and the way in which the national organisations have responded to this. The National Trust's purchase of Paul McCartney's childhood home in Liverpool was perhaps the most high-profile signal of this responsiveness, but the investment in urban parks and gardens and the preservation of back-to-back housing in Birmingham and Manchester are also significant.

8 Up until now, Government policy towards the historic environment has been expressed mainly through formal planning guidance and the provision of funds to bodies such as English Heritage and the Heritage Lottery Fund. Initiatives relating to the countryside have also played a significant role. Such functions are crucially important and will continue to occupy a central place in the delivery of policy. But there is a need now for Government both to articulate a more complete vision for the sector and to look systematically at the means of translating the vision into reality. That is what this Statement is about.

- 9** The Government looks to a future in which:
- public interest in the historic environment is matched by firm leadership, effective partnerships, and the development of a sound knowledge base from which to develop policies;
 - the full potential of the historic environment as a learning resource is realised;
 - the historic environment is accessible to everybody and is seen as something with which the whole of society can identify and engage;
 - the historic environment is protected and sustained for the benefit of our own and future generations;
 - the historic environment's importance as an economic asset is skilfully harnessed.

10 This is a bold vision but an achievable one. The historic environment has much to contribute to the Government's wider agenda of creating and maintaining a sustainable environment alongside economic stability. Improving the quality of life in both urban and rural areas, by allowing people to feel a greater sense of ownership of and engagement with the places in which they live, work and play, is an important theme of the Government's 2002 Spending Review. The historic environment forms part of the wider local environment of streets and public spaces which the Government is committed to improving.

11 The following chapters set out a detailed programme of action in support of the Government's vision. It is a programme which the Government itself will lead, but its implementation will depend on the partnership and support of a great many others, both individuals and organisations. It will require commitment, unity of purpose and receptiveness to new ideas and ways of working. It will involve making good use of all the available tools: legislation; funding; policy guidance; restructuring; and partnership working.

12 *Power of Place* demonstrated that the sector could work together to excellent effect. We need now to build on that momentum and harness the commitment and expertise which have already been displayed. In this way we can quickly set about delivering the programme for change set out in this Statement and fulfil the vision of a historic environment standing at the very heart of our national life.



PROVIDING LEADERSHIP

Providing Leadership

The task: to respond to public interest in the historic environment with firm leadership, effective partnerships and a sound knowledge base from which to develop policies.

1.1 The review of historic environment policies led by English Heritage and culminating in the *Power of Place* report was overseen by a steering group comprising more than twenty organisations. These organisations reflected the breadth and diversity of interest in historic environment policy and ranged from the National Trust to the Black Environment Network, from the British Property Federation to Groundwork UK. One of the key issues raised in *Power of Place* was the need for firm leadership. Just as the range of interests involved with the historic environment is diverse, so is the need for leadership. This chapter explores the role of leadership and the importance of partnership. *Power of Place* also emphasised that effective policy-making must always be underpinned by good quality evidence and this chapter therefore looks at ways in which the evidence base can be expanded and refined.

Government leadership

1.2 The issue of leadership begins with central Government itself. The historic environment is of significance across the whole field of Government policy, spanning economic development, education and training and rural affairs. The Department for Culture, Media and Sport (DCMS) has the role of overall champion for the historic environment, while sharing with the Department for Transport, Local Government and the Regions (DTLR) responsibility for a number of key areas of policy, in particular the regulatory framework. The Department for Environment, Food and Rural Affairs (DEFRA) has a key policy role in respect of rural areas and in providing financial incentives and advice. None the less this is a Statement for the whole of Government. Given the span of issues and Departments which have an impact on the historic environment or vice versa, the Government acknowledges the need to develop a cross-Whitehall approach to promote awareness of the historic environment through all relevant Departments and maximise its contribution to the Government's programme as a whole.



Main picture:
Hadrian's Wall, Cawfields.
(courtesy Hadrian's Wall
Tourism Partnership)

Divers from the Hampshire
and Wight Trust for Maritime
Archaeology excavating the
Alum Bay Wreck off the Isle of Wight
(courtesy Jonathan Adams)

Providing Leadership

To this end:

■ **The historic environment will be included as part of the remit of Green Ministers.**

The role of Green Ministers is to consider the impact of Government policies on sustainable development and to improve the performance of Government Departments in contributing to sustainable development. Drawing specific attention to the relevance of the historic environment will help ensure that it is taken into account in wider decision-making and thereby constitute an element of the Government's support for sustainable development. Green Ministers will also be responsible for ensuring that historic environment policies are taken into account in decisions concerning the use and development of the Government's own properties;

■ **DCMS, as lead sponsor Department, will involve DTLR and DEFRA in discussions about the strategic direction of English Heritage and the Heritage Lottery Fund.**

This will include, where appropriate, agreeing funding priorities;

■ **DCMS will work with the devolved administrations to ensure that, where appropriate, the United Kingdom's interests in international fora are properly represented.**

Local government leadership

1.3 The part played by local authorities in the stewardship of the historic environment is of fundamental importance. Like Government, their role can be complex, and covers many different functions: custodian, regulator, grant-giver, rescuer of last resort. **The Government looks to local authorities to adopt a positive approach to the management of the historic environment within their area and the monitoring of its condition. It urges authorities to appoint champions for the historic environment within their management structures.**

1.4 All local authorities stand to benefit from the skills of properly qualified conservation staff. The Government therefore supports the work currently being done by English Heritage and the Institute of Historic Building Conservation to assess current levels of conservation staff within local authorities. Elected members should also have the best possible training to enable them to make high-quality decisions on local historic environment issues. The issue of training is included within the guidance for councillors published as part of the Modernising Planning initiative and will be further considered in the Planning Green Paper. **The Government urges all local authorities to ensure that elected members have access to training in respect of the historic environment wherever it is needed.**

English Heritage

1.5 In 1998 the Government merged English Heritage with the Royal Commission on the Historical Monuments of England and gave English Heritage the status of lead body for the sector. The intention was to create an organisation which would assume a leadership role as advocate for the sector, in implementing and interpreting Government policy and in developing strategic initiatives to benefit the whole sector. It was in this capacity that English Heritage was commissioned by the Government to lead the process which resulted in *Power of Place*.

1.6 As part of its regular series of quinquennial reviews, the Government is once again examining the role and functions of English Heritage to assess its fitness for purpose.

This presents an excellent opportunity to consider the extent to which English Heritage has developed its leadership role and how it might further develop its capacity in this respect. It also offers an opportunity to consider afresh how service delivery (to local authorities, owners and developers and other interests) might be improved. The Government and English Heritage regard the quinquennial review as the occasion to refocus the organisation in a way which will enable it to deliver the vision set out by the Government in this Statement, besides taking forward the agenda for the sector already formulated by *Power of Place*. The first stage of the review will be completed by the spring of 2002 and will inform the Government's 2002 Spending Review.

Working in partnership

1.7 The process which produced *Power of Place* demonstrated, if demonstration was necessary, that the historic environment sector has immense reserves of energy and commitment. It also confirmed that the sector is diverse and spans a huge range of interest groups, not all of whom would regard themselves as being primarily in the heritage business. It brought home more than ever the importance of the historic environment sector developing close partnerships with other interests: for example, the natural environment sector, the tourism industry and those involved in contemporary architecture. Just as the Government needs to bring together the various Departmental interests in the historic environment, so the sector needs both to strengthen its internal relationships and be prepared to work outside its traditional boundaries.

1.8 English Heritage and its partners on the cross-sectoral *Power of Place* Steering Group are considering how best to build on the partnership working established during that process and harness the energies of the sector as a whole. **The Government has commissioned English Heritage, in consultation with partner organisations, to formulate a five-year strategy for the development of effective working relationships both within the historic environment sector and with other relevant interests.**

Providing Leadership

Stonehenge World Heritage Site

The Department for Culture, Media and Sport, the Department for Transport, Local Government and the Regions, English Heritage, the National Trust, English Nature, the Highways Agency, Wiltshire County Council and Salisbury District Council are all partners in an ambitious project to restore the dignity and isolation of Stonehenge, our greatest prehistoric monument, and enable people to enjoy and appreciate it fully.

When completed, the scheme will reunite Stonehenge and its surrounding monuments in their natural chalk downland landscape setting and provide radically improved visitor access to the World Heritage Site. To help visitors appreciate and interpret the monument and its setting, a new world-class visitor centre will be established outside the boundaries of the Site. This strongly led and coordinated approach will help ensure that Stonehenge is preserved and managed in a way befitting its international importance.

1.9 This strategy will need to cover partnership working at both national and regional level. At regional level the Government will want to see English Heritage building on the work of the Regional Cultural Consortia and reflecting the move to greater regionalisation more generally.

Expanding the knowledge base

1.10 For all organisations concerned with the historic environment, a solid evidence base for policy-making is an essential. For grant-givers such as English Heritage and the Heritage Lottery Fund, good quality research is vital to inform the direction of resources. For the Government and local authorities as legislators and regulators, evidence is crucial to the process both of framing policy and of evaluating its impact.

Mapping the seabed

The Hampshire and Wight Trust for Maritime Archaeology is involved in a number of projects which involve the mapping of underwater historical and archaeological material dating from different periods.

One scheme is a survey of the rich archaeology that has accumulated in Langstone Harbour over the centuries, including worked flints from the Mesolithic Age, flints and pottery from the Bronze Age, and a fully submerged circle of timbers from AD 740-780. The aim is to collect together a wide range of data covering as many aspects of the Harbour's history as possible. Central to this recording process is the development of a Geographic Information System as a means of holding, manipulating and displaying this diverse data in a way that will be accessible through a set of maps. This will enable records of the nature of the artefacts and their location to be combined with historical and environmental context information, thereby creating a rich multi-media research and interpretation tool. It will also allow the data to be easily accessible on the Internet.

1.11 One of recommendations in *Power of Place* was that the Government should commission regular state of the historic environment reports to monitor the condition of our historic assets (whether or not formally designated), to assess the pressures facing them and to analyse their contribution to contemporary life in cultural, economic and social terms. Such reports would provide yardsticks with which to measure the achievements, not only of the sector itself but also of local government, business and local communities, in looking after the historic environment and enhancing its contribution to contemporary life. Achievements of local government might also contribute to the development of a Best Value indicator and also the scope for the historic environment featuring in the Beacon Councils scheme. **The Government supports the recommendation and has asked English Heritage to produce a pilot Historic Environment Report during 2002.**

1.12 Research relating to the historic environment is undertaken by a wide range of organisations, both within the sector itself and elsewhere (for instance, in academic institutions). While acknowledging that a great deal of high-quality work has already been done or is currently in progress, the Government believes that a coordinated approach to research is essential if its full benefit is to be realised. **The Government has commissioned English Heritage, working with partner organisations, to frame a coordinated approach to research across the sector, with the aim of ensuring that needs are clearly identified, priorities established and duplication avoided.**

1.13 The Sites and Monuments Records maintained by local authorities are acknowledged as an extremely valuable resource, with many potential uses. On one level they are essential to the effective operation of the planning system, but they also have the potential to be a powerful educational tool, both for the professional and academic users and for the wider public. The Government welcomes the recommendation in *Power of Place* that the service offered by these Records should be enhanced, that their scope should be more comprehensive, and that access to the information held should be facilitated through use of the electronic media.

1.14 Sites and Monuments Records expanded and improved in this way could embrace historic buildings (both those statutorily listed and those of local interest), conservation areas, historic battlefields, and historic parks and gardens. In this way they would become comprehensive Historic Environment Record Centres. These would be significant developments and careful thought must be given to the technology involved in making electronic access to the expanded data widely available, given variations in the way the Records are currently operated. There are a number of models that might be adopted to provide a new system. **The Government will produce a consultation paper covering a range of options in the summer of 2002.**



REALISING EDUCATIONAL POTENTIAL

Realising Educational Potential

The task: to realise the full potential of the historic environment as a learning resource.

2.1 The historic environment has immense value as an educational resource, both as a learning experience in its own right and as a tool for other disciplines. Whether at school, in further and higher education or in later life, the fabric of the past constitutes a vast reservoir of knowledge and learning opportunities. This is as true of the oldest archaeological remains as it is of buildings of the last fifty years. The history of buildings and places is also the history of the age in which they originated and of the eras in which they flourished. They can tell us about the individuals and the institutions that created them and occupied them and about the societies and the local communities they served. Nor is the educational significance of the historic environment confined to the teaching of history. It is also relevant to subject areas as diverse as economics, geography, aesthetics, science,

technology and design. Buildings and places can also play a role in developing a sense of active citizenship; by learning about their own environment and how they can participate in its evolution, people feel a greater sense of belonging and engagement.

2.2 On another level, preserving the fabric of the past requires knowledge and expertise. Half the annual turnover of the construction industry relates to repairs and maintenance. Training in traditional craft skills is essential to ensure that existing buildings are satisfactorily maintained. This is a mainstream economic activity and we need to address the current severe lack of skills by developing an integrated approach to conservation training to ensure that the necessary skills are fostered and passed on from generation to generation.

Main picture:

Children examining an historic artefact during school trip.

Excavations at Rivenhall Church, Essex

(courtesy Essex County Council)

Cathedral Camp restoration, Coventry Cathedral.

(courtesy Cathedral Camp)



Realising Educational Potential

Lifelong learning

2.3 The increasing public interest in local heritage, archaeology and genealogy demonstrates a keen appetite among all age-groups to learn about the past. The BBC's *History 2000* project made innovative links between television programmes and other resources, such as those available through libraries, museums and historic properties. The project encouraged many people to follow up their interests with site visits and further reading, and vividly demonstrated the role of the historic environment in promoting knowledge of and enthusiasm for the past. **The Government will work with English Heritage and the Learning and Skills Council to frame an action plan to increase opportunities for those who wish to develop their interests further, for example through further and higher education or vocational courses.**

2.4 The highly successful annual Heritage Open Days give the public an opportunity to experience some of England's hidden architectural treasures. Other events such as National Archaeology Days, Architecture Week and Museums and Galleries Month have helped promote wider public awareness of these different aspects of our cultural life. **The Government will explore with English Heritage how best to develop the existing initiatives and whether this approach might now be extended to the historic environment as a whole in the form of an annual Historic Environment Week.**

Heritage Open Days

Heritage Open Days are an immensely popular annual event. England's contribution to the Council of Europe's European Heritage Days initiative, Heritage Open Days, began in 1993 with 10,000 people taking advantage of free access to forty participating properties.

The event has now grown beyond all recognition. In 2000 nearly one million people took part, visiting 3,035 properties in England, more than ever before. Popular locations include Westenhanger Castle, Hythe, a partly ruinous fortified house, dating from the fourteenth century; North Lees Hall, Hathersage, believed to be the inspiration for Thornfield Hall in *Jane Eyre*; Queen Street Mill in Burnley, a steam-powered weaving shed with a coal-fired Lancashire boiler; Redbournbury Watermill, St Albans, a fully restored eighteenth century working watermill, producing stone ground organic flour; and the Sun Inn, Ipswich, a fifteenth century merchant's house.

School-age children

2.5 English Heritage has a leading role in promoting the historic environment as a resource for use within the school curriculum. It has produced a wealth of educational material relating not only to its own properties but also to the historic environment more generally. It runs courses particularly directed at trainee and newly qualified teachers. And, as a member of the Qualifications and Curriculum Authority, English Heritage advises on material for the history curriculum, as well as on the citizenship component of the National Curriculum.

2.6 Every child should have the opportunity to visit the widest possible range of historic sites. Over half a million children, students and teachers enjoy free admission annually to English Heritage sites on curriculum-based school trips. The National Trust works closely with schools and welcomes over 600,000 children to its properties every year. Valuable educational schemes are also operated by the Royal Parks Agency, Historic Royal Palaces and the Historic Houses Association.

Whitehaven Citizenship Project

Whitehaven was a prosperous Georgian town but its economy declined during the later part of the twentieth century. The restoration and regeneration of the town centre, harbour and castle during the 1990s was led by the Whitehaven Development Company. Using the regeneration project, English Heritage has devised a study-programme for the citizenship curriculum, aimed at Key Stages 3 and 4.

The study programme takes a number of significant features in the town and suggests fieldwork, the use of museums, historic buildings and archives. A template has been laid down which could be transferred easily to other towns or cities. The programme provides many opportunities to develop skills and requires pupils to be engaged in the historical process: working independently, posing questions, devising theories and explanations (and testing them), analysing and evaluating sources, organising their material, and communicating it in a variety of forms. The local authority was the key partner in the study and has been highly supportive. The programme demonstrates that understanding the history of a place and its regeneration can be central to the teaching of citizenship.

Realising Educational Potential

2.7 The Government is committed to providing universal free access to our national museums and galleries and, following the measures announced in the 2001 Budget, free entry became a reality for everyone from 1 December 2001. Having delivered on free access for children at the main national galleries and museums, **the Government will at an early opportunity consider, in consultation with relevant outside interests, how this principle might be extended to the historic environment sector.** Possible options include free entry for all children to properties in the care of English Heritage and other bodies funded by central Government; or, alternatively, a voucher scheme for schools to allow free access to any historic property, whether in public, charitable or private ownership.

2.8 Visits to historic sites and buildings can really help history and other subjects come alive for young people, sparking their creativity and imagination. However, research into similar activities in the arts has shown that a poorly organised day trip can be counterproductive and put children off for life. A more effective approach is to build sustained relationships between schools and local historic sites, so that young people get the chance to work with conservationists, archaeologists and other heritage professionals on longer term projects. Innovative programmes such as the Heritage Lottery Fund's Young Roots scheme engage young people in heritage activities appropriate to their interests and age group.

2.9 The Government's new Creative Partnerships programme, due to be launched in April 2002, will help broker and support schools projects right across the cultural, creative and heritage fields. The £40 million scheme will initially target schools in sixteen of the most disadvantaged areas in England. The historic environment sector and its many professionals have a huge amount to offer young people and to the Creative Partnerships programme, and **the Government would very much encourage historic environment organisations to get involved.**

Gawthorpe Hall

The previous owner of Gawthorpe Hall in Lancashire, now owned by the National Trust, brought together a vast collection of Indian silks, which was used as inspiration for local mill workers making their own silk pieces. Building on this past, the National Trust is looking to broaden the appeal of Gawthorpe Hall by bringing the silk collection out of the basement and featuring it in an exhibition. Asian children from a nearby school have visited the property and are developing new interpretation of the labels in Urdu.

2.10 There is a wide choice of published material which can assist both teachers and parents in developing children's interest in the historic environment. The Department for Education and Skills and the Qualifications and Curriculum Authority have produced a range of leaflets to assist parents in supporting their children on specific history topics. The Department's *Learning Journey* parents' guides to the National Curriculum emphasise how parents can support their children's history education through study of the local heritage. The Commission for Architecture & the Built Environment (CABE) has published *Our Street: Learning to See*, which encourages primary school pupils to appreciate their local surroundings. It has also produced *From One Street to Another* for the Council of Europe, showing the direct relevance of buildings to people's lives. **The Government will work with CABE to ensure the widest possible circulation for these publications.**

2.11 Other cultural bodies have produced material for the National Curriculum which could be adapted for the historic environment. In particular, the British Film Institute's *Moving Images in the Classroom* shows how secondary school teachers can use the moving image as a resource in studying a wide range of curriculum subjects. **The Government has asked English Heritage to consider producing a comparable document for the historic environment.**

E-learning and Culture Online

2.12 Learning through the use of electronic media can help bring history to life. Though never a substitute for the experience of seeing a historic site at first hand, this approach can involve the provision of e-learning or self-managed learning opportunities for a wide range of people, including socially excluded or disadvantaged groups. The National Grid for Learning brings together websites which support education and lifelong learning. Virtual access to many individual historic properties is available through their websites and the 24 Hour Museum portal.

2.13 The Government is establishing a new body, with the working title Culture Online, to widen access to all cultural sectors through the use of digital technology. It will complement the National Grid for Learning with information on, among other things, using the historic environment to enhance the National Curriculum. **English Heritage will work closely with Culture Online in unlocking the potential of e-learning.**

Widening the perspective

2.14 In recognition of the impact of David Anderson's report, *A Common Wealth*, which placed education firmly at the heart of the museum sector, a similar report has been commissioned to assess the provision of learning opportunities within the historic environment sector, including the role of information technology. The work is funded by the Attingham Trust and the results are expected in the autumn of 2002. **The Government fully supports this project as a potential catalyst for the further development of historic environment education.**

Realising Educational Potential

2.15 In the meantime, to build on the initiatives and activities described in this document, **English Heritage will work closely with its partners to develop further the place of education within the historic environment sector. The Government will propose targets for increased activity in this area for inclusion in English Heritage's Funding Agreement for 2002-03.** For example, the Government will ask English Heritage to build on its current work to increase awareness among teachers of the relevance of the historic environment as a resource for the widest possible range of subjects. It will also look to English Heritage to develop a strategy towards lifelong learning (including the targeting of groups such as older learners, families and disadvantaged young people) and to promote the historic environment in vocational training for the leisure and tourism sector. English Heritage is a key member of the Sponsored Bodies Education Network, which has been established by the Department for Culture, Media and Sport to develop a strategic approach by its sponsored bodies towards educational issues.

Training in Craft Skills

2.16 The Craft Skills Forum, led by UK SKILLS, comprises organisations with an interest in craft skills relating to the historic environment, such as stained glass conservation, stone-carving, thatching and dry-stone-walling. It seeks wider recognition of the importance of specialist traditional craft skills in sustaining the historic environment and in securing those skills for the future. One of its main priorities is to promote awareness of career development opportunities in schools, colleges and universities.

2.17 The Building Skills Action Group, in partnership with English Heritage, the Construction Industry Training Board and other interests, aims to promote practical training in traditional construction skills, such as brick-laying, plastering and carpentry. Business and management skills are also important in making technical skills marketable. **As the sectoral lead body English Heritage will coordinate the work of these two groups and others working in the area to ensure a coherent approach to meeting skills requirements.**

2.18 Several new education initiatives that offer good opportunities for developing training in craft skills. For example, new vocational GCSEs to be launched in 2002 will be supported by a programme of college and work placements, heralding a shift towards vocational courses and expanded opportunities for work-related learning. These, along with the Government's Modern Apprenticeships scheme for those aged 16 and over, will help young people learn craft skills. The Learning and Skills Council is responsible for addressing the education and training needs of those over 16. **The Government is exploring with the Learning and Skills Council how some planned Centres of Vocational Excellence could specialise in skills relevant to the historic environment.**

2.19 To help address the skills gap in a wide range of areas, including conservation craft skills, the Heritage Lottery Fund actively encourages applicants for grants to include training elements within their applications, especially for specialist craft skills, and to provide apprenticeships and work placements which may not readily be covered by the Learning and Skills Council. Within the framework of the England Rural Development Programme, operated by the Department for Environment, Food and Rural Affairs, support is available under the Rural Enterprise Scheme and Vocational Training Scheme for projects which develop rural conservation and craft skills such as thatching, dry-stone-walling, hedge-laying and traditional building restoration. **The Government will encourage other grant-givers to give training a similar priority.**

Windsor Castle restoration

In 1992 a large fire broke out in Windsor Castle, destroying nine of the principal state apartments and 100 other rooms. A major restoration project lasting five years was completed in November 1997. The project was the largest rebuilding project undertaken in the past century. Teams of skilled carpenters, plasters, upholsterers, stonemasons and seamstresses were employed, using skills some of which had been thought lost. Wood carvers recreated giltwood carvings in the drawing rooms. Plasterers used fragments of plaster salvaged from the fire to recreate the traditional ceiling and wall designs. Rather than replicating the state rooms as they were before the fire, the opportunity was taken to return the rooms to their original appearance. In St George's Hall the panelled roof was rebuilt with a brand new oak ceiling using traditional methods.

Site management and interpretation skills

2.20 In order to survive, visitor attractions must satisfy the needs and expectations of their customers. Customer care and interpretation skills are very important, and staff with a role to play in ensuring customer satisfaction must be supported in their development. Close attention must be given to the continued professional development of those running and managing historic attractions and this must include the fostering of skills in management, business management, marketing and fundraising.

2.21 Many universities now provide courses on aspects of heritage or leisure management. **The Government has asked English Heritage to work with one or two major providers to develop courses which will match the skills required within the sector.**



Paradise Preserved

An introduction to the assessment, evaluation, conservation and management of historic cemeteries



ENGLISH HERITAGE



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Text researched and prepared for English Heritage by Roger Bowdler, Seamus Hanna, and Jenifer White and for English Nature (now part of Natural England) by David Knight

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Brought to publication by Joan Hodsdon

Chris Brooks' 1989 book on Victorian and Edwardian cemeteries was the first volume to look at how these special places could be protected and conserved. English Heritage dedicates this publication in memory of his pioneering work.

Front cover: The listed grade II* monument of Raja Rammouhun Roy Bahadour at Arnos Vale Cemetery, Bristol. AA023589

Back cover: A monument in the Urmston Jewish Cemetery, Manchester for Ethel Raphael who died in 1923, aged three years. AA040112

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FOREWORD

The inscriptions on memorials, the design of monuments, the choice of stones, the architecture of buildings and the landscape design shed light on past social customs and events and combine to make a cemetery an irreplaceable historical resource.



Cemeteries are highly valued. The primary role of any cemetery is to provide a place to bury and commemorate the dead, and to provide a focal point for mourning and religious observance. However, because they provide green oases within built-up areas, cemeteries are also places for rest and contemplation in a more general sense, offering opportunities for fresh air and exercise, or simply a place for quiet communion with nature. The coexistence of nature and art, sometimes in an uneasy alliance, accounts for much of their character and makes them a unique historical, cultural and natural resource.

Space for burials is becoming scarcer, especially in urban areas. The pressure upon cemetery managers to utilise every available space for burial can threaten the special qualities of cemeteries. At the same time, the condition of many cemeteries is deteriorating due to inadequate or inappropriate management. The upkeep of our cemetery heritage poses one of the biggest conservation challenges that we face.

In 2001 a Parliamentary Select Committee Inquiry on cemeteries examined current provision for burials, discussed the question of maintaining existing cemeteries and looked

at options for the future. Subsequently the Government asked English Heritage and English Nature (now part of Natural England) to provide guidance on the conservation and management of cemeteries.

Government policy is that 'local burial and cremation facilities should offer a fitting environment for the bereaved and enhance the life of the community' and that 'cemetery services must be consistent with broader Government policies on the environment and cultural heritage' (Home Office 2001). The Government's policy statement, *The Historic Environment: A Force for our Future* (DCMS and DTLR 2001) emphasises the importance of the historic landscape and features such as cemeteries in shaping the identity of neighbourhoods. Properly managed green spaces, which can include cemeteries, are essential to successful and sustainable urban regeneration. The Government's commitment to quality green spaces is set out in *Living Places* (ODPM 2002).

Paradise Preserved was first issued in 2002 to introduce and raise awareness of cemetery conservation management. This new edition is intended to complement the Government's review, *Burial Law and Policy in the 21st Century* (Home Office 2004), and its *Cleaner, Safer, Greener* campaign for parks, open spaces and streets. It also takes into account the *Guidance for Best Practice for Treatment of Human Remains Excavated from Christian Burial Grounds* published in 2005 by English Heritage and the Cathedral and Church Buildings Division of the Archbishops' Council of the Church of England. As from October 2006, public bodies and statutory undertakers have a duty to ensure due regard to the conservation of biodiversity.

Advice on where to look for more detailed information and support is given in the Further reading and the Useful contacts sections at the end.

Jenifer White and David Knight

INTRODUCTION

Cemeteries were conceived and designed both as gardens of the dead and as a memorial. They are functional landscapes and many of our historic cemeteries are still being used for the business of burying and mourning, and as places for quiet reflection. They are valued and enjoyed by local people as open spaces and for the wildlife and they make an important contribution to the quality of life of the local community. Cemeteries are distinct from other burial places and other green spaces. This interweaving of architecture, sculpture, landscape, wildlife and poetry is like no other place in the historic environment.

As an important record of the social history of the area it serves, a cemetery may be said to contain the biography of a community. Its design and layout reflect the fashions of the time when it was first opened; different religious faiths and denominations are characterised by different styles of commemoration and sometimes special sectors within the cemeteries; the inscriptions on the monuments contain important information about the people who are buried there. Different types of cemetery have special significance to different people, not only reflecting the past and its community but also including the people involved in managing and caring for the cemetery today. As general interest in genealogy and family history grows, so does the importance of cemeteries as repositories of biographical information to the wider community.

Over time, this artificial environment has often been softened, overlaid and sometimes obliterated by the growth of the original planting, and by the natural arrival of other plants. Wildlife colonises these quiet, green spaces, which quickly become important habitats for plants and animals. These sites were often created on the edge of towns and today they are gems of countryside and remnant habitats locked in an urban setting. The combination of designed and natural features creates unique and important landscapes.

In conserving and managing these landscapes we need to take into account all of their special meanings and characteristics, and also the dynamics of the working cemetery receiving new burials. *Paradise Preserved* firstly looks at the history of the English cemetery and the range of designations highlighting the significance of these places and their buildings and monuments, and secondly, it offers advice on conservation management planning and practical conservation.

1 Bradford Undercliffe Cemetery and its rows of Victorian monuments sit high on the hillside looking over the city and beyond. The Metropolitan District Council has designated the cemetery as a Conservation Area to protect its historic interest and as a feature of the city.

2 and 3

The Sheffield General Cemetery Trust promotes awareness and interest through themed leaflets, one of which celebrates the lives of women buried in the cemetery and another features the war graves. *Sheffield General Cemetery Trust*



MONUMENTS AND BUILDINGS

Erected in their thousands, cemetery monuments range from magnificent mausolea to humble headstones. It is the tombs, by and large, which create the qualities of contemplation and feelings associated with cemeteries. The combination of word and image, of epitaphs and symbolism, can be deeply touching. The monuments remind us that the dead were once alive, and that the deceased shared the same feelings as us.

In artistic terms, tombs can be of high quality: commissioning an elaborate tomb was a way of showing respect, as well as a way of gaining remembrance, and many of the leading sculptors and architects of the past were engaged in tomb design. Some exceptional monuments are individually listed for their historic or sculptural importance, but all memorials possess some value as tributes to past lives and as visual components in the special cemetery landscape. Knowing what we value now, and will value in the future, is one of the greatest challenges English Heritage faces as it begins to address our sepulchral and memorial inheritance.

Churches, chapels, lodges, walls and other structures form the largest and grandest architectural presence within cemeteries. They help to define the character of the place, and embody the ambition and pride that went into them. Very often, however, these buildings have fallen out of use, and have suffered from a consequent lack of

4 At Coalbrookdale, the burial ground is a record of the Quakers and their role in the iron industry in Shropshire. AA98/04541



5 Lighthouse gravestone of Daniel Rouncefield overlooking the sea at St Ives, Cornwall. AA031467

6 and 7 These historic views show the evergreens planted in cemeteries at Tunbridge Wells and Bournemouth to create a sombre and everlasting landscape. © RHS, Lindley Library/Brent Elliott



maintenance and from vandalism. They form key visual elements in the overall design, however; and will often be listed structures, deserving of careful upkeep. In some cases, notably where a cemetery has been surrounded by later urban development, the cemetery lodge and chapel may be valued as part of the architectural heritage for the area and its character.

LANDSCAPE

Cemetery landscapes were carefully designed to create sites fit for the dead and to evoke meaning and sacredness. Idealised landscape settings were created to evoke the Elysian fields of ancient myth, catacombs reflected the exemplary lives of the early Christians, or a carefully tended garden to echo the Arcadian tranquillity of the afterlife.

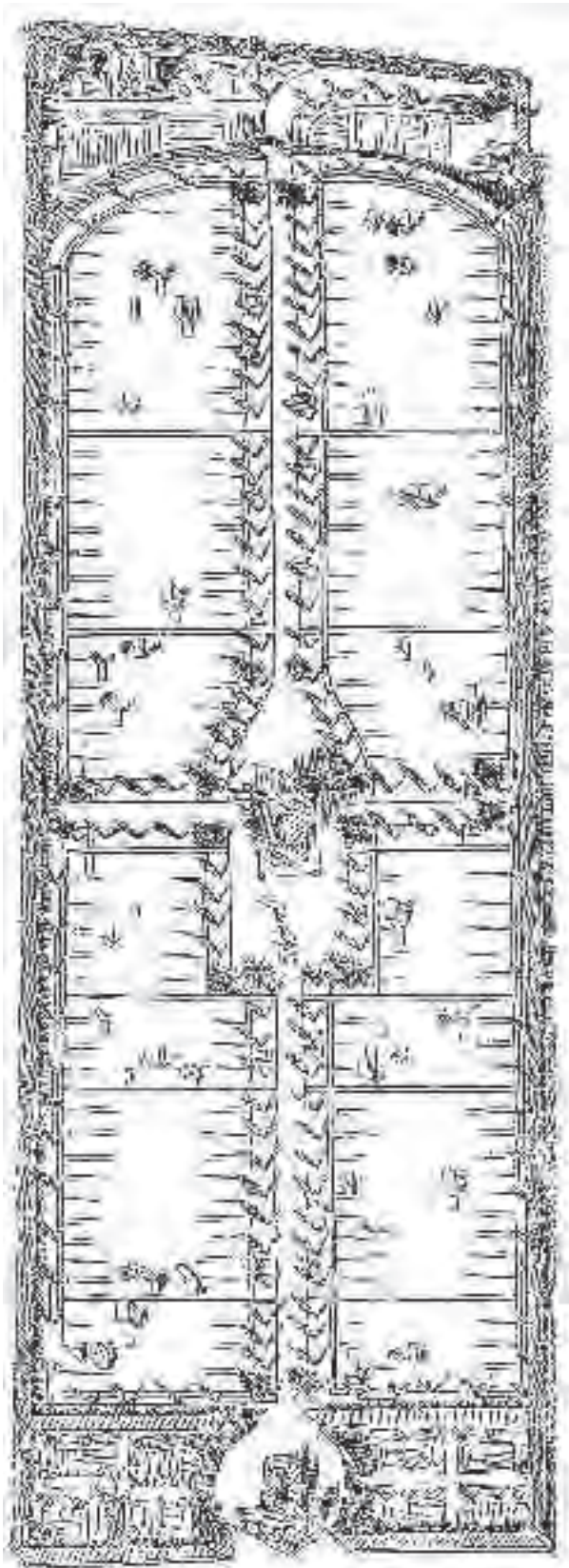
Planting was often designed to enhance the symbolism of the landscape. Yew trees linked the cemetery with the more traditional burial sites of ancient churchyards and, along with other evergreen trees, signified both eternal life and the sombre shades of grief. Weeping willows expressed mourning, while oak and laurel brought to mind the wreaths with which heroes were celebrated in antiquity.

The more ordered, grid-like layouts of the mid-19th century cemetery relate to a more rational approach to the question of cemetery design. Eminent landscape designers were commissioned to lay out cemeteries.

Cemeteries are characteristically large areas, planned to be substantially larger than typical churchyards. Similarly, the cemetery perimeter boundary and formal entrance

8 The writer and landscaper J C Loudon favoured a grid plan for cemeteries, this being more practical than an irregular layout, as shown in this *Gardener's Magazine's* 1843 illustration of his design for Histon Cemetery, Cambridge.

8



9 The architect H E Milner (1845–1906) designed an informal picturesque layout for Stoke Cemetery in the 1880s with sinuous paths and drives, and carefully composed groups of trees and shrubs. *Reproduced by kind permission of Sarah Rutherford*

9



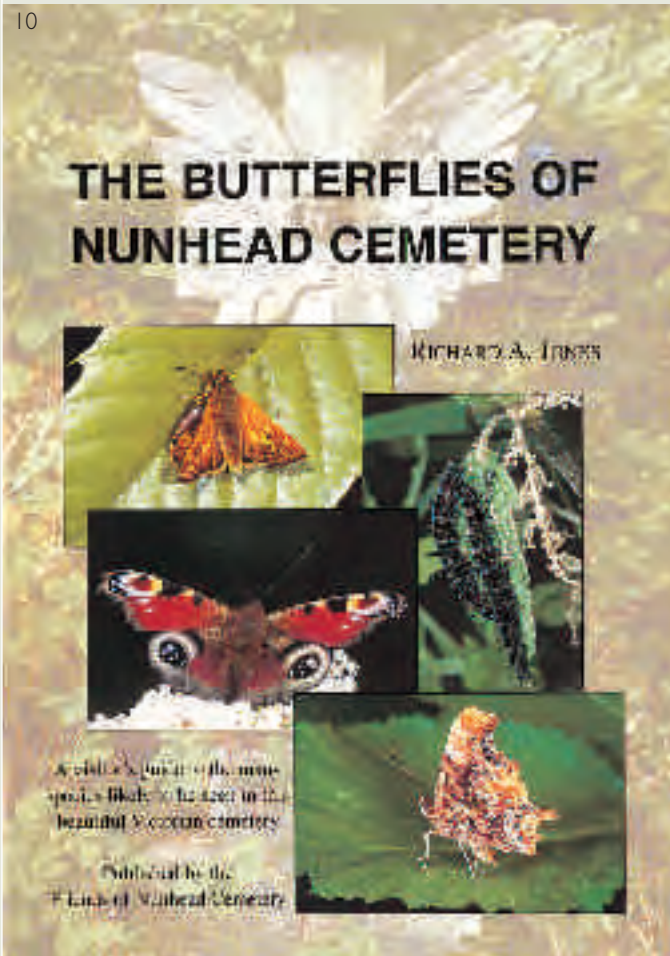
are distinctive features designed to symbolise and functionally separate, secure and protect the buried. Also unlike other burial places, the typical cemetery layout of roads and paths creates an 'address' for each grave, and a sense of control for the plot owner.

Only by understanding these landscapes can we tend them appropriately and hand them on to future generations. English Heritage, through its *Register of Historic Parks and Gardens*, has drawn up a gazetteer of the most outstanding funerary landscapes thus far identified (see pp 14–15).

WILDLIFE AND THE NATURAL HERITAGE

Cemeteries were often developed from greenfield sites, and many now have remnant habitats and features like heaths and hedges. As pockets of countryside locked within urban areas and as inherently quiet places, cemeteries can provide a range of habitats that can support a diversity of wildlife, and they are a legacy from the past. The common toad, hedgehog, woodmouse, deer, badger, and a chorus of

10 Sixteen species of butterfly have been recorded at Nunhead Cemetery one of the great Victorian cemeteries in London. *Friends of Nunhead Cemetery/Richard A Jones*



birds such as woodpecker, wren, and blackcap, can be found in cemeteries, as well as a surprising variety of wildflowers, fungi such as waxcaps, and lichens. Some cemeteries can be locally important sanctuaries for uncommon or protected species, such as bats, spotted flycatcher; slow-worm, stag beetle, and orchids that are otherwise rare in our towns and cities. For example, Broadway Cemetery, Peterborough, has the largest population of meadow saxifrage in Cambridgeshire; Morden Cemetery has the only green winged orchids in London; The Rosary in Norwich has heather and wood speedwell which survive from the days when the site was heathland lying outside the city.

Cemeteries can also form an important part of the 'green corridor' networks of parks, gardens, and other open spaces that enable wildlife to move from site to site and to the countryside beyond. As more cemeteries are surveyed, their nature conservation interest is revealed and many have been designated important sites for conservation.

11 and 12 Species usually found in old grasslands like the meadow saxifrage (*Saxifraga granulata*) and the green winged orchid (*Orchis morio*) still survive in city cemeteries. *Natural England*



The historic monuments and buildings can be important wildlife habitats too. The rich variety of stone within cemeteries represents a valued resource for the understanding and appreciation of geology.

THE HISTORY OF THE ENGLISH CEMETERY

Until the mid-17th century, although high-status burials took place inside in vaults sunk into the church floor; nearly all of the dead were interred in parish churchyards. This monopoly was first challenged in the 1650s, when Nonconformist burial grounds like Bunhill Fields, on the northern fringe of the City of London, began to be opened; the earliest Jewish burial ground in London's East End dates from 1657. Throughout the 17th and 18th centuries there was increasing criticism of burials in Church of England graveyards and vaults in urban areas. Churchyards were full to overflowing which gave rise to unsanitary conditions and caused disease to spread. From the mid-17th century onwards, people like Sir Christopher Wren, John Evelyn and Sir John Vanbrugh revived the ancient Roman idea of burials and the siting of cemeteries on the outskirts of towns. The first such burial ground, St George's Garden, was opened in Bloomsbury in 1714 and it still exists as a park.

As this neoclassical-style cemetery idea gained ground, outdoor burial became increasingly popular. In the 1770s urban cemeteries were created in Edinburgh (Calton) and Belfast (Clifton Street), but not until 1819 was the first public cemetery in England opened, in Norwich (The Rosary). During the 1820s several more provincial cemeteries were opened. Some public authorities set up cemeteries, such as the 1845 Leeds Beckett Street Cemetery, under local acts of parliament but still there was no national movement for cemetery creation.

Both public health concerns and religious politics played a substantial role in promoting the foundation of cemetery companies. Indeed, the majority of the early cemetery companies were set up by Dissenters seeking a means to establish burial space independent of the established church. Private enterprise was responsible for the first public cemetery in the capital: All Souls' Cemetery at Kensal Green was opened in 1833.

CEMETERIES LEGISLATION

By 1850, most major towns in the United Kingdom had a cemetery financed through joint-stock companies. Urban churchyards had had their day – overfull, exclusively Anglican, and suspected of being sinks of contamination. There was no power to close these overcrowded burial grounds and a public alternative to the joint-stock company cemeteries was also needed. *The Metropolitan Interment Act 1850* allowed for publicly-funded cemeteries in London, and this was extended across the country by the 1853 Act.

This ushered in a boom in the construction of public cemeteries by publicly-financed burial boards run by parish vestries (the antecedents to today's local authorities). Scores of cemeteries were set up in the 1850s and 1860s. In many cases, the architect who designed the mortuary chapels and other structures was also commissioned to provide the layout, but other sites were laid out by nationally-known landscape designers. Many of these landscapes were of very high quality, incorporating careful compositions of chapels, lodges and catacombs and enhanced by memorial structures, and planting. By 1900 there were few towns that did not have their own public cemetery. They were not only repositories of the dead but also places of resort for mourners and others: as cities expanded, so surviving areas of green spaces assumed ever more importance. They were, however, very high-maintenance places, too.

Up to this time, cemeteries had received only burials, but the ancient alternative of cremation was soon to return. In 1874 the Cremation Society was founded, but the first official cremation did not take place until 1885, at the great cemetery of Brookwood, outside Woking. (So special was this cemetery, which remains the largest in Europe, that it even had its own railway line that brought entire funeral cortèges from Waterloo Station virtually to the graveside.) In the 1890s Manchester, Glasgow and Liverpool built crematoria, but it was not until 1902 that the greatest of all such installations, the Golders Green Crematorium, was opened in North London. Further crematoria, set in their own distinctive landscapes (within existing cemeteries), followed throughout the 20th century as the cremation movement accelerated. The greatest expansion of crematoria building came after the 1952 Cremation Act, and in the 1960s cremation was the dominant mode of interment.

By the Edwardian period, however, the 'Great Age of Death' had passed its zenith. Burial and mourning customs were changing, moving away from the elaborate Victorian ritual of commemoration towards a more private, less showy grief. The mass death of World War I confirmed this tendency. The dignified restraint of the cemeteries and memorials of the Imperial War Graves Commission provided a model for a new style of remembrance.

Today, most cemeteries are operated by local authorities, ie district, borough, town or parish councils, under legislation set out in the Local Government Act 1972 and the Local

Authorities' Cemeteries Order 1977. There are still some private cemeteries and these are governed by their own Acts; and all Church of England graveyards are subject to relevant ecclesiastical legislation. In addition, there remain a few public burial and related Acts of general application which date back to the nineteenth century.

LAYOUT AND DESIGN

Early 19th-century burial grounds were utilitarian walled enclosures with minimal planting. Early cemetery designers lacked models to follow: churchyards had developed almost organically, following local precedent, and public parks did not yet exist. Instead, the private landscape park provided inspiration, with chapels taking the place of country houses as the centres of attention. The boundary walls, entrance lodges, and a scattering of Arcadian memorials were all there to be borrowed. The Parisian cemetery of Le Père Lachaise strongly influenced design from 1815 onwards. Its combination of straight and winding paths and streets, a profusion of monuments, and a number of imposing structures set amid a carefully planted setting that sought to remind the visitor of Arcadia, was widely copied in English cemeteries. These landscapes developed in splendour as each new memorial added an extra note of interest.

The landscape of the early Victorian cemetery was usually laid out informally in the picturesque style, with sweeping drives and serpentine lines of trees emulating the legacy of the most fashionable designers of the day such as Humphry Repton. Planting was very carefully designed, with trees lining the drives and paths, and enclosing the perimeter of the site. John Claudius Loudon's practical and influential book, *On the Laying Out, Planting and Managing of Cemeteries* (1843), promoted a more utilitarian layout, often based on a standard grid pattern that did not fit well with informal picturesque principles but was undoubtedly a more efficient use of land; it made finding a grave easier, too. Loudon believed that cemeteries should also be morally improving, educational, soothing and dignified places, a view to which many others subscribed. The many cemeteries created as a result of the 1853 Act were planned with either a picturesque layout or a grid pattern, or a combination of the two. These were often skilfully designed and developed by local municipal surveyors and in turn added to the distinctiveness of individual communities.

The changing burial and mourning customs are also reflected in cemetery designs and monuments – both their decorations and materials. The Victorian landscape designs still dominate as the master plans although many cemeteries

13 In 1771 the Paris government acquired the Le Père Lachaise site on the outskirts of the city and started to lay out a new burial ground and catacombs for the human remains that needed to be removed and reinterred, for public health reasons, from the 5th, 7th and 8th *arrondissement* cemeteries. The view shows one of the winding streets lined with tombs.

14 The architect William Tite designed the South Metropolitan Cemetery in Norwood. As this engraving shows, the cemetery was planted in what J C Loudon called the 'Pleasure Ground' style with spacious lawns leading up to the buildings with clumps of trees and groups of tombs. From *J C Loudon's On the Laying Out, Planting and Managing of Cemeteries, and on the Improvement of Churchyards* (1843). Reproduced by kind permission of Sarah Rutherford.

15 Frank Galsworthy's painting of the Stoke Poges Gardens of Remembrance shows an example of 1930s cemetery design by architects Milner Son & White. Reproduced from *Landscape and Garden I*, 17 (1834) by permission of the Landscape Institute and Milners.



16 In the 1950s, the landscape architect Richard Sudell designed a new Memorial Garden for the Victorian City of London Cemetery. *City of London: London Metropolitan Archives*

17 to 20

The vast Brookwood cemetery at Woking, Surrey has military cemeteries for different nationalities and over 4,000 graves. The Commonwealth War Graves Commission continues to care for these memorial landscapes.

17 The burial ground for the Turkish Air Force servicemen killed in World War II.

18 A memorial dating from World War I for a cavalry serviceman of the Indian Army.

19 Muslim, Jewish and Christian French servicemen are buried together.

20 The Czechoslovak section of the cemetery with its 45 airmen who died 1940–1945.



also include set landscape features from later periods such as memorial gardens. New cemeteries continued to be laid out in the 20th century but during the inter-war period, the grand Victorian cemetery landscape and its monuments were subject to a growing critique and was contrasted to the romantic ideals of the small English churchyard. Alternative cemetery aesthetics began to develop. The War Graves Commission cemeteries set an influential example of the dignity of uniform monuments in an immaculately maintained landscape setting.

In keeping with post-war public thinking, managers began to simplify cemetery landscapes. The widespread shortage of labour post-war exacerbated difficulties of maintaining complex Victorian landscapes. First steps included the levelling of burial mounds which had been created to provide platforms and deterrents to people stepping on graves. Kerb sets delineating grave boundaries also disappeared as they too impeded increasingly mechanised maintenance. Similar pragmatic ideas are reflected in the new lawn cemeteries with their simple memorial stones set flat into the grass, providing a large expanse of open lawn and making maintenance much easier. Through the 1950s and 1960s the design concept was developed further with monuments set flush or slightly sunken in the grass so that they do not impact on the landscape. Cemetery landscape design and monument-setting ideas continue to evolve; and from the turn of the 21st century there is a hint of the return of romanticism.



PROTECTION THROUGH STATUTORY DESIGNATIONS

CEMETERIES IN CRISIS

A survey in 2000 recorded 2,047 churchyards and cemeteries in the UK and 83 per cent of these grounds are still receiving burials and most will be of heritage interest. The upkeep of our cemetery heritage poses one of the biggest conservation challenges we currently face.

In Britain, burial rights granted in perpetuity guaranteed that graves would never be disturbed and would remain intact. In those cases where funds have been left for upkeep 'in perpetuity', the value of the legacies has been eroded by inflation. As time passes, descendants move away or families die out, and the private upkeep of family tombs has become the exception rather than the rule.

Economic difficulties too have arisen. Many of the private cemeteries were undercapitalised from the outset, and had not allowed for rising costs in their start-up calculations. Their once-elegant assets became fearful liabilities, as costs mounted and revenues from burials dwindled. By the 1960s, crisis point was being reached. Some companies locked the gates and simply walked away for good. Highgate Cemetery and Nunhead Cemetery were effectively abandoned until local groups decided to find a way out of the impasse. These groups realised the value of their local cemeteries for wildlife and they also appreciated the romantic qualities of these overgrown sites.

The loss of landscape maintenance skills and the reduction of local authority budgets in the late-20th century meant that cemetery landscaping could no longer be maintained. Such neglect is not benign. Although woody plants can be of value in their own right, as well as providing habitat for other species, unchecked, these plants and other invasive species can erode the landscape design, damage or destabilise memorials, and encroach upon other valuable habitats.

Cemetery landscape character is shaped by the memorials and the massing of them. When the memorials were designed and installed, little thought would have been given to their long-term maintenance and repair. As monuments age, they are more likely to need attention – iron and metal fixtures rust and corrode, stone cracks, earth settles, and all these can cause a memorial to become unstable and hence a danger. Concerns about the safety of memorials has led to many local authorities dismantling monuments and cordoning off areas within cemeteries with detrimental consequences for the landscape.

Neglect is not the only problem, however. Local authorities are obliged to offer burial places, but suitably large sites in urban settings are hard to find and even harder to afford. The pressure upon cemetery managers to utilise for burial every available green space within existing cemeteries presents the greatest immediate threat to cemetery landscapes. Disinterring bodies is a very expensive operation, but bulldozing memorials is all too cheap; new burials can be placed in between the plots occupied by much older burials, or encroach upon paths and avenues. An alternative is to clear older cemeteries and re-use the ground. Whilst the disinterring of bodies is an immediate threat to closed burial grounds, ancient sites and private cemeteries, it is less of an issue for operational municipal cemeteries at present, although it may become a problem in the medium to long term. Such practices are among the biggest threats facing historic cemeteries. As mentioned in the Introduction, the Government is reviewing burial law and policy.

PROTECTING OUR CEMETERIES

Various statutory designations can be applied to cemeteries and to their associated buildings and monuments in recognition of their historic or architectural interest, their importance as historic landscape designs or wildlife habitats, or their amenity value. Designations highlight special importance and the need for conservation. In addition, there are various non-statutory ways of recognising the importance of a building or site. The current system of heritage protection can appear confusing:

- Individual buildings and monuments can be listed (or, occasionally, scheduled as a monument)
- The designed landscape can be registered
- The cemetery might be designated as Conservation Area (reflecting architectural and historical interest)
- The cemetery may be declared a local nature reserve
- Local statutory plans may also recognise cemeteries as Sites of Local Importance for Nature Conservation
- Individual trees may have Tree Preservation Orders (TPOs).

A mixture of national and local designations may apply to a cemetery, and it is vital to establish just what designations are in place.

21 Originally the Witton Cemetery, Birmingham had three chapels, two of which were demolished in 1980. *The Builder*, January 1862

22 The Egyptian-style gateway frames the approach to the Circle of Lebanon and the heart of the Grade II* registered Highgate Cemetery (1838); an important cemetery in informal style. *K910115*

21



22



How we assign statutory protection to the historic environment is currently under review. The Government's Heritage Protection Review, undertaken in partnership with English Heritage, will bring together current designations within one single Register of Historic Sites and Buildings. Legislation to bring this about is scheduled for 2007–8. Historic enclaves such as cemeteries are just the sort of sites that will gain from this new integrated approach. Buildings, monuments, designed landscape elements – all these will sit alongside each other, to create a single overview of what is truly significant in national terms. The review also seeks to promote local assignment of significance too, and this may well have considerable implications for the ongoing management of cemeteries across the country even where national designations are not in place. Recent legislation has also strengthened measures for nature conservation.

A full evaluation of the national significance of these special places requires many more years' study. Many have been re-assessed recently for listing, registration or nature conservation status. Kensal Green cemetery now has almost 140 individually listed tombs, but this tally is exceptional; and some cemeteries have more than one designation.

LISTED BUILDINGS AND MONUMENTS

Cemetery buildings survive in their thousands; funerary monuments in their millions. Some selection for listing is thus inevitable, especially from more recently built structures. Listing is intended to flag up those items of special architectural and historic interest, and thus is not lightly awarded.

As part of the Heritage Protection Review, the criteria for selection will be defined. Buildings will be selected by types. The criteria are underpinned by a common set of principles relating to age and rarity, aesthetic merits, selectivity, national and local interest, state of repair, and historical associations. The principles of selection will be made publicly available but a brief résumé of the current approach may be useful here as they will form the foundations of the future approach as well as explaining listing to date.

One of the proposed building types is 'commemorative'. For pre-Victorian cemetery structures and memorials, the principles proposed are

- Quality of design
- Sculptural quality
- Historical interest of the commemorated person, or epitaph
- Rarity of material, or type of material

Greater selectivity has to be applied when assessing post-1840 buildings and monuments. Increasing rigour is applied to commemorative features dating from after the 1914 and 1945 watersheds.

The following structures will be seriously considered for listing:

- Designs of special architectural interest
- Designs forming part of a notable group or ensemble
- Designs incorporating significant examples of craftsmanship and art

- Designs reflecting technological interest, such as innovative construction or unusual materials
- Those with strong historical connections with figures or events of national importance

Selecting monuments for designation involves slightly different considerations. Serious consideration will be given to designating those memorials which:

- Are the work of a noted architect, sculptor or designer
- Possess clear special qualities of design and execution
- Are part of a special group, or play a key visual role in the landscape
- Are of interest for their symbolism or iconography
- Have inscriptions of exceptional interest
- Are of clear interest for their materials or construction, or where these reflect regional specialities
- Form part of a special group, or play a key visual role in the landscape
- Commemorate figures of clear national interest, for example an indicator would be if the individual is included in the *Dictionary of National Biography*.

The grade of a structure is intended to reflect its relative significance. All listed structures possess clear special interest on a national level: those placed in the upper tiers of Grade I or Grade II* form less than 10 per cent of all designated buildings and monuments, are of outstanding interest and may be eligible for grant aid.

Listed building designation affords some protection from alteration, demolition, or inappropriate development on neighbouring sites. Listing covers all parts of a building, including the interior, and protects fixtures and fittings, as well as outbuildings, boundary walls and all other structures 'within the curtilage'. Once a building has been listed, its setting is also protected. Listing does not guarantee that the building or monument will never be altered, demolished or developed, but it does require the owner to get listed building consent if changes are to be made which, in turn, allows other interested parties to comment or object. Cemetery monuments remain private property and local authorities and cemetery managers cannot intervene unless the structures poses a health and safety risk. Local planning authorities, in considering planning applications for development which affects a listed building or its setting, are under a duty to have special regard to the desirability of preserving the building or its setting.

23 A monument, c 1854, to Mrs Anne Farrow in West Norwood Cemetery, London. Listed Grade II, this is a rare example of a cast and wrought iron monumental shelter: AA98/06442

24 The architectural historian Nikolaus Pevsner described Sir John Soane's mausoleum as an 'outstandingly interesting monument ... extremely Soanesque with all his originality and all his foibles'. The celebrated architect's monument in St Pancras Gardens, London is listed as Grade I. AA98/06426



Listing has a considerable impact on the management of cemeteries, since without listed building consent, listed structures cannot be dismantled, altered or repaired in any way that affects their special interest. Moreover, their setting might be compromised by memorials inserted nearby – a real consideration that carries weight. As well as listing status other considerations such as health and safety may need to be taken into account. The fact that a structure is not listed does not mean it has no architectural or historical value. The local authority's conservation officer should be consulted about historic or architecturally interesting features.

25 The designer of the Crystal Palace and many gardens and cemeteries, Sir Joseph Paxton, is commemorated with this 1866 listed Grade II gothic monument in Coventry's London Road Cemetery. Paxton's registered cemetery design was described as having 'more the air of a gentleman's park than a city of the dead'. *The Builder*, May 1867

26 and 27

The Jewish and Congregationalist Cemeteries, Falmouth were established adjacent to each other in 1780 and, although considerably overgrown in places, both were designated as Scheduled Monuments in 2002.

26 A Jewish headstone, 1855. The Jewish Cemetery was in use until the Jewish community declined in the late 1860s.

27 View of the Congregationalist Cemetery showing the scrub and secondary woodland growth.



Current designations may not fully reflect the special interest of a cemetery. Our appreciation of these special places is still developing, and the sheer scale of the resource has prevented the completion (or revision) of detailed consideration of all cemeteries. It is all the more important, at this significant point in the ongoing history of cemetery conservation, that buildings and monuments of historic interest are appropriately protected. If there are structures or memorials deserving of national designation, they should be drawn to English Heritage's attention.

The English Heritage website gives details on what listing means, how to get buildings considered for designation, and how to apply for consent to carry out work on a protected building or monument (see Useful contacts). The local planning authority conservation officer or the National Monuments Record Centre can tell you whether buildings and monuments are protected.

BUILDINGS AT RISK REGISTER

It is a measure of the critical condition into which many cemeteries have fallen that individual buildings and monuments often feature on English Heritage's *Buildings at Risk Register*. The register is intended to keep attention focused on those historic buildings and monuments that are vulnerable due to neglect and decay, and to seek ways to secure their future. It is a working tool that enables us to define the scale of the problem and establish the extent to which these important buildings are at risk. The register is updated annually and includes Grade I and II* (and in London, Grade II) listed buildings and structural scheduled monuments. The register is available on English Heritage's website or at local authority planning departments (see Useful contacts).

THE REGISTER OF PARKS AND GARDENS OF SPECIAL HISTORIC INTEREST

The funerary landscapes of special historic interest are included in the English Heritage *Register of Parks and Gardens*. Cemeteries are often important for their landscape design, as examples of a designer of national renown, or for pioneering development. Publication of *Paradise Preserved* marks the completion of English Heritage's national review of historically important cemeteries. Over 100 cemeteries have been identified for this gazetteer and they are listed overleaf. Whilst it is likely that further candidates for inclusion will be identified through more detailed assessment as our understanding develops, it is our view that these registered landscapes include the majority of the key examples of cemetery designs.

As with the listing of buildings and monuments, registration considers the quality of design, historic interest and the status of the designer. For inclusion in the *Register*, cemeteries must meet one or more of the following criteria:

- Those laid out before the *Burial Acts* (with 1850 being taken as the cut-off date) where enough of the layout of this date survives to reflect the original design
- Those laid out between 1850 and 1914, where the landscape survives intact and is of special historic interest
- Those laid out after 1914, but over 30 years ago, which are of exceptional importance
- The landscape design is of particular historic interest in its own right
- Structural planting and the group of built features such as chapels, lodges, entrances, approaches, entrances, boundaries, and monuments are of exceptional quality
- The social context of the cemetery is of particular note and is reflected in the landscape
- Sites having an association with significant persons or historical events

Inclusion in the *Register* is a material consideration in planning terms so, following an application for development which would affect a registered park or garden, local planning authorities must take into account the historic interest of the site when determining whether or not to grant permission.

The English Heritage website gives details on how to get sites registered and the National Monuments Record Centre will provide information on individual registered cemeteries (see Useful contacts).

CEMETERIES REGISTERED AS LANDSCAPES OF SPECIAL HISTORIC INTEREST

London

Abney Park Cemetery
 Brompton Cemetery
 City of London Cemetery
 City of Westminster Cemetery
 East Finchley Cemetery
 Golders Green Crematorium
 Grove Park Cemetery, Lewisham
 Hampstead Cemetery
 Highgate Cemetery
 Kensal Green Cemetery
 Kensington & Chelsea Cemetery

28 Nottingham's Church Cemetery (registered Grade II) was shaped out of the sandstone rocks and the natural caverns were adapted to create catacombs. Allen's *Illustrated Guide to Nottingham* by J Porter Briscoe (1888) description says 'the Cemetery will, as a whole, perhaps stand unsurpassed in the kingdom. The tombs and monuments, which are numerous, present most beautiful specimens of the sculptor's art. The Cemetery is well laid out, and is neatly kept.'

29 The Maddingley site in Cambridgeshire was chosen as the permanent American Military Cemetery as many American World War II casualties occurred in East Anglia. This registered cemetery was dedicated in 1956.



Nunhead Cemetery
 Paddington Cemetery
 Putney Vale Cemetery
 St Pancras & Islington Cemetery
 Teddington Cemetery
 West Norwood Memorial Park

South East Region

Brookwood Cemetery, Woking
 Gardens of Remembrance, Stoke Poges
 Gravesend Cemetery, Gravesend
 Kingston Cemetery, Portsmouth
 Magdalen Hill Cemetery, Winchester
 Military Cemetery, Aldershot
 Reading Cemetery, Reading
 St Sepulchre's Cemetery, Oxford

Southampton Cemetery, Southampton
Woodbury Park Cemetery, Tunbridge Wells
Woodvale Cemetery, Brighton

West Midlands Region

Bedworth Cemetery, Nuneaton
Brandwood End Cemetery, Birmingham
Hartshill Cemetery, Stoke on Trent
Key Hill Cemetery, Birmingham
London Road Cemetery, Coventry
Stapenhill Cemetery, Burton on Trent
Warstone Lane Cemetery, Birmingham
Witton Cemetery, Birmingham

East Midlands Region

Church Cemetery, Nottingham
General Cemetery, Nottingham
German Military Cemetery, Cannock Chase
Nottingham Road Cemetery, Derby
Old Cemetery, Derby
Welford Road Cemetery, Leicester

Yorkshire and the Humber Region

Burngreave Cemetery, Sheffield
Beckett Street Cemetery, Leeds
City Road Cemetery, Sheffield
Dewsbury Cemetery, Dewsbury
General Cemetery, Sheffield
Hunslet Cemetery, Leeds
Lawnswood Cemetery, Leeds
Lister Lane Cemetery, Halifax
Moorgate Cemetery, Rotherham
Pudsey Cemetery, Pudsey
Scholemoor Cemetery, Bradford
Stoney Road Cemetery, Halifax
Undercliffe Cemetery, Bradford
West Cemetery, Darlington
York Cemetery, York

North West Region

Allerton Cemetery, Liverpool
Borough Cemetery, St Helens
Anfield Cemetery, Liverpool
Chadderton Cemetery, Oldham
Dalston Road Cemetery, Carlisle
Flaybrick Memorial Gardens, Wirral
Greenacres Cemetery, Oldham
Lancaster Cemetery, Lancaster
Manchester General Cemetery, Manchester
Manchester Southern Cemetery, Manchester
Mansfield Cemetery, Mansfield
Overleigh Cemetery, Chester
Philips Park Cemetery, Manchester
Preston Cemetery, Preston
Rochdale Cemetery, Rochdale

Sale & Brooklands Cemetery, Sale
St James's Cemetery, Liverpool
Tonge Cemetery, Bolton
Toxteth Park Cemetery, Liverpool
Weaste Cemetery, Salford
Whitworth Cemetery, Rochdale

North East Region

Newcastle Cemetery, Newcastle
St Andrew's Cemetery, Newcastle
St John's Cemetery, Newcastle
Westgate Hill Cemetery, Newcastle

East of England Region

American Military Cemetery, Madingley, Cambridge
Bedford Cemetery, Bedford
Belper Cemetery, Belper
Boston Cemetery, Boston
Histon Road Cemetery, Cambridge
Mill Road Cemetery, Cambridge
Norwich Cemetery, Norwich
Old & New Cemetery, Ipswich
Rosary Cemetery, Norwich
Saffron Hill Cemetery, Leicester
Woodbridge Cemetery, Woodbridge

South West Region

Abbey Cemetery, Bath
Arnos Vale Cemetery, Bristol
Barton Road Cemetery, Torquay
Bouncer's Lane Cemetery, Cheltenham
Ford Park Cemetery, Plymouth
General Cemetery, Falmouth
Great Torrington Cemetery, Torrington
Lansdown Cemetery, Bath
Poole Cemetery, Poole
St Bartholomew's Cemetery, Exeter
Trowbridge Cemetery, Trowbridge
Wimborne Road Cemetery, Bournemouth

CONSERVATION AREAS

Conservation areas are areas 'of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'. They are usually designated by local planning authorities and, in London, also by English Heritage. A number of cemeteries have already been designated as conservation areas in their own right.

Designation as a conservation area controls the demolition of whole buildings or structures and provides limited protection for trees. Conservation area consent is needed for the demolition of any building, structure (or monument) in a conservation area. Trees in a conservation

area are protected to the extent that notice must be given to the local planning authority before a tree is cut down, topped, lopped, uprooted or damaged, and the authority has six weeks to make a Tree Preservation Order (see below). High hedges are now subject to controls. In addition, planning controls such as an Article 4 Direction can be made to restrict development that would otherwise have been generally permitted. The Planning Portal website explains such controls and permitted development rights (see Useful contacts). In considering any application for development in a conservation area the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the area.

For details of local conservation areas contact your local authority planning department. The English Historic Towns Forum also has many useful publications (see Useful contacts).

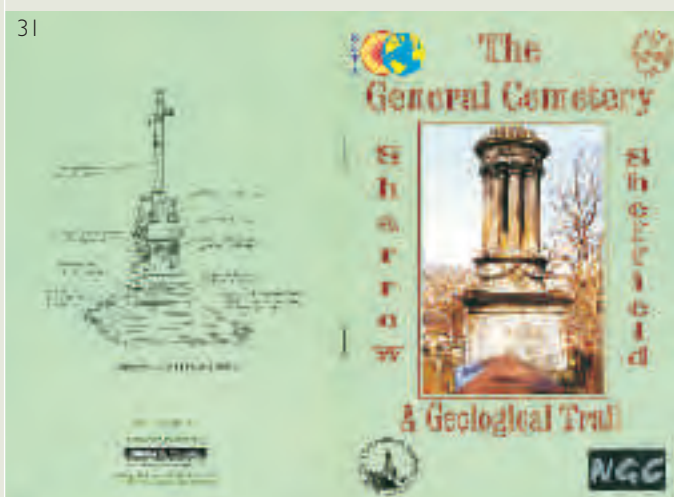
TREE PRESERVATION ORDERS

Tree Preservation Orders (TPOs) are made by local authorities on the basis of amenity value, and can be applied to individual trees or groups of trees. The trees may be important features in the historic landscape design, and valued both as veteran specimens and because they provide wildlife habitat. It is a criminal offence to cut down, top, lop, uproot or damage a tree with a TPO without the local authority's consent, and it should be protected from harm (including harm to its roots caused by any adjacent development). Further information is available from the Department for Communities and Local Government (see Useful contacts)

SITES OF SPECIAL SCIENTIFIC INTEREST

Sites of Special Scientific Interest (SSSIs) represent the best wildlife and geological sites. They are notified by Natural England. There are currently just over 4,000 SSSIs, spread throughout the country and covering in total about 6 per cent of England. About 900 SSSIs, covering some 500,000 hectares, are urban or on the urban fringe. The historic monuments and buildings can be important wildlife habitats too. The rich variety of stone within cemeteries represents a valued resource for the understanding and appreciation of geology. Although no cemeteries are presently designated SSSI, should a site be of sufficient interest it could be made an SSSI. The biodiversity interest of many cemeteries has probably been overlooked. Natural England's website has information on the selection and notification or declaration of wildlife sites and their management and funding, and information on individual sites (see Useful contacts).

- 30 Trees are often an important element of the cemetery design. They may also be important as interesting specimens, as veteran trees and wildlife habitats or for their cultural association like the ash ('the Hardy tree') in St Pancras Gardens. The novelist and poet first trained as an architect and designed the grouping of these headstones and the ash has grown in the centre.
- 31 The *Geological Trail* and the Trust's award-winning website for Sheffield General Cemetery introduces different rock types used for memorials and buildings like Peterhead granite, millstone grit, sandstones, marbles and unusual ones like Norwegian Larvik granite. *Sheffield General Cemetery Trust*
- 32 The Bisley Road Cemetery in Stroud is a Local Nature Reserve. The Town Council has installed interpretation boards on its wildlife and the history of the cemetery for visitors. *Stroud Town Council*





GEOLOGICAL INTEREST AND RIGS

The geological interest of cemeteries lies in the stonework of the tombstones, memorials, mausolea and other built structures. Cemeteries can represent locally important resources for the study and appreciation of stones with the variety of stones originating from diverse and distant sources all brought together in one place. The stones may be of scientific, historic or aesthetic interest. Sites of geological interest can be identified as being of local importance and afforded protection in local plans.

Regionally Important Geological and Geomorphological Sites (RIGS), designated by locally developed criteria, are currently the most important places for geology and geomorphology outside statutorily protected land such as Sites of Special Scientific Interest (SSSI). The designation of RIGS offers a means of recognising and protecting important earth science and landscape features for future generations to enjoy.

RIGS may include ex situ features of geological interest such as memorial stones as well as natural features. The application of the Regionally Important Geological Sites (RIGS) designation for cemeteries and churchyards has been debated but as yet no decision has been made.

LOCAL NATURE RESERVES

Local Nature Reserves (LNRs) are places with wildlife or geological features that are of special interest locally and which give people special opportunities to study and learn about them, or simply enjoy and have contact with nature. Local authorities are able to declare LNRs under Section 21 of the *National Parks and Access to the Countryside Act 1949*. Included among the 700 or so LNRs that have now been declared in England are three cemeteries: Abney Park (London), Bisley Road (Stroud, Gloucestershire), and Tower Hamlets (London), and more are proposed. A core principle of LNR designation is that such sites are managed for the conservation of their natural features. Natural England's guidelines for LNR designation therefore require the production of a site management plan. For details and advice about LNRs, contact your local authority planning department or local Natural England office (see Useful contacts).

SITES OF LOCAL IMPORTANCE FOR NATURE CONSERVATION

Besides the statutory designated nature conservation sites, planning policy guidance also recognises the role and value of local nature conservation sites to help conserve biodiversity and geological features. These sites are often important to local communities affording people the only opportunity of direct contact with nature, especially in urban areas. There are a variety of terms used for these local sites. The sites are usually administered by the local authorities often in partnership with the wildlife trusts and/or RIGS groups.

Designated sites are usually recognised through the planning system and protective policies in the statutory Local Plan or the Unitary Development Plan. The sites are selected by a survey and evaluative process, and plans put in place for their conservation management. Examples of cemeteries designated as local sites are the 'Magnificent Seven' cemeteries in London – Kensal Green (opened in 1832) followed by West Norwood (1837), Highgate (1839), Nunhead, Brompton and Abney Park (1840) and Tower Hamlets (1841) – all of which are identified as having Importance for Nature Conservation. Highgate, Nunhead and Tower Hamlets are also identified as London metropolitan sites.

LOCAL BIODIVERSITY AND GEODIVERSITY ACTION PLANS

Following the UK Biodiversity Action Plan (1994), Local Biodiversity Action Plans (BAPs) have been prepared by local partnerships to address both national priority habitats and species, as well as those of local significance. Although there is no national habitat plan for cemeteries, there are specific local plans such as Cambridgeshire's Churchyard and Cemeteries Local Habitat Action Plan (HAP). These HAPs provide valuable guidance and information concerning conservation priorities and recommendations for action. They also identify key players and sources of funding.

Local BAPs are prepared by partnerships of organisations, usually facilitated by the local authority or local wildlife trust. The site management plans which integrate the varied interests and functions of cemeteries are often an action point in such BAPs. See Further reading for more information on these BAPs.

Local Geological Action Plans (GAPs) are also being developed to provide a mirror framework for conserving local geological interest. Cemeteries will undoubtedly figure in these GAPs.

PROTECTED AND BIODIVERSITY ACTION PLAN SPECIES

A number of wild animals and plants are afforded legal protection under various acts, most notably the *Wildlife and Countryside Act 1981* (as amended). Many of these can be found in cemeteries: they include bats, badgers (protected under the *Badgers Act 1992*), most birds, the slow-worm, common lizards, and grass-snakes. Management of both natural features (such as shrubberies that are bat or bird roosts) and built structures (such as lodges and mausolea) could affect these species. Legal protection has recently been increased for activities that can disturb, injure, and/or kill individuals, their eggs and young, and/or damage or destroy their nests and/or places of shelter. Cemetery managers are urged to consult their local Natural England team for guidance.

The UK Biodiversity Action Plan also identifies species that require urgent conservation action – Priority Species, and Species of Conservation Concern – both at national level and through the local BAP process. Many of these, such as hedgehog, song thrush, linnets, bullfinch, spotted flycatcher, and stag beetle, can be found in cemeteries.

33 and 34

Species of Conservation Concern like hedgehogs and spotted flycatchers can often be found in cemeteries. *Natural England*



More information on habitat action plans and protected species is available from the Natural England website (see Useful contacts).

OTHER CONTROLS

There are other controls governing management and change within cemeteries. For example, Church of England sections are subject to the Faculty Jurisdiction Measure, under which consents may be required from the local diocese to move memorials, adapt cemetery layout or undertake conservation work. Detailed information on the operation of the Faculty system, including wildlife, is given in the General Synod of the Church of England's *Code of Practice* (1993). The Department for Constitutional Affairs' *Guide for Burial Ground Managers* (2005) contains useful advice about the law, service and standards (see Further reading).

CONSERVATION MANAGEMENT PLANS

It is estimated that there are about 7,000 hectares of cemeteries in England, and nearly all of them have some special local, if not national, importance and the majority are still in use as burial grounds. Judgements have to be made concerning their historic, aesthetic, wildlife and amenity value, and the extent to which they can sustain change or should be conserved as they are.

The question of how best to manage these large and complex sites can best be solved by co-operation between the various professional disciplines and interested parties involved. An integrated approach makes it much easier to manage a cemetery effectively, find the right balance between high-level maintenance and benign neglect, and make the best use of scarce resources. For example, it is not true that wildlife will always flourish best where natural processes have been left to take their course. The right kind of management encourages diversity, and balances the need to preserve historic interest with the promotion of biodiversity, whilst maintaining a pleasant and secure environment in which visitors can feel at ease. The management prescriptions are twofold: first, the historic interest, such as the landscape design, often forms the framework for these prescriptions and, second, the nature conservation interest is part of the detailed management. It is helpful to think of the cemetery as discrete character areas with dual conservation interests rather than zones of either historic or nature conservation interest.

A conservation management plan is a tool for assessing what matters and why, and working out what needs doing and how to go about it. The best plans integrate all interests, and are especially effective when all those concerned with a cemetery have been involved in drawing them up. Friends groups can play a particularly valuable role, identifying issues to be addressed, co-ordinating voluntary labour, maintaining links with the local community and fundraising. Consultation should include local residents: people whose homes overlook a cemetery may have strong feelings about it, even if they never visit the site.

There are various guides on producing plans. All follow the same process although they may focus on different aspects depending on their origins. The most recent publications are issued by CABI Space (*A Guide to Producing Park and Green Space Management Plans*, 2004) and the Heritage Lottery Fund (*Conservation Management Plans*, 2004). The CABI Space publication is aimed at local authority officers; and the Heritage

Lottery Fund publication is for heritage sites. The guidance below follows the same principles but concentrates on the conservation management planning needs for a cemetery and specifically its historic and wildlife interests. It should be used in conjunction with the CABI Space and Heritage Lottery Fund advice and their guidance on how to prepare and structure a plan (see Further reading).

As well as providing guidance for individual cemeteries, conservation management plans should also link with green space strategies being prepared by local authorities. Cemeteries are an important part of the community's green spaces and are included in the Government's Planning Policy Guidance (PPG 17) on open space, sport and recreation as a category of green space (ODPM 2002). CABI Space has also published a good practice guide on green space strategies (see Further reading).

PREPARING A CONSERVATION MANAGEMENT PLAN

Drawing up a plan is basically a two-stage process. The first step is to describe accurately the cemetery and all its features, develop an understanding of the place and its many interests, its significance, the resources available and the possible constraints. The second step is to work out what needs to be done and how. The table over the page illustrates this process of assessment through to developing management programmes.

Surveying and recording the cemetery provides invaluable information. Analysis and evaluation of the significance of the cemetery for the conservation management plan will require research and survey, which might include:

- Documentary research into written descriptions, maps and plans of the site
- Architectural survey
- Monument and sculpture survey (including artists' names)
- Geological interest survey
- Biographical survey of the people buried in the cemetery – social, ethnic or religious groups, or notable individuals
- Landscape design survey
- Ecological survey
- Tree survey
- Survey of the local community's views on what they value and how they would like to be involved

PREPARING A CONSERVATION MANAGEMENT PLAN

The first stage in managing a site involves an assessment of what matters and why – usually a conservation plan. Specific management actions or detailed prescriptions can follow this, but should not precede it (adapted from *Informed Conservation: Understanding Historic Buildings and their Landscapes for Conservation*, (Clark, K 2001))

ASSESSMENT

Research and recording
 Understanding the cemetery
 Assess its significance
 Current burial uses
 Defining issues and constraints
 Setting a vision for the cemetery
 Conservation management policies for features and character areas

ACTION

Programming management work including prescriptions and standards
 Maintenance checklists
 Planning budgets and work programme
 Option appraisals and feasibility studies for new developments like new burial plots (if appropriate)
 Business planning

MONITORING

Regular monitoring and review of management plan (including programme of condition surveys)

CONSERVATION PLAN

MANAGEMENT PLAN

PLAN IN ACTION



- Appraisal of the current care of the cemetery – by visitors as well as official guardians

Assessing historic or cultural importance is particularly difficult in the case of cemeteries. They have been neglected in official surveys of architecture and landscape, a situation that is only now being rectified. Some of the key indicators of quality and significance that could be used to determine the importance of a cemetery are:

- The number of listed structures within the cemetery
- The inclusion of the cemetery in the English Heritage *Register of Parks and Gardens*
- Conservation area status
- The existence of any wildlife or environmental designations covering the cemetery

It is, however, important to remember that the absence of any official designations should not be regarded as evidence that a cemetery has no significance or value. It may simply mean that the cemetery has not yet been included in the national surveys. Regardless of official designations, therefore, the local assessment of the cemetery's conservation significance should take into account the presence and integrity of:

- Entrance lodges, gates or screens; boundary walls or railings
- Chapels
- Other significant buildings: mausolea, catacombs, etc
- Monuments that are striking because of their architectural design, decoration or sculptural quality or geological interest or important because of the sculptor
- Burial sites of famous or important people
- The historic layout, and subsequent adaptations of the layout
- The historic planting, including notable trees
- The presence and diversity of wildflowers, fungi, lichens, shrubs, trees, birds, mammals, reptiles and insects – especially rare and protected species

RESEARCHING CEMETERIES

Since Victorian and Edwardian cemeteries were built and managed by private companies of the local authorities – initially burial boards and then local councils – most historic information is still held locally. Documentary sources might include landscape plans and architectural designs, minute books for meetings, published scales of

35 A worksheet on lichens adapted from *Hunt the Daisy: Teachers Notes* (1998), a Living Churchyard and Cemetery Project education pack aimed at encouraging children to discover the world of nature in churchyards and cemeteries. With thanks to the Arthur Rank Centre

35

What grows on headstones



Lichens are tiny living plants which often grow on rocks and stones. They are strange because they are a really small green plant (called an alga) and a fungus living together. Lichens come in 3 kinds - look at the pictures to see what these are. Lichens like to live in clear air, just like we do. They can show us that there is pollution in an area as some types can live in dirtier areas than others.

Crusty/Powdery



Leafy



Shrubby



Headstone	Crusty/Powdery	Leafy	Shrubby
1			
2			
3			
4			
5			

charges, balance sheets and burial registers and their cross-references to cemetery layout plans, prospectuses and guidebooks. The survival of historic documents varies. The private cemetery company papers are likely to be lodged with the relevant local studies library or county records office. The burial board archives should, in theory, have been passed on to the local council responsible for cemetery provision from the 1890s onwards and therefore are likely to be lodged with the records office too. Cemeteries still in operation are likely to still hold their burial registers and plans at their offices and may well hold other reference material. Local studies libraries may also hold relevant material such as early engravings, photographs and postcards. Local sources such as newspapers can give an insight to attitudes about the cemetery, its design, memorials, and those buried there. A selection of 19th- and early-20th-century publications concerned with the disposal of the dead, cemetery planning, landscaping and architecture, and monument design is given in Further reading.

Cemetery monuments are a biographical record of the community and its individuals. The location of different types of burials, the arrangement of prestigious plots and pauper burials and types of memorials and use of grave spaces all adds to the understanding of the history of the cemetery. Various publications on recording and analysing burial grounds are listed in Further reading.

There is also published advice on recording and researching the wildlife and geological interest of cemeteries. The local wildlife trusts would be the first point of contact for finding out about survey information and the Living

Churchyard and Cemetery Project publishes advice including educational resource packs to help involve schools in using and recording burial grounds. There are a number of habitat action plans for churchyards and cemeteries and references for some of those published on the internet are given in Further reading.

CURRENT USES

The plan needs to take into account current use of the cemetery in terms of burials and its business needs and their implications for the conservation management of the cemetery. A shortage of burial spaces or particular types of burial spaces such as full body burials or interment of cremated remains, or the desire to provide alternatives such as woodland grave sites might necessitate changes to areas. Similarly the integration of modern memorials, or different shapes, sizes and materials amongst existing memorials could alter the character of monument groups.

ASSESSING SIGNIFICANCE

Cemeteries are complex places. An overall assessment should be made of the significance of the cemetery and its individual features in order to guide its future care and management. As well as the historic, architectural and design, or wildlife significance those preparing the plan will also need to consider the less tangible significances such as sacred qualities and associations with people and events. Significance can also change with passing generations as reflected in changing attitudes on cemetery and memorial designs, and past attitudes may be recorded in archives.

IDENTIFYING KEY ISSUES, PROBLEMS AND OPPORTUNITIES

The conservation management plan should set out clearly the key issues involved in the conservation of the cemetery. Conservation management needs to be sensitive to legal, ethical, theological and public attitudes and, in particular, to the controls and guidelines on how to treat human remains, associated artefacts and grave markers. Issues that might need to be addressed in the plan include:

- Controls over the site or restrictions on proposed work, including statutory designations and Church of England Faculty Jurisdiction Measure
- Financial constraints
- The condition of buildings, monuments and memorials
- The condition of landscape features
- Wildlife and geological interests

- Site security
- Traffic
- Burial and cremation business needs and regulations
- The need to accommodate new burials
- Access issues and community use (including *Disability Discrimination Act 1995* and *2002*, obligations)

Problems that need to be addressed might include:

- Damaged or dangerous structures and trees
- The need to repair or renew hard landscaping
- Blocked or broken drainage systems
- The need to repair or renew planting
- Lack of security and the need to maintain or repair gates, fences and boundary walls
- Vandalism and vagrancy

The cemetery might present opportunities that should be investigated. These might include:

- The potential to make the cemetery accessible to the local community and the wider public
- The use of volunteers for research, survey and recording, for practical tasks such as clearing brambles, and for organising events and activities
- The encouragement of biodiversity
- The potential to use the cemetery as an educational resource
- The availability of funding (see *Funding*)

SETTING PRIORITIES

The second part of the conservation management plan sets out the work programme. It should set out priorities for attention in the short, medium and long term. The plan is also a tool for the local community and Friends Groups in planning how they can help to look after the cemetery. Preparing the plan will require:

- Co-ordinating research and recording efforts effectively, for example by using local studies libraries and collections, local history and family history groups, Friends Groups and wildlife groups
- Devising an efficient and accessible way of gathering together all the available information, pictorial, photographic and written

- Identifying a depository for archiving all information and records
- Devising a system for regularly updating records and further condition surveys, for monitoring purposes
- Monitoring and reviewing the plan, its inventories and surveys, and the effectiveness of policies and repairs

The plan will need to address:

- Urgent repairs to dangerous structures
- Urgent repairs to entrances and boundaries
- Inventories, gazetteers and survey plans of monuments, buildings, landscape design and habitats
- Repairs to specified buildings and monuments, with priority given to repairing listed structures
- Restoration of the historic landscape design
- Habitat creation and management tasks
- Day-to-day maintenance
- New developments, including new burial areas

Conservation Plans in Action and Informed Conservation (Clark, K 1999) (see Further reading) provides advice on preparing a conservation management plan and researching historic sites and buildings.

INSPECTION, CARE, MAINTENANCE AND REPAIR OF MEMORIALS

Historic churchyards traditionally used local building materials, especially indigenous stone for gravestones and monuments. Victorian and later cemeteries fundamentally differ from these older burial grounds. In cemeteries we see more diverse materials and greater or more flamboyant artistic expression. With the Industrial and Transport Revolutions, it became possible to quarry, work and transport a much wider range of stones. Traditional limestones, sandstones and slates were joined by imported marbles and granites. Alongside fundamental shifts in taste, these practical considerations had a major impact on the character of cemeteries. Costs were reduced too making memorials affordable to a larger section of the populace. The result is a very different form of funerary space, in which monuments were more numerous, and more diverse in form and material, than had been the case before.

This diversity and richness raises a number of implications for cemetery conservation. Nevertheless, the principles, approach and practice required to implement appropriate care, maintenance and repair within cemeteries are the same as other historic structures. This must be based upon a sound understanding of the nature of the different materials of construction, their behavioural and deterioration characteristics, and the most appropriate means of preservation. Fundamental to this process is accurate visual examination as part of planned routine inspection, which forms an essential component of the conservation management plan.

TYPES OF MEMORIALS

The most common form of memorial is the simple vertical headstone, but cemeteries contain a vast range of structures – including horizontal ledger slabs, pedestal tombs, table tombs, tomb chests, obelisks, crosses, allegorical sculpture, and chapels – often ranging greatly in size and manner of construction. The care and maintenance of each memorial therefore varies according to its nature and complexity of carving or construction and physical location. Similarly, the level of expertise required to plan and implement any practical or passive intervention will also differ accordingly and whilst general principles can be applied, an individual or site-specific assessment is often desirable.

MATERIALS AND DETERIORATION

Stone is the predominant material used for memorials, but brick, slate, terracotta, artificial stone such as Coade Stone, plaster, cast iron, bronze, lead, copper and timber have also been used, either separately or in various combinations. Inscriptions may be incised, or sit proud of the surface and can be gilded, painted or filled with metal, such as lead. The variety and combination of materials, their distinct physical and chemical properties, different reactions to agents of decay and the effect of any remedial treatment must be taken into account when planning any conservation intervention. Correctly identifying the materials or materials of construction and accurately assessing the current condition requires relevant expertise necessary to devise appropriate repair procedures. Inappropriate diagnosis and subsequent treatment methods will not only prove ineffective, but may also cause lasting damage.

All materials decay, especially when exposed to the effects of prolonged weathering in an outdoor location. However, the rate of deterioration will vary according to the composition of the material, its method of construction and degree of subsequent exposure and the prevailing environment. Limestone, for example, is more readily eroded by acid rainfall than sandstone, but both suffer equally disastrous damage to the outer surface layers from the effects of salt movements within the stone. Some of these salts are deposited by acid rainfall or transported into the stone by rising dampness. Similarly, metals are affected by atmospheric pollutants and suffer adverse physical and chemical reactions in an uncontrolled outdoor environment resulting in progressive stages of deterioration. Correct identification of these mechanisms and analysis of the causes of deterioration is essential to long-term preservation and the success of any practical treatment.

Material performance problems are usually due to the original design, choice of materials and incompatibility of juxtapositioned materials, construction techniques and later treatments. For example:

- Poor design detailing may result in cracking of joint-lines or water may become trapped in undercut surfaces
- Inadequate rain protection in the design can lead to run-offs and differential staining or erosion

- Inferior or poor durability materials reduces the life expectancy of the original memorial or monument
- Incorrect orientation of bedding planes can result in the memorial stone de-layering and other types of erosion
- Different thermal expansion coefficients are created by the juxtaposition of incompatible materials causing stresses, and in turn cracks or preferential decay
- Embedded iron fixings expand as they rust and push masonry elements apart
- Inadequately secured metal railings can begin to tilt
- Inadequate footings or foundations may result in structures slumping or leaning, especially larger monuments or tall headstones
- Unsuitable mortar accelerates decay around joint-lines
- Harsh or injudicious cleaning may accelerate decay or promote surface breakdown on both stones and metals

MEMORIAL MAINTENANCE

The best means of long-term preservation is routine care and maintenance, but inappropriate action can be as damaging as no maintenance. Excessive build-up of soil, the establishment of invasive plants and blocked or faulty drains are examples in which lack of maintenance can promote decay. However, most lichens, mosses and some small ferns and wildflowers can be left on monuments, providing they are not so lush as to cause structural damage or obscure carved detail. Such plants contribute to the interest and biodiversity of the cemetery and some lichens are associated with specific stones and should be protected and left in place.

Woody species, such as *Buddleia* do cause physical damage and should be carefully removed without damage to the memorial. Creeping plants, such as ivy or Virginia creeper can be tenacious and can cause physical damage or lead to differential moisture retention and staining on stone or metals.

Examples of inappropriate repair and maintenance include inexpertly applied or inappropriate chemical cleaning agents, application of unsuitable paints and surface treatments and poorly executed and non-compatible mortar pointing. In this respect, it is essential that only suitably experienced specialists – conservators, monumental masons or stonemasons and architectural metalworkers – who have a clear understanding of

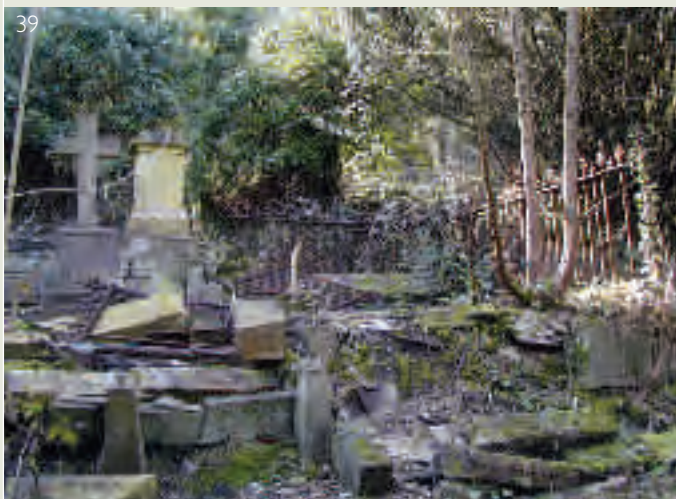
36 The Aberdeenshire red Rubislaw granite memorials stand out amongst other stones in the City of London Cemetery.

37 A dilapidated Gothic memorial in the Brookwood Cemetery, Surrey.



38 Damage caused by unchecked tree growth at Nunhead Cemetery, London. K030022

39 When left unchecked vegetation becomes rank and secondary woodland trees become invasive causing damage to and destabilisation of memorials as seen here at Amos Vale, Bristol.



appropriate treatments and display the required skills to execute these to a high standard are engaged in the repair of the most important historic memorials.

The need to prevent theft and vandalism is an important preventive conservation aspect of care and maintenance. Surfaces are defaced by graffiti or abrasion and components may be broken off and discarded. Metal roofing materials are attractive to thieves and entire monuments may be stolen for re-sale as architectural salvage. It is important, therefore, that security measures to reduce the impact of theft or vandalism are considered and a rapid response is often necessary to remove graffiti as soon as possible after it occurs. This requires the sensitive skills of experienced

operatives, but this must be executed in a controlled manner to prevent shadowing occurring where the graffiti has been removed and thus avoid an imbalance between the cleaned and non-cleaned surfaces. In some situations it is necessary to retain lichens or other surface detail and particular care and the expertise of a conservator may be required to remove the graffiti.

Similarly, physical damage should be investigated and recorded at an early stage. Detailed examination will assess the full extent of the problem and its impact on any surrounding features and identify potential health and safety risks. Damage should also be repaired as soon as practicable to prevent further loss of any vulnerable adjoining material.

IDENTIFICATION, DOCUMENTATION AND MANAGEMENT

The first stage in documenting historic cemeteries is to create an inventory, but this does not need to equal the archaeological exhaustiveness of Harold Mytum's *Recording and Analysing Graveyards* (2000). A preliminary survey should reveal and document what is of interest and provide an illustrated record to include the location, dimensions, description, materials of construction and current condition of each memorial. Specialists may be required, for example, to identify the stone types or other materials of construction and to carry out a detailed condition or structural assessment of the more complex structures. However, most of the more straightforward recording can be undertaken by volunteers, once the surveying process and a common framework is devised. Volunteers may need to be trained in visual examination and recording procedures to provide a consistent level of observation.

RISK ASSESSMENT

As the result of well-publicised accidents and fatalities within graveyards and cemeteries in the past 10 years there is now increased awareness and concern regarding public safety and the potential dangers, especially of large headstones or monuments. Unstable, poorly secured or physically damaged memorials can pose a serious hazard to cemetery workers and visitors. However, the risks need to be objectively evaluated and an order of priority established for any emergency measures or practical intervention. Typically, less than 10 per cent of Victorian memorials failed safety checks by local authorities, whereas many more post-war memorials were found to be unstable (Public Services Ombudsman *et al* 2006). The Local Government Ombudsmen's advice and guidance on memorials is summarised on p 27. The Institute of

Cemetery and Crematorium Management (ICCM) representing the cemetery services professions has also published national guidance on the management of memorials. This document includes advice on the inspection process, assessing risk and example inspection sheets. Historic Scotland has issued two leaflets on health and safety in historic graveyards, one aimed at visitors and owners and the other for work teams and volunteers (see Further reading).

Risk assessments are a central part of the inspection process. Legally it is the responsibility of the cemetery manager to carry out risk assessment; and cemetery managers and their surveyors need to ensure this is carried out on a routine basis. All observations should be carefully recorded in a clear manner, perhaps using a standardised format, especially for large numbers of memorial or complete cemeteries. Repeat inspection is the best means of monitoring the condition of the memorials and determining if change over time is affecting their stability. This also assists in programming necessary repairs before instability occurs, which prevents unnecessary damage or loss of important detail, and it also reduces expenditure.

The design and scale of many memorials and monuments within historic cemeteries present such different problems to modern cemeteries containing relatively small, upright memorials or low, horizontal monumental components. It is therefore, essential that professional specialists (architect, surveyor, conservator or structural engineer) with relevant experience of historic buildings, sculpture or monuments undertake the inspection.

A visual and physical examination should aim to establish all or most of the factors affecting the condition and stability of the memorial. This may require further practical or scientific investigation to substantiate the initial observations.

Memorials or monuments in historic cemeteries may not be perfectly upright or sometimes appear unstable. This may be due to a combination of inadequate foundations, ground movement due to subsidence or tree roots, corrosion of internal iron fixings, or physical separation of individual components. The danger presented by these hazards must be clearly identified and categorised, with the aim of removing the risk entirely, or reducing the potential for damage and injury by preventive measures or practical intervention. In general, less risk of serious injury is attached to small headstones or memorials and conversely larger memorials are susceptible to greater instability and present a higher potential health and safety hazard.

40 The figures in this memorial plaque have been decapitated.

41 Following inspection, notices at this cemetery have been posted on each unstable memorial to warn of the potential hazard and to ask owners to contact the cemetery office.



MEMORIAL SAFETY IN LOCAL AUTHORITY CEMETERIES

EXECUTIVE SUMMARY

General advice

- Councils have an overriding duty to take, as far as reasonably practicable, measures to prevent injury or death from unstable materials.
- Councils must balance the (sometimes slight) risk of injury on the one hand and the certainty of distress and outrage if memorials are laid down on the other.

Information

- Councils should give public notice in advance of carrying out a general testing programme.
- Councils should notify individual owners of rights of burial that testing is to be carried out, unless records are out of date, or urgent action is required in the interests of health and safety.
- Councils should notify the owner of the right of burial, if known, if a memorial fails the test.
- A council should display, in the cemetery itself and on the council's website, lists of memorials which failed the test. Individual notices should be placed on or near a memorial which fails the test, giving the council's contact details and the period for making contact.
- Councils may offer demonstrations of their safety testing procedure to owners and interested members of the public.

Training

- Personnel carrying out testing must be properly trained.

Risk assessment

- Councils should have a system for assessing the risk posed by individual unstable memorials. Simply to lay down all memorials that move is inappropriate.

Survey

- The maximum period between inspections should be five years.
- More frequent inspection may be required for individual memorials whose condition requires it, or generally where other factors dictate shorter periods.

Testing

- Councils should have a testing policy.

Making memorials safe

- Councils should have regard to alternatives to laying down if a memorial fails the test.
- A temporary support and warning notice is likely to cause less public outrage than laying large numbers of memorials flat.
- Laying down may be necessary but only to prevent a genuine hazard to health and safety that cannot be remedied by a temporary support.

Action after a memorial has been made safe

- The principal responsibility for maintaining a memorial in a safe condition is that of the owner.
- In the absence of maladministration in the testing process, there is no obligation on a council to meet the cost of remedial work.
- Re-fixing, where necessary, should be carried out to an approved standard.
- We commend the practice of councils that establish hardship funds to assist owners who cannot meet some or all of the repair costs, and councils that pay for all repairs themselves in the interests of preserving the amenity of their cemeteries or where no responsible person can be found.

Public Services Ombudsman for Wales and the Commission for Local Administration in England, March 2006. *Special Report Memorial Safety in Local Authority Cemeteries. Advice and Guidance from the Local Government Ombudsmen.* London and Pencoed. www.lgo.org.uk

The range and extent of the hazards must be assessed on an individual basis by determining:

- The size and stability of the memorial
- The nature of the materials involved
- The surrounding above and below ground level conditions
- Evidence and degree of cracking
- The risks of detaching components
- The effect of vegetation
- How the structure can be stabilised (temporarily or permanently).

The common action where instability exists has been to lay memorials flat or set them into the ground. Whilst the temporary dismantling of high-risk headstones is a reasonable response to safety concerns, this is not an acceptable permanent solution for architecturally or historically important memorials and monuments. Such action within an historic cemetery will normally require listed building consent and this is likely to be rejected in favour of a better long-term solution involving conservation repair techniques.

Nevertheless, emergency treatment or temporarily isolating and cordoning-off unstable structures is essential whilst decisions are reached on the extent of the required repair work and the preparation of specifications and costs. The severity of the instability will determine the exact actions required, but erecting secure fencing to enclose a structure and other temporary support systems would be appropriate. Safety measures to prevent injury must be acted upon once instability has been established and a rigid enclosing barrier with suitable warning signs erected should be located a safe distance away from the affected structure. Such barriers should only be used for a limited period and they will also require inspection to ensure that safety has not been breached until the memorial or monument has been permanently repaired. Barriers and signs can be unsightly and it is not acceptable to use these measures for a prolonged period of time in an historic setting or to neglect carrying out the repairs.

Testing procedures for memorials measuring from 1.5–2.5m in height are being developed by the Memorial Safety Sub Committee to the Department for Constitutional Affairs' Burial and Cemeteries Advisory Group. Their proposed visual inspection as the first stage is acceptable, but the suggested supplementary hand testing by a person

exerting physical force of 35kg (350 newtons) for memorials measuring up to 2.5m high could possibly inflict damage on an historic memorial. Similarly, their suggested force measuring equipment to estimate failure for memorials up to 1.5m high should not be used on listed memorials or those of historic value without first contacting English Heritage. Apart from the historic and social significance of these memorials, they will in many cases be highly carved or composed of decorative elements. These are susceptible to damage from undue physical forces applied incorrectly and it is difficult to apply a uniform testing procedure to historic memorials constructed in a variable manner.

The best means of assessing safety in these situations requires a combination of detailed visual inspection, related simple physical investigation of the components of the memorial and judgement by a suitably experienced surveyor, conservator or structural engineer. Stability can be tested during the inspection process by applying gentle pressure to the headstone at shoulder height and by working from the side to prevent injury. Any movement, however slight will be observed at the base of a headstone or between the joints in smaller composite memorials or monuments and will reflect the degree of risk.

The employment of a surveyor, conservator or structural engineer can be justified for significantly important memorials or ensembles within a cemetery. This is, however, affected by available funding and the size and number of memorials requiring assessment. Moreover, the cost must be balanced against the difficulty in expecting the average trained operative to have the necessary understanding and experience to make the required judgements. This is also further influenced by legal responsibility for such inspections and having professional indemnity insurance to cover the consequences of inappropriate judgements.

English Heritage is developing guidelines regarding the potential effects on historic memorials from the implementation of formal memorial safety guidelines and/or legislation. English Heritage is happy to advise any individual or organisation on any issue relating to listed buildings or scheduled monuments. It is possible that certain works (including physical testing) to a listed or scheduled memorial will require the appropriate legal consent prior to the commencement of such works. Details of the various designations and relevant consent bodies are described on pp 10–18 of this leaflet.

PRACTICAL CONSERVATION CONSIDERATIONS

MEMORIAL CONSERVATION

The aim of any practical intervention on memorials within historic cemeteries is to slow down the rate of deterioration and remove any causes and effects of structural instability and provide physical security. This must also preserve as much as possible of the historic significance and integrity of the individual or collective memorials. Practical treatment should use compatible materials and follow a policy of minimum intervention and should avoid replacing missing ornamental detail, especially if the design of the replacement is conjectural. Such losses and the effects of weathering are part of the history of the memorial or monument and the aim should never be to achieve a pristine or highly restored condition that alters the appearance or the artist's original intention. Successful conservation and repair requires careful planning and the requisite understanding and knowledge of the suitable approaches and replacement methods and materials. Highly developed practical skills are also essential to execute the work to the required standard.

Within the context of this document it is not possible to provide the type of detailed information necessary for step-by-step evaluation and methods of conservation repair work. However, this will be covered in a forthcoming English Heritage technical guide to the inspection, conservation, maintenance and repair of historic gravestones and monuments, which is due to be published in 2007.

There are four main practical treatment types for memorials and monuments – emergency intervention, repair, cleaning, and consolidation and surface treatment.

Emergency intervention is undertaken to make the memorial or monument safe and to allow further inspection, stabilisation and repair work. Supports and props may be needed to secure displaced elements and enclosing barriers to prevent public access.

Repair can range from localised re-pointing of open joint-lines, grouting surface stabilisation and treatment of individual elements to complete dismantling of a memorial or structure, removal of corroded internal metal fixings and re-building. Repair of large structures will involve specialist lifting equipment and techniques.

Cleaning can vary from simple removal of loose atmospheric soiling to laser cleaning, depending on the nature of the original material and dirt layers. The aim is always to clean in the safest and most effective manner without damaging the underlying material. Non-invasive and non-woody plants like lichens are unlikely to cause damage to the structure.

Consolidation work aims to restore cohesion and physical strength to degenerating materials. Surface treatments aim to provide a protective layer. The types of treatment and appropriate method of application must be determined by suitably experienced personnel.

Many aspects of repair and maintenance of historic memorials and monuments, especially involving complex structures are within the domain of professional experts. Architects and surveyors are necessary to inspect buildings and larger structures and, in cases of serious structural instability, they will advise on whether the services of a structural engineer are required. Specialist conservators are engaged to evaluate and analyse the condition of the materials of construction, treat decay and clean and stabilise the surfaces of headstones, tombs and monuments. Stonemasons, historic building contractors and metalworkers are required to repair headstones, provide temporary support to displaced elements, repoint defective or failed joint-lines and rebuild collapsed or unstable table tombs.

Volunteers can have a role to play in tackling the majority of the cyclical maintenance work, including the production and regular updating of the condition assessment reports in the inventory, pruning invasive woody vegetation and other higher plants that affect the surrounding memorials. They can also carry out basic cleaning as long as a clear method statement has been provided by a professional conservator and after appropriate training. In these circumstances, it is important that volunteers work in a restrained, controlled manner and if they encounter more complex problems the cemetery manager must be alerted so that further advice can be obtained.

HISTORIC LANDSCAPE RESTORATION

The significance of the historic landscape design of cemeteries is often overlooked and designs are disrupted by unfortunate developments such as the location of new burial plots in carriage drives and paths or the introduction of new landscaping. With each generation of cemeteries, new ideas in landscape design are explored and early examples of each period may represent pioneering concepts in terms of both layout and planting. Changes are sometimes inevitable but a good understanding of the cemetery layout and the aims of the design will help guide decisions towards the placing of harmonious or inconspicuous new memorials alongside old ones and the avoidance of placing new burials in key vistas, avenues and paths.

Analysis of the historic landscape design would include a look at its aesthetic qualities and its functionality. The siting of chapels, drives and landscape planting were often planned to lead visitors through the cemetery, establish a contemplative ambience and discretely guide and separate different users and uses. The historic trees and shrubs are likely to have been chosen to evoke a place of mourning and contemplation, or an idealised landscape – a paradise. New planting should be in keeping with the historic design including the siting of trees and shrubs, and chosen species and forms. Similarly features like paths, hedges and borders should be carefully designed to complement the historic landscape. The standard of maintenance needs to reflect the aims of the design too. For example, avenues and shrubberies and their forms, may have been designed to frame views and vistas, or to create areas. Management regimes – and a hierarchy of management intensity – can help guide visitors around the cemetery and show active care for the cemetery.

In programming cemetery maintenance tasks, thought needs to be given on how to conserve and enhance the character of the historic design and integrate nature conservation interests, such as the natural propagation of wild flowers, and environmentally sensitive management.

There are various publications on preparing plans for restoring historic landscape designs. English Heritage will advise on plans for registered sites (Grade I and II*) and the Garden History Society and county gardens trusts may also be able to advise on the historic interest of cemetery designs (see Useful contacts).

42 Work underway by specialist contractors to repair memorials in Nunhead Cemetery, London. © Stonewest Ltd

43 Nunhead Cemetery Anglican Chapel, designed by Thomas Little in 1843 and listed Grade II, forms the centrepiece of the landscape design. There was a major fire in 1974 and the pyramidal roof was lost. A Heritage Lottery Grant resulted in the remaining fabric being stabilised and made safe in 2000–01. K030020



MANAGING FOR WILDLIFE AND GEOLOGY

The principal wildlife habitats found in cemeteries are woodland and species-rich grassland, although many also support thickets, scrub, heath, veteran trees and wetlands. These may be fragments of former countryside and as such retain much of their natural character and features making them of particular nature conservation value. Trees from former landscapes incorporated in the landscape design can be of considerable stature and age. These veteran trees provide important habitat for many species like invertebrates and fungi and host

44 Eastfield Cemetery, Peterborough. Species-rich grassland supports various interesting plants including hoary plantain (*Plantago media*), ox-eye daisy (*Chrysanthemum leucanthemum*) and meadow saxifrage (*Saxifraga granulata*). *Natural England* | 2071

45 The stag beetle, the larva of which lives in the decaying wood of deciduous trees, is in decline. A contributing factor is the removal of tree stumps and dead wood resulting in a loss of habitat. *Natural England*



breeding birds and roosting bats. The built structures in cemeteries also provide wildlife habitats like the lichens on monuments.

Habitats need to be managed. Without active management, shrubs and trees tend to seed and establish themselves and through this natural process of succession, areas of grassland and other open habitats become colonised by scrub and trees. Conservation management aims to 'arrest' this succession. Non-intervention or low key management may be appropriate on some sites but not benign neglect. The art of good management is to

optimise the quality and diversity of wildlife and natural features and to be able to sustain this in the long term. Local biodiversity action plans can provide a valuable reference for identifying habitats and features of local conservation significance. Although many areas do not yet have local geodiversity action plans, consulting local geologists, including the Regionally Important Geological Sites Groups, can help identify features of particular geological interest.

Whilst it may be possible to create new habitats as well as managing existing ones of conservation value, such changes need to be considered both in the context of the historic design of the cemetery, its role, and any additional maintenance costs this may imply.

Well-planned conservation management for wildlife is generally less intensive, and can be resource-efficient. If well planned, it can also complement the historic landscape design and add a romantic quality. Habitat management in a cemetery is more akin to gardening than standard nature reserve management techniques. In the longer term, effective management should reduce the need for chemical control. It is good practice to identify wildlife management areas and to rotate these areas over a number of years. This helps to gently and incrementally restore the site and helps spread costs and workloads.

In the wildlife areas vegetation need not be cut so regularly, nor is there any need to cut to formal lines as in other parts of the cemetery, although it is good practice to demarcate areas managed for wildlife so as to show that apparent neglect is intentional and managed. Techniques such as mowing strips along main paths and drives can help guide visitors around the cemetery and show active management is underway. Different habitats require different styles of management and different budget planning. Health and safety considerations apply to wildlife areas and features, and where trees and other woody species are undermining memorials they will need to be removed.

Natural England encourages the following management principles:

- Avoiding the bird breeding season (February to August) for all tree and shrub management to prevent nests, eggs and young birds being disturbed or destroyed
- Retaining, where safety permits, dead and dying trees (both standing and fallen) as additional habitats and to help grade the change between grassland and woodland habitats

- Managing grassland to benefit wildflowers and insects by cutting either once (late August/early September) or twice a year (June and October) and removing cuttings
- Composting of cuttings rather than burning but if burning is the only available option then to identify one specific burn site
- Controlling invasive weeds such as Japanese knotweed but leaving some corners where plants such as bramble and nettle can grow
- Limiting the use of herbicides, pesticides and other chemicals; use should be carefully targeted to tackle specific problems where other forms of management are impractical
- Providing bird boxes for a range of species if there are few large old trees and built structures
- Retaining patches of bare ground in sunny areas for solitary bees and wasps
- Providing information and interpretation of the site's natural features and their conservation management
- Involving local people in conservation management work
- Establishing new trees and shrubs where the existing cover is poor (appropriate to the historic landscape design)

More recent cemeteries may lack areas rich in wildlife. Beside tree and shrub planting, establishing wildflowers in selected areas can help make these places more attractive. The introduction of such features should be considered carefully within the context of the landscape design of the cemetery and its overall management. Ideally plant material of local provenance should be used, although the use of exotic and naturalised species to maintain the integrity of the landscape design may preclude this. Where there are trees of historic importance, scions could be made to grow replacements.

FUNDING

Funding for cemeteries is potentially available through the Heritage Lottery Fund (HLF) and the Big Lottery Fund. The HLF supports projects that care for and protect our heritage, increase understanding and enjoyment, give people a better opportunity to experience heritage by improving access, improve people's quality of life by benefiting the community and the wider public. Several cemeteries, including Nunhead Cemetery in London and Arncliffe Cemetery in Bristol, have already benefited handsomely

46 A plant border has been created as a habitat for butterflies. The biodiversity interest can often be enhanced but planting different trees and creating other wildlife features may not be appropriate in some historic cemeteries. *Natural England 14003*



from this source. The Big Lottery Fund aims to help communities understand, improve or care for their local environment (see Useful contacts).

English Heritage also can offer grants for Grade I and II* listed buildings and monuments, for scheduled monuments, and for registered parks and gardens. Some local planning authorities also run grant schemes to repair historic buildings and preserve conservation areas (see Useful contacts).

The Architectural Heritage Fund helps buildings preservation trusts to rescue redundant historic buildings, and publishes a comprehensive annual guide to grants and loan schemes. For further contact details and other potential sources of funding see Useful contacts.

47 and 48

The Historic Chapels Trust has undertaken a programme of repair on the Greek Revival styled Dissenter's Chapel at Kensal Green Cemetery. An early artist's impression served as a guide for the repair of the curved flanking colonnades which had fallen into total disrepair. K970179; K970169

47

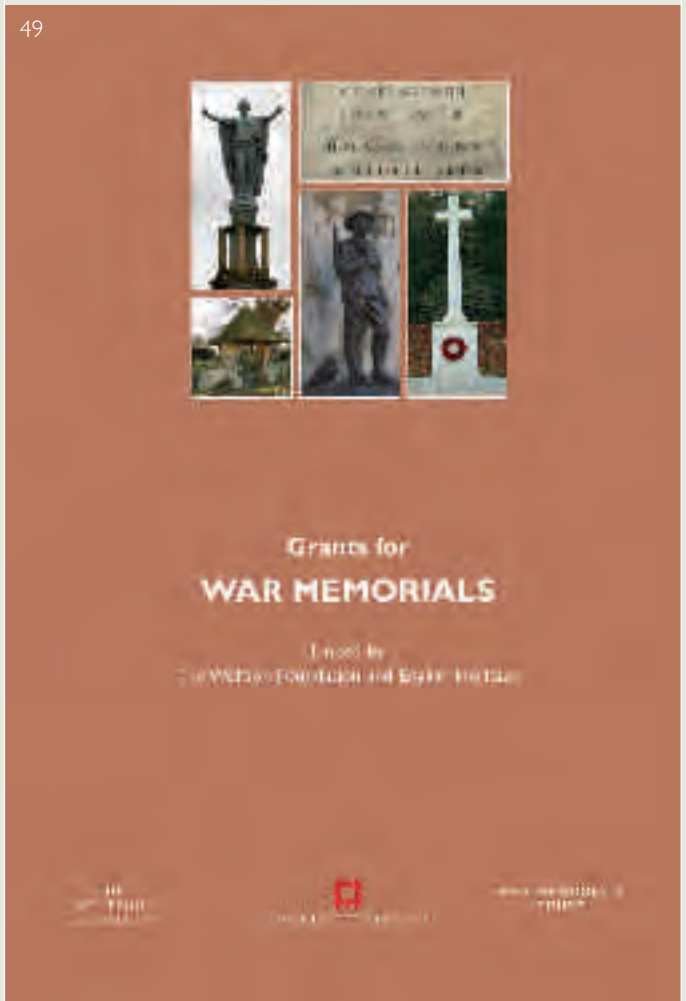


48



49 There are no grant schemes specifically for cemetery conservation but grants like the war memorial scheme may be appropriate for individual features.

49



VOLUNTEERS AND FRIENDS

Wildlife and historic research, recording projects, and practical conservation work is often a good way of involving local communities in understanding and enjoying the landscape and its upkeep. Indeed, it's the cemetery Friends' groups that have led cemetery conservation. Many of the cemetery Friends started as pressure groups concerned about the neglect of a cemetery or proposals for inappropriate use. They are often involved in monitoring maintenance and restoration work and, if given the opportunity, help in a practical way. The groups have also produced leaflets on their cemeteries and helped to raise funds.

Practical conservation projects need good co-ordination between cemetery staff and volunteers but should not be treated as a cheap option to improve conservation management. Volunteers should not, of course, undertake conservation work in cemeteries without prior agreement of the cemetery owner.

The National Federation of Cemetery Friends will help new groups get started and share notes on saving cemeteries. Organisations like the BTCV (British Trust for Conservation Volunteers), the wildlife trusts, and the county gardens trusts (Association of Gardens Trusts) run conservation training courses, and will help organise new groups and projects (see Useful contacts).

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UK Biodiversity Website has information on local, species and habitat action plan summaries. www.ukbap.org.uk/plans

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www.defra.gov.uk/wildlife-countryside/vertebrates/EPs.htm
[www.naturalengland.org.uk/conservation/wildlife-management-licensing/default.htm](http://www.naturalengland.org.uk/conservation/wildlife-management/licensing/default.htm)

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info@arthurrankcentre.org.uk, www.arthurrankcentre.org/arc3

— *Daisy Chains* – education pack

— *Hunt the Daisy* – education pack (National Curriculum Key Stage 2, 7 to 11-year-olds).

— *Living Churchyard and Cemetery Project* – audio cassette; DIY information pack; poster; slide/tape pack; video

— *Meeting with Nature* – slide pack and booklet

— *Sacred Gardens: A Living Growing Memory*

Living Churchyard and Cemetery Project free leaflets: *Bats in Churchyards*; *Birds in Churchyards*; *Churchyard Lichens*; *Discovering Butterflies in Churchyards*; *Dry Stone Walls around Churchyards*; *Geology in the Churchyard*; *Grassland in Churchyards*; *Nature in Churchyards: Conservation Guide*; *Trees and Hedges in Churchyards*

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USEFUL CONTACTS

GOVERNMENT DEPARTMENTS AND AGENCIES

CABE Space and CABE

1 Kemble Street

London WC2B 4AN

Tel: 020 7070 6700 Fax: 020 7070 6777

Email: enquiries@cabe.org.uk

Websites: www.cabe.org.uk and www.cabespace.org.uk

CABE Space aims to bring excellence to the design, management and maintenance of parks and public space in our towns and cities. CABE Space, established in 2003, is part of CABE, the Commission for Architecture and the Built Environment, which champions the quality of our buildings and spaces.

Department for Communities and Local Government

Eland House

Bressenden Place

London SW1E 5DU

Tel: 020 7944 4400

Fax: 020 7944 9645

Email: contactus@communities.gsi.gov.uk

Website: www.communities.gov.uk

DCLG is responsible for housing, urban regeneration, planning, local government and promoting community cohesion and equality.

Department for Constitutional Affairs

Coroners Division, Ground Floor, 4 Abbey Orchard Street

London SW1P 2HT

Tel: 020 7340 6661 Fax: 020 7340 6680

Website: www.dca.gov.uk/corbur

The Department is responsible for burial and cremation law and practice, including exhumation. The Welsh Assembly is responsible for regulations in Wales. In Scotland, responsibility for the relevant law lies with the Scottish Executive. Before June 2005, the government department responsible for burial law in England was the Home Office.

Burial and Cemeteries Advisory Group

Website: www.dca.gov.uk/corbur/buria01.htm

The Burial and Cemeteries Advisory Group was established in December 2001 following the March 2001 report on cemeteries by the Environment, Transport and Regional Affairs Committee). The Group was established to use the collective expertise of the industry, and to provide advice and information for burial authorities, the public, and government, including in connection with the review of burial law.

Disability Rights Commission

DRC Helpline, FREEPOST MID02164

Stratford upon Avon CV37 9BR

Tel: 08457 622 633 Textphone: 08457 622 644

Website: www.drc-gb.org.uk

The DRC is an independent body established in 2000 by Act of Parliament to stop discrimination and promote equality of opportunity for disabled people. The DRC website has useful links for disability organisations, advisory organisations, and accessibility technology.

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Email: customers@english-heritage.org.uk

Website: www.english-heritage.org.uk

English Heritage's role is to make sure that the historic environment of England is properly maintained and cared for. By employing some of the country's very best architects, archaeologists and historians, English Heritage aims to help people understand and appreciate why the historic buildings and landscapes around them matter. From the first traces of civilisation, to the most significant buildings of the 20th century, English Heritage wants every important historic site to get the care and attention it deserves.

HELM Historic Environment Local Management

English Heritage's web-based resource to enable local authorities to manage change in the historic environment with skill and confidence www.helm.org.uk

English Heritage – National Monuments Record Centre (NMRC)

NMR Enquiry and Research Services

National Monuments Record Centre

Great Western Village, Kemble Drive

Swindon SN2 2GZ

Tel: 01793 414600 Fax: 01793 414606

Email: nmr@english-heritage.org.uk

To find out whether a building or monument is listed, or a cemetery landscape design is registered. English Heritage can provide free copies of the 'listing description' of up to three buildings within five working days (or next day, for a fee).

English Heritage Customer Services – Catalogue and

ordering for free publications

PO Box 569

Swindon SN2 2YP

Tel: 0870 333 1181

Email: customers@english-heritage.org.uk

Website: www.english-heritage.org.uk

English Nature

(now part of Natural England)

Health and Safety Executive (HSE)

HSE Infoline, Caerphilly Business Park

Caerphilly CF83 3GG

Tel: 0845 345 0055 Fax: 0845 408 9566

Minicom 0845 408 9577

Email: hseinformationservices@natbrit.com

Website: www.hse.gov.uk

HSE's mission is to protect people's health and safety by ensuring risks in the changing workplace are properly controlled.

HSE publications

HSE Books, PO Box 1999, Sudbury

Suffolk CO10 2WA

Tel: 01787 881165 Fax: 01787 313995

Email: hsebooks@prolog.uk.com Website: www.hsebooks.co.uk

Historic Scotland

Longmore House, Salisbury Place

Edinburgh EH9 1SH

Tel: 0131 668 8600

Tel: 0131 668 8638 for conservation publications and free leaflets

Website: www.historic-scotland.gov.uk

Historic Scotland safeguards the nation's historic environment and promotes its understanding and enjoyment on behalf of the Scottish ministers.

Home Office

See Department for Constitutional Affairs

Natural England

Enquiries, Natural England, Northminster House

Peterborough PE1 1UA

Tel: 0845 600 3078 Fax: 01733 455103

Email: enquiries@naturalengland.org.uk

Website: www.naturalengland.org.uk

Natural England is the new government body working for people, places and nature, enhancing biodiversity, landscapes and wildlife in rural, urban, coastal and marine areas; promoting access, recreation and public well-being, and contributing to the way natural resources are managed so that they can be enjoyed now and in the future.

Natural England publications

Tel: 0870 120 6466

Email: naturalengland@twoten.com.

Alternatively Natural England free publications can be

downloaded from the following sites:

www.english-nature.org.uk/pubs/publication/pub_search.asp

www.countryside.gov.uk/publications

www.defra.gov.uk/rds/publications

Office of the Deputy Prime Minister

See Department for Communities and Local Government

Planning Portal

Website: www.planningportal.gov.uk

The UK Government's one-stop-shop for planning information and services online. This planning resource provides information on planning permission and appeals, government policy, and contact details.

BURIAL, CREMATION, LOCAL GOVERNMENT AND PROFESSIONAL ORGANISATIONS

Association of Burial Authorities

155 Upper Street

London N1 1RA

Tel: 020 7288 2522 Fax: 020 7288 2533

Email: aba@swa-pr.co.uk

ABA represents the interests of organisations engaged in the management and operation of burial grounds. It has taken on some of the functions of the Memorial Advisory Bureau and is a useful source of advice on conservation and maintenance issues in churchyards and cemeteries.

Association of Local Government Archaeological Officers

Cornerstone, Forbe

Alford AB33 8QH

Tel: 01287 205863

Email: algao-cji@ntlworld.com Website: www.algao.org.uk

The Association provides a forum representing archaeologists working for local authorities, including national parks, throughout England and Wales. ALGAAO's range of interests embrace all aspects of the historic environment.

Confederation of Burial Authorities

See Institute of Cemetery & Crematorium Management

Council for British Archaeology

St Mary's House, 66 Bootham

York YO30 7BZ

Tel: 01904 671417 Fax: 01904 671384

Email: info@britarch.ac.uk Website: www.britarch.ac.uk

The CBA is the principal UK-wide non-governmental organisation that promotes knowledge, appreciation and care of the historic environment for the benefit of present and future generations.

The Cremation Society of Great Britain

2nd Floor, Brecon House, 16/16a Albion Place, Maidstone
Kent ME14 5DZ

Tel: 01622 688292/3 Fax: 01622 686698

Email: cremsoc@aol.com Website: www.cremation.org.uk

The society promotes cremation.

The Federation of British Cremation Authorities

41 Salisbury Road, Carshalton
Surrey SM5 3HA
Tel: 020 8669 4521 Website: www.fbca.org.uk

The Federation of British Cremation Authorities represents 94% of all cremation authorities in the United Kingdom and has one overseas member in Canada.

Local Government Association

Local Government House, Smith Square
London SW1P 3HZ
Tel: 020 7664 3000 Fax: 020 7664 3030
Email: info@lga.gov.uk Website: www.lga.gov.uk

The LGA represents all local authorities in England and Wales and promotes better local government.

GreenSpace (formerly the Urban Parks Forum Ltd)

Caversham Court, Church Road, Reading
Berkshire RG4 7AD
Tel: 0118 946 9060 Fax: 0118 946 9061
Email: info@green-space.org.uk Website: www.green-space.org.uk

GreenSpace is a registered charity set up to help those committed to the planning, design, management and use of public parks and open spaces.

Heritage Building Contractors Group

c/o Linford Group Ltd
Quonians, Lichfield
Staffordshire WS13 7LB
Tel: 01543 441367 Fax: 01543 410 065
Email: dlinford@linford-bridgeman.co.uk

The Group has a membership of highly-skilled, specialist contractors prominent in the repair of historic buildings, monuments and sites.

Institute of Cemetery & Crematorium Management

City of London Cemetery
Aldersbrook Road, Manor Park
London E12 5DQ
Tel: 020 8989 4661 Fax: 020 8989 6112
Email: julie@iccm.fsnet.co.uk Website: www.iccm-uk.com

The ICCM facilitates the better provision, operation, administration and management of cemeteries, crematoria and bereavement related services. (The ICCM was formed from the merger of the IBCA and the CBA).

Institute of Leisure and Amenity Management

ILAM House, Lower Basildon
Reading RG8 9NE
Tel: 01491 874800 Fax: 01491 874801
Website: www.ilam.co.uk

ILAM is the professional body for the leisure industry and represents the interests of leisure managers across all sectors and specialisms of leisure.

Institution of Civil Engineers

1 Great George Street
London SW1P 3AA
Tel: 020 7222 7722 Fax: 020 7222 7500
Website: www.ice.org.uk

The Institution of Civil Engineers is an independent engineering institution representing professionally qualified civil engineers.

Landscape Institute

33 Great Portland Street
London W1W 8QG
Tel: 020 7299 4500 Fax: 020 7299 4501
Email: mail@l-i.org.uk Website: www.l-i.org.uk

The Landscape Institute is the chartered institute in the UK for landscape architects, incorporating designers, managers and scientists, concerned with enhancing and conserving the environment. The Landscape Institute promotes the highest standards in the practice of landscape architecture and management. Its main object is to regulate the way its members operate through its mandatory code of professional conduct.

The National Association of Memorial Masons

27a Albert Street, Rugby
Warwickshire CV21 2SG
Tel: 01788 542264 Fax: 01788 542276
Email: enquiries@namm.org.uk Website: www.namm.org.uk

The aim of the Association is to further the memorial masonry industry and safeguard the interests of the bereaved through the promotion of high standards, wide choice and increased understanding in all matters relating to natural stone memorials.

Royal Institute of British Architects

66 Portland Place
London W1B 4AD
Tel: 020 7580 5533 Fax: 020 7255 1541
Email: admin@inst.riba.org Website: www.riba.org.uk

The RIBA's mission is to advance architecture by demonstrating benefit to society and promoting excellence in the profession.

Royal Institution of Chartered Surveyors and RICS Building Conservation Forum

12 Great George Street
London SW1P 3AD
Tel: 0207 222 7000 Fax: 0207 222 9430
Email: info@rics.org.uk Website: www.rics.org.uk

Building Conservation Forum
Website: www.rics.org/buildingconservation

RICS is a global professional body that represents, regulates and promotes chartered surveyors and technical surveyors. RICS Building Conservation Forum is a forum for chartered surveyors linked by a common interest in conservation and using its profile.

Stone Federation of Great Britain

Channel Business Centre
Ingles Manor, Castle Hill Avenue, Folkestone
Kent CT20 2RD
Tel: 01303 856123 Fax: 01303 221095
Website: www.stone-federationgb.org.uk

The Stone Federation of Great Britain provides specifiers and users with a first point of contact for information, advice and guidance in sourcing an appropriate material and a reliable service.

United Kingdom Institute for Conservation of Historic and Artistic Works

3rd Floor, Downstream Building, 1 London Bridge
London SE1 9BG
Tel: 020 7785 3805 Fax: 020 7785 3806
Email: admin@instituteofconservation.org.uk
Website: www.ukic.org.uk

UKIC is the professional body representing those who care for the country's cultural objects and heritage collections. The Institute exists to foster excellence in the provision of conservation services, to raise awareness of the importance of conservation skills, and to provide information and advice to those requiring conservation services.

HISTORIC ENVIRONMENT ORGANISATIONS

The Architectural Heritage Fund

Clareville House, 26/27 Oxenden Street
London SW1Y 4EL
Tel: 020 7925 0199
Email: ahf@ahfund.org.uk Website: www.ahfund.org.uk

The Architectural Heritage Fund helps to repair and regenerate historic buildings by helping voluntary and community groups, with grants, low-interest loans, and advice.

Association of Gardens Trusts

70 Cowcross Street
London EC1M 6EJ
Tel/Fax: 020 7251 2610 Website: www.gardenstrusts.co.uk

The AGT is the national organisation of County Gardens Trusts engaged in conserving, researching, documenting and caring for parks, gardens and designed landscapes.

Cathedral and Church Buildings (formerly the Council for the Care of Churches)

Church House, Great Smith Street
London SW1P 3NZ
Tel: 020 7898 1000
Website: www.cofe.anglican.org/about/cathedralchurchbuild/

The organisation is responsible for national policy on the Church of England's buildings which are used for worship and for developing the Church's vision of how it may best use its buildings.

Cemetery Research Group

Dr Julie Rugg
Centre for Housing Policy, University of York
Heslington
York YO10 5DD
Tel: 01904 321480 Fax: 01904 321481
Email: jrl0@york.ac.uk Website: www.york.ac.uk/inst/chp/crg

The principal aim of the CRG is to expand an understanding of current and past burial culture in the modern period in the UK, by studying the ways in which social, emotional and religious concerns have interacted with economic and political imperatives to frame burial practice.

The Churches Conservation Trust

1 West Smithfield
London EC1A 9EE
Tel: 020 7213 0600 Fax: 020 7213 0678
Email: central@tcct.org.uk Website: www.visitchurches.org.uk

The Trust cares for redundant churches.

English Historic Towns Forum

PO Box 22
Bristol BS16 1RZ
Tel: 0117 975 0459 Fax: 0117 975 0460
Website: www.historic-towns.org/ehf

The objective of the EHTF is to promote and reconcile prosperity and conservation in historic towns.

The Garden History Society

70 Cowcross Street
London EC1M 6EJ
Tel: 020 7608 2409 Fax: 020 7490 2974
Email: enquiries@gardenhistorysociety.org
Website: www.gardenhistorysociety.org.uk

The GHS is the national amenity society for the study and protection of historic parks and gardens.

The Local History Directory

Website: www.local-history.co.uk

The *Local History Magazine's* website listing county based local history associations, and local history umbrella groups covering towns and conurbations.

Survey of the Jewish Built Heritage

Jewish Heritage UK, PO Box 193
Manchester M13 9HZ
Tel: 0161 275 3611
Email: director@jewish-heritage-uk.org Website: www.jewish-heritage-uk.org

The Jewish Built Heritage in the UK and Ireland is a comprehensive survey of Jewish monuments and sites.

The Victorian Society

1 Priory Gardens, Bedford Park
London W4 1TT
Tel: 0870 774 3698 Fax: 0870 774 3699
Email: admin@victorian-society.org.uk
Website: www.victorian-society.org.uk

A national amenity society for the study and protection of Victorian and Edwardian architecture.

MONUMENTS AND SCULPTURE ORGANISATIONS

The Church Monuments Society

See website for current secretary's address for correspondence
Email: churchmonuments@aol.com
Website: www.freespace.virgin.net/john.bromilow/CMS/

The Church Monuments Society offers a focus for all who have an interest in church monuments of all types and periods. It was conceived to encourage the appreciation, study and conservation of church monuments both in the UK and abroad.

The Mausolea and Monuments Trust

70 Cowcross Street
London EC1M 6EJ
Tel/Fax: 020 7608 1441
Email: mausolea@btconnect.com
Website: www.mausolea-monuments.org.uk

The Mausolea and Monuments Trust is a charitable trust, founded in 1997, for the protection and preservation for the public of mausolea and sepulchral monuments situated within the United Kingdom and Northern Ireland.

The Memorial Awareness Board

Southbank House, Black Prince Road
London SE1 7SJ
Tel: 020 7463 2020 Fax: 020 7463 2008
Email: mab@mdacomms.com
Website: www.namm.org.uk

The organisation is dedicated to furthering the memorial masonry industry and safeguarding the interests of the bereaved through the promotion of high standards, wide choice and increased understanding in all matters relating to natural stone memorials.

National Archive of Memorial Inscriptions

Richard Smart, Director
De Montfort University, Polhill Avenue
Bedford MK41 9EA
Email: info@memorialinscriptions.org.uk

Public Monuments and Sculpture Association

c/o Courtauld Institute of Art
Somerset House, Strand
London WC2R 0RN
Tel: 020 7848 2614
E-mail: pmsa@pmsa.org.uk Website: www.pmsa.org.uk

The PMSA aims to heighten public appreciation of Britain's public sculpture, and to contribute to its preservation, protection and promotion.

War Memorials Trust (formerly known as Friends of War Memorials)

4 Lower Belgrave Street
London SW1W 0LA
Tel: 020 7259 0403 (charity) 020 7881 0862 (conservation)
Fax: 020 7259 0296 Email: info@warmemorials.org
Website: www.warmemorials.org

The Trust is dedicated to protecting and conserving all War Memorials within the UK forever.

WILDLIFE ORGANISATIONS

Alliance of Religions and Conservation

3 Wynnstay Grove
Manchester M14 6XG
Tel: 0161 248 5731 Fax: 0161 248 5736
Website: www.arcworld.org

A charity that works with religious communities and environmental groups around the world to develop and expand efforts to care for the environment.

Arthur Rank Centre

National Agricultural Centre
Stoneleigh Park
Warwickshire CV8 2LZ
Tel: 024 7685 3060 Fax: 024 7641 4808
Email: info@arthurrankcentre.org.uk
Website: www.rase.org.uk

The Arthur Rank Centre serves the rural community and its churches. The Living Churchyard and Cemetery Project is designed to encourage conservation management of churchyards and burial grounds for wildlife.

The Bat Conservation Trust

Unit 2, 15 Cloisters House, 8 Battersea Park Road
London SW8 4BG
Tel: 020 7627 2629 Fax: 020 7627 2628
Email: enquiries@bats.org.uk Website: www.bats.org.uk

The Trust is a membership organisation devoted to the conservation of bats and their habitats.

British Lichen Society

c/o Department of Botany
Natural History Museum, Cromwell Road
London SW7 5BD
Email: bls@nhm.ac.uk Website: www.argonet.co.uk/users/jmgray

The Society was formed to stimulate and advance interest in all branches of lichenology.

British Mycological Society

Joseph Banks Building
Royal Botanic Gardens
Kew, Richmond
Surrey TW9 3AB
Email: info@britmycolsoc.org.uk
Website: www.britmycolsoc.org.uk

The Society's objective is to promote mycology in all its aspects. See also www.fungus.org.uk for links to local fungus groups.

The Wildlife Trusts

The Kiln, Waterside
Mather Road, Newark
Nottinghamshire NG24 1WT
Tel: 0870 036 7711 Fax: 0870 036 0101
Email: enquiry@wildlife-trusts.cix.co.uk
Website: www.wildlifetrusts.org

A conservation charity dedicated to wildlife conservation, with a network of 47 local wildlife trusts. Website includes links to local wildlife trusts.

GEOLOGY ORGANISATIONS

The Association of UK RIGS Groups (Regionally Important Geological and Geomorphological Sites)

National Stone Centre, Porter Lane
Middleton by Wirksworth
Derbyshire DE4 4LS
Tel: 01629 824833
Email: info@ukrigs.org.uk Website: www.ukrigs.org.uk

The Association encourages the appreciation, conservation and promotion of RIGS for education and public benefit.

The Geological Society

Burlington House
Piccadilly
London W1J 0DU
Tel: 020 7434 9944 Fax: 020 7439 8975
Email: enquiries@geolsoc.org.uk Website: www.geolsoc.org.uk

The Geological Society of London is the UK national society for geoscience. It is a learned and professional body, and a registered charity, and exists to promote the geosciences and the professional interests of UK geoscientists.

The Geologists' Association

Burlington House
Piccadilly
London W1J 0DU
Tel: 020 7434 9298 Fax: 020 7287 0280
Email: geol.assoc@btinternet.com
Website: www.geologist.demon.co.uk

The Association is a charitable organisation serving the interests of both amateur and professional geologists and promoting the study of geology.

VOLUNTEER ORGANISATIONS

BTCV (British Trust for Conservation Volunteers)

Conservation Centre
163 Balby Road, Doncaster
South Yorkshire DN4 0RH
Tel: 01302 572244 Fax: 01302 310167
Email: information@btcv.org.uk Website: www.btcv.org

BTCV is the UK's leading charity creating better environments where people feel valued, included and involved.

Federation of City Farms and Community Gardens

The GreenHouse
Hereford Street
Bristol BS3 4NA
Tel: 0117 923 1800 Fax: 0117 923 1900
Email: admin@farmgarden.org.uk Website: www.farmgarden.org.uk

City farms and community gardens are projects working with people, animals and plants. Each one is unique. They are (or are aiming to become) community-led and managed, empowering those involved through a sustainable approach to what they do.

National Federation of Cemetery Friends

42 Chestnut Grove
South Croydon CR2 7LH
Email: GwynethI@btinternet.com
Website: www.cemeteryfriends.org.uk

Groups of volunteers dedicated to conserving their local cemeteries. The website has links to other Cemetery Friends Groups' websites.

FUNDING IN ENGLAND

Aggregates Levy Sustainability Fund

ASLF Team, Area 2D
Ergon House, Horseferry Road
London SW1P 2AL
Email: alex.j.comber@defra.gsi.gov.uk

The Fund is administered at the strategic level by Defra which has delegated the authority to distribute funds to a number of distributing bodies including DCLG, Natural England, English Heritage, and the Department for Transport. The ASLF is funded through revenue raised by the Aggregates Levy. One area of the fund's work is to provide grants for landscapes and communities.

Architectural Heritage Fund

Clareville House
26/27 Oxenden Street
London SW1Y 4EL
Tel: 020 7925 0199 Fax: 020 7930 0295
Email: ahf@ahfund.org.uk Website: www.ahfund.org.uk

The Architectural Heritage Fund helps to repair and regenerate historic buildings by helping voluntary and community groups, with grants, low-interest loans, and advice.

Big Lottery Fund (merging the New Opportunities Fund and Communities Fund)

1 Plough Place
London EC4A 1DE
Tel: 0207 211 1800 Fax: 020 7211 1750
Textphone: 0845 039 0204
Email: general.enquiries@biglotteryfund.org.uk
Website: www.biglotteryfund.org.uk

Big Lottery Fund is an organisation that was created by merging the New Opportunities Fund, which provides funding for health, education and environment projects and the Community Fund, which provides funding for charities and the voluntary and community sectors. It will also take over the Millennium Commission's role of supporting large-scale regeneration projects. It will hand out half the money for good causes from the National Lottery.

English Heritage See p 39

Forestry Commission England

Great Eastern House
Tenison Road
Cambridge CB1 2DU
Tel: 01223 314546 Fax: 01223 460699
Email: nationaloffice.fcengland@forestry.gsi.gov.uk
Website: www.forestry.gov.uk/england

The Forestry Commission is responsible for the sustainable management of existing woods and forests; and a steady expansion of our woodland area to provide more benefits for society and the environment. The English Woodland Grant Scheme includes grants for woodland planning, assessment, regeneration, management and improvement, and creation.

Geologists' Association Curry Fund

The Geologists' Association
Burlington House, Piccadilly
London W1J 0DU
Tel: 020 7434 9298 Fax: 020 7287 0280
Email: geol.assoc@btinternet.com
Website: www.geologist.demon.co.uk

The Curry Fund exists to support geological publications, including film, video and television productions; geological conservation, including the purchase, clearance and recording of sites other initiatives approved by the Council, including awards to individuals. The Curry Fund has supported work on graveyards and cemeteries.

Heritage Lottery Fund

7 Holbein Place
London SW1W 8NR
Tel: 020 7591 6000 Fax: 020 7591 6271
Email: enquire@hlf.org.uk Website: www.hlf.org.uk

The Heritage Lottery Fund gives grants to a wide range of projects involving the local, regional and national heritage of the United Kingdom. The website includes application packs, guidance notes and other publications.

Landfill Tax Credit Scheme

Website: www.ltcs.org.uk

The LTCS was designed to help mitigate the effects of landfill upon local communities. It encourages partnerships between landfill operators, their local communities and the voluntary and public sectors. See website for directory of distributive environmental bodies.

The LTCS was introduced with the landfill tax in October 1996 and enables landfill site operators to donate up to 6.0 per cent of their landfill tax liability to environmental projects in return for a 90 per cent tax credit.

Natural England

See p 40



English Heritage is the Government's statutory advisor on the historic environment.

Our role is to champion and care for the historic environment which we do by:

- Improving understanding of the past through research and study
- Providing conservation grants, advisory and education services
- Identifying and helping to protect buildings and archaeological sites of national importance
- Maintaining over 400 historic properties and making them accessible to the broadest possible public audience
- Maintaining the National Monuments Record as the central publicly accessible archive for the historic environment in England.

For more information please see www.english-heritage.org.uk

Natural England is a new government body championing integrated resource management, nature conservation, biodiversity, landscape, access and recreation. It combines the talents, skills and resources of English Nature and elements of the Countryside Agency and the Rural Development Service.

Natural England works for people, places and nature to conserve and enhance biodiversity, landscapes and wildlife in rural, urban, coastal and marine areas. It is working towards four strategic outcomes:

- A healthy natural environment
- More people enjoying, understanding and acting to improve the natural environment, more often
- The sustainable use of the natural environment
- A secure environmental future.

For more information please see www.naturalengland.org.uk

For copies of this leaflet, please contact English Heritage Customer Services Department on 0870 333 1181 or email: customers@english-heritage.org.uk
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ENGLISH HERITAGE



THE SETTING OF HERITAGE ASSETS

ENGLISH HERITAGE GUIDANCE

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SETTING

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

**Planning Policy Statement 5:
Planning for the Historic Environment**

I. INTRODUCTION AND PURPOSE OF GUIDANCE

The significance of a heritage asset derives not only from its physical presence and historic fabric but also from its setting – the surroundings in which it is experienced. The careful management of change within the surroundings of heritage assets therefore makes an important contribution to the quality of the places in which we live.

This document sets out English Heritage guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes¹. It provides detailed advice intended to assist implementation of *Planning Policy Statement 5: Planning for the Historic Environment* and its supporting *Historic Environment Planning Practice Guide*, together with the historic environment provisions of the National Policy Statements for nationally significant infrastructure projects. It also has relevance in terms of the design policies (paragraphs 33 to 39) in *Planning Policy Statement 1: Delivering Sustainable Development*. It should be read in conjunction with these documents and may additionally assist in the consideration of other policy, regulation and guidance with implications for the setting of heritage assets. Following the publication of the Government's National Planning Policy Framework in 2012, English Heritage will review and revise its advice.

This guidance provides the basis for advice by English Heritage on the setting of heritage assets when we respond to consultations and when we assess the implications of development proposals on the historic estate that we manage. It is also intended to assist others involved with managing development that may affect the setting of heritage assets. While consideration of setting is necessarily a matter of informed judgement, the aim of the guidance is to assist effective and timely decision-making by ensuring it takes place within a clear framework and is as transparent and consistent as possible.

Section 2 of this guidance provides advice on the definition of setting and general principles. Section 3 deals with setting in the context of strategic planning. The frame of reference for these sections is, therefore, the heritage asset and the entirety of its setting. In subsequent sections, which deal with assessing the implications of change, the focus shifts to the development site, within a setting.

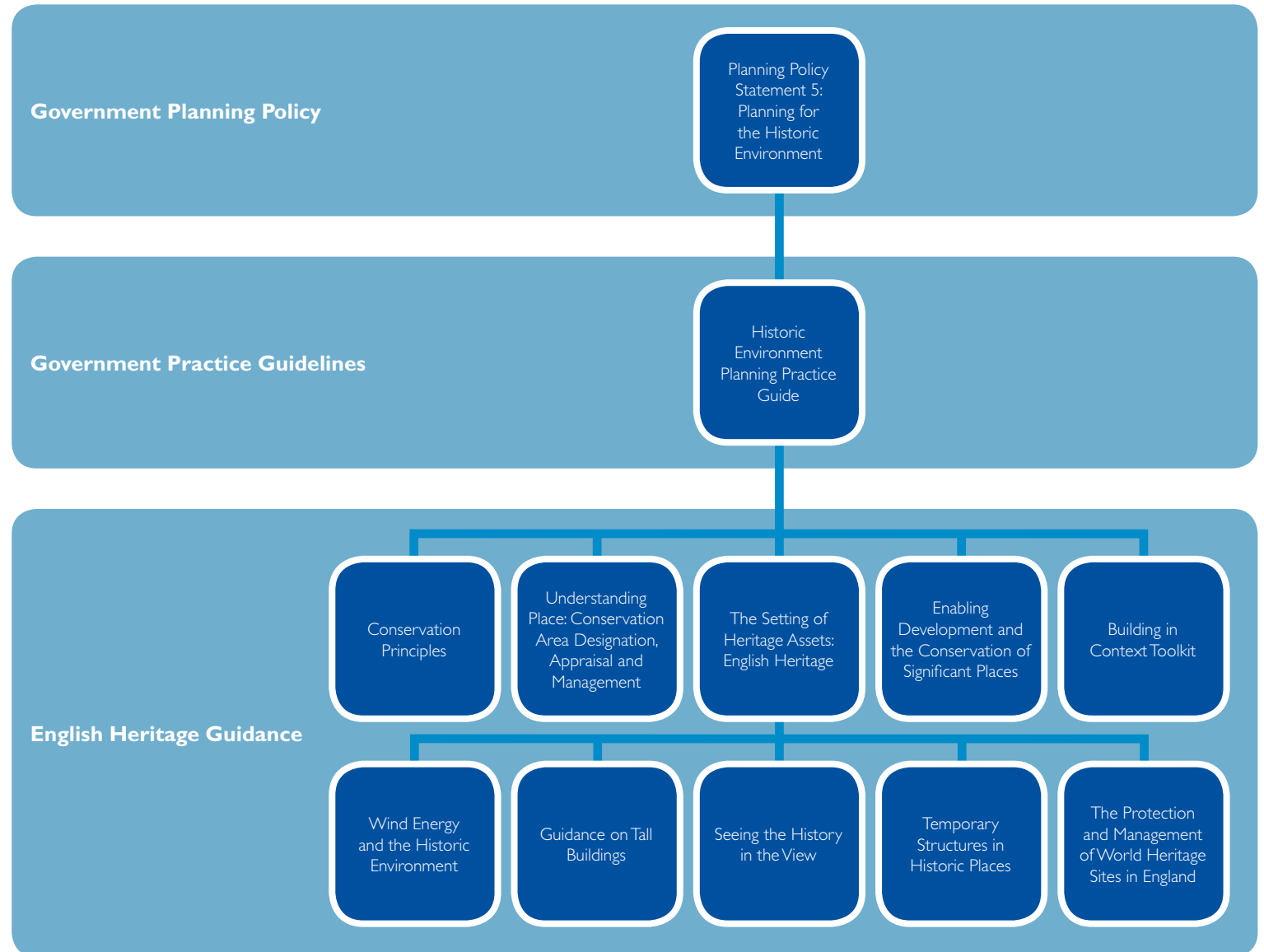
While this document provides the principal English Heritage advice on the issue of setting, it is also supported by other guidance on views, on urban design, on enabling development and on types of development that raise particular setting issues. Figure 1 illustrates the relationships of some of these documents, which are referenced in the text and available on the English Heritage website at www.english-heritage.org.uk.

English Heritage will continue to keep its advice on setting under review in the light of anticipated changes to the planning system, significant planning decisions and developing professional practice.

FIGURE I

Selected policy and guidance relevant to the setting of heritage assets.

The diagram illustrates the relationship of selected Government and English Heritage advice only in terms of setting and views. It does not necessarily depict all English Heritage guidance with relevance to setting and views, nor does it imply any differential weight to be applied to various English Heritage guidance notes.



2. DEFINITION OF SETTING AND KEY CONCEPTS

2.1 THE DEFINITION OF SETTING

Planning Policy Statement 5: Planning for the Historic Environment (PPS 5) defines the setting of a heritage asset as 'the surroundings in which [the asset] is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.

This definition of setting is supported by a set of principles that allow the concept to be better understood for the purposes of the plan making and development management processes. These are set out in paragraphs 113 to 117 of *PPS 5 Planning for the Historic Environment: Historic Environment Planning Practice Guide* and are repeated here in *Key principles for understanding setting* (page 5) for ease of reference. The remainder of section 2 examines in more detail the principles for understanding setting and how it may contribute to the significance of heritage assets.

2.2 THE EXTENT OF SETTING²

From the definition provided above, it can be understood that setting embraces all of the surroundings (land, sea, structures, features and skyline) from which the heritage asset can be experienced or that can be experienced from or with the asset. Setting does not have a fixed boundary and cannot be definitively and permanently described as a spatially bounded area or as lying within a set distance of a heritage asset. Views on what comprises a heritage asset's setting may change as the asset and its surroundings evolve, or as the asset becomes better understood. Construction of a distant but high building; development generating noise, odour, vibration or dust over a wide area; or new understanding of the relationship between neighbouring heritage assets may all extend what might previously have been understood to comprise setting.

Reference is sometimes made to the 'immediate' and 'extended' setting of a heritage assets³, but the terms should not be regarded as having any particular formal meaning. While many day-to-day cases will be concerned with the immediate setting of an asset, development within the extended setting may also affect significance, particularly where it is large-scale, prominent or intrusive.

Relationship of setting to curtilage, character and context

Setting is separate from the concepts of curtilage, character and context:

- **Curtilage** is a legal term describing an area around a building, the boundary of which is defined by matters including past and present ownership and functional association and interdependency. The setting of an historic asset will include, but generally be more extensive than, its curtilage (if it has one).
- The **character** of a historic place is the sum of all its attributes. This may include its relationships with people, now and through time; its visual aspects; and the features, materials, and spaces associated with its history, including its original configuration and subsequent losses and changes. Heritage assets and their settings contribute to character, but it is a broader and non-statutory concept, often used in relation to entire historic areas and landscapes.
- The **context** of a heritage asset⁴ is a non-statutory term used to describe any relationship between it and other heritage assets, which are relevant to its significance. These relationships can be cultural, intellectual, spatial or functional (English Heritage 2008a). They apply irrespective of distance, extending well beyond what might be considered an asset's setting, and can include the relationship of one heritage asset to another of the same period or function, or with the same designer or architect.

KEY PRINCIPLES FOR UNDERSTANDING SETTING*

- Setting is the surroundings in which an asset is experienced. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance, or may be neutral. (113)
- The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration; by spatial associations; and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each. They would be considered to be within one another's setting. (114)
- Setting will, therefore, generally be more extensive than curtilage, and its perceived extent may change as an asset and its surroundings evolve or as understanding of the asset improves. (115)
- The setting of a heritage asset can enhance its significance whether or not it was designed to do so. The formal parkland around a country house and the fortuitously developed multi-period townscape around a medieval church may both contribute to the significance. (116)
- The contribution that setting makes to the significance does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance. Nevertheless, proper evaluation of the effect of change within the setting of a heritage asset will usually need to consider the implications, if any, for public appreciation of its significance. (117)

*Taken from paragraphs 113 to 117 of *PPS 5 Planning for the Historic Environment: Historic Environment Planning Practice Guide* with relevant paragraph numbers cited.

Landscape, townscape and setting

Extensive heritage assets, such as landscapes and townscapes, can include many heritage assets and their nested and overlapping settings, as well as having a setting of their own. Entire towns also have a setting which, in a few cases, has been explicitly recognised in green belt designations⁵. A conservation area that includes the settings of a number of listed buildings⁶, for example, will also have its own setting, as will the town in which it is situated. The numbers and proximity of heritage assets in urban areas means that setting is intimately linked to considerations of townscape and urban design (see section 2.5). It is also important in terms of the character and appearance of conservation areas and may often relate to townscape attributes such as lighting, trees, and verges, or the treatments of boundaries or street surfaces. Additional advice on setting in relation to conservation areas is provided in *Understanding Place: Conservation Area Designation, Appraisal and Management* (English Heritage 2011a).

The setting of a heritage asset, such as an individual building or site, may closely reflect the character of the wider townscape or landscape in which it is situated, or be quite distinct from it (eg a quiet garden around a historic almshouse located within the bustle of the urban street-scene). Similarity or contrast between the setting of a heritage asset and its wider surroundings – whether fortuitously or by design – may each make an important contribution to the significance of heritage assets.

2.3 VIEWS AND SETTING

The contribution of setting to the significance of a heritage asset is often expressed by reference to views – a view being a purely visual impression of an asset or place, obtained from, or by moving through, a particular viewing point or viewing place. The setting of any heritage asset is likely to include a variety of views of, across, or including that asset, and views of the surroundings from or through

the asset. A long-distance view may intersect with, and incorporate the settings of numerous heritage assets. Views from within extensive heritage assets can also be important contributors to significance: for example, views from the centre of an historic town, *through* the townscape to its surrounding countryside, or from an historic house, *through* its surrounding designed landscape to the countryside beyond.

Some views may contribute more to understanding the significance of a heritage asset than others. This may be because the relationships between the asset and other historic assets or places or natural features are particularly relevant; because of the historical associations of a particular view or viewing point; or because the composition within the view was a fundamental aspect of the design of the heritage asset. Intentional inter-visibility between heritage assets, or between heritage assets and natural features, can make a particularly important contribution to significance. Some assets, whether contemporaneous or otherwise, were intended to be seen from one another for aesthetic, functional, ceremonial or religious reasons. These include military and defensive sites; telegraphs or beacons; and prehistoric funerary and ceremonial sites. Similarly, many historic parks and gardens include deliberate links to other designed landscapes, and remote 'eye-catching' features or 'borrowed' landmarks beyond the park boundary. Inter-visibility with natural or topographic features, or phenomena such as solar and lunar events, can also make a significant contribution to certain heritage assets.

Particular views may be identified and protected by local planning policies and guidance. This does not mean that additional views or other elements or attributes of setting do not merit consideration. Additional English Heritage advice on views is available in *Seeing the History in the View: A Method for Assessing Heritage Significance Within Views* (English Heritage 2011b).

FIGURES 2 AND 3

The setting of a heritage asset can enhance its significance whether or not it was designed to do so. Conscious design, such as that seen in the park and gardens surrounding Cottesbrooke Hall, Northamptonshire, or the apparently fortuitous beauty that derives from harmonies of scale, design and materials in views framing Wells Cathedral, can both make important contributions. © English Heritage

**2.4 SETTING AND THE SIGNIFICANCE OF HERITAGE ASSETS⁷**

Setting is not a heritage asset, nor a heritage designation. Its importance lies in what it contributes to the significance of the heritage asset. This depends on a wide range of physical elements within, as well as perceptual and associational attributes, pertaining to the heritage asset's surroundings. Each of these elements may make a positive or negative contribution to the significance of the asset, or be neutral. In some instances the contribution made by setting to the asset's significance may be negligible: in others it may make the greatest contribution to significance. Approaches to assessing this contribution in the context of the development management process are considered further in Section 4.2 (Step 2). In addition, the following paragraphs examine some more general considerations relating to setting and significance.

Change over time

Most of the settings within which people experience heritage assets today have changed over time. Understanding this history of change will help to determine how further development within the asset's setting will contribute to its significance.

The setting of some heritage assets may have remained relatively unaltered over a long period and closely resemble the setting in which the asset was constructed or first used. The likelihood of this original setting surviving unchanged tends to decline with age and, where this is the case, it is likely to make an important contribution to the heritage asset's significance. It is more frequently the case that settings have changed, but these changes may themselves enhance significance. Townscape character, in particular, will often have been shaped by cycles of change and creation over the long term. In these circumstances, the evaluation of development affecting the setting of heritage assets requires

an equal degree of care. The recognition of, and response to, the setting of heritage assets as an aspect of townscape character is an important aspect of the design process for new development, and will, at least in part, determine the quality of the final result.

Where the significance of a heritage asset has been compromised by in the past by unsympathetic development affecting its setting, to accord with *PPS 5* policies, consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset. Negative change could include severing the last link between an asset and its original setting; positive change could include the restoration of a building's original designed landscape or the removal of structures impairing views of a building.

Appreciating setting

The definition provided by *PPS 5* makes it clear that the opportunity it affords to appreciate the significance of a heritage asset is an important aspect of setting⁸. This includes the *potential* for appreciation of the asset's significance in the present and the future. People may, for example, be better able to appreciate the significance of a heritage asset once it is interpreted or mediated in some way. Equally they may be able to appreciate the significance of an asset from land that is currently inaccessible, if the extent of statutory or permissive public access changes over time. For this reason, paragraph 117 of the *PPS 5 Practice Guide* confirms that the contribution setting makes to the significance of a heritage asset does not depend on public rights or ability to access the setting.

Similarly, arguments about the sensitivity of a setting to change should not be based on the numbers of people visiting it. This will not adequately take account of qualitative issues, such as the importance of quiet and tranquillity as an attribute of setting; constraints on the public to routinely gain access to a setting because of remoteness

or challenging terrain; or the importance of the setting to a local community who may be few in number. In accordance with *PPS 5* policy HE 10, it may nevertheless be appropriate to consider the implications for people's and communities' ability to appreciate an asset and its setting when considering a development proposal and to seek to enhance that ability or minimise adverse impacts on it.

Heritage assets that comprise only buried remains may not be readily appreciated by a casual observer; they nonetheless retain a presence in the landscape and, like other heritage assets, have a setting. Historic battles often leave no visible traces, but their sites still have a location and a setting which may include important strategic views; routes by which the opposing forces approached each other; and a topography that played a part in the outcome. Similarly, buried archaeological remains can also often be appreciated in historic street or boundary patterns; in relation to their surrounding topography or other heritage assets; or through the long-term continuity in the use of the land that surrounds them. While the form of survival of an asset may influence the degree to which its setting contributes to significance and the weight placed on it, it does not necessarily follow that the contribution is nullified if the asset is obscured or not readily visible.

FIGURE 4

All heritage assets have a setting, irrespective of the form in which they survive. As two in a chain of Romano-British defences on the Cumbrian coast, inter-visibility between the sites on Swarthy Hill and the fort on the headland at Maryport (in background) was important to their functioning and is now a contribution to their significance as archaeological sites. The Swarthy Hill site has existed as a building, an earthwork, a levelled archaeological site and, now, a reconstructed archaeological site. Its setting, including the historic interest of its intervisibility with the Maryport site, has persisted throughout, although it might have been accorded different weight depending on the form of its survival. © English Heritage

**FIGURE 5**

Historic battles often leave no visible traces but their sites still have a setting. Blore Heath battlefield where, in 1459, the armies of the Houses of York and Lancaster fought the battle that began the English Wars of the Roses. © English Heritage Photo Library

**FIGURE 6**

Landscapes and townscapes can include many heritage assets. Their nested and overlapping settings and the numbers and proximity of heritage assets in urban areas means that setting is intimately linked to considerations of townscape and urban design. The setting of the historic town of Totnes, Devon, embraces the settings of its conservation area, its castle and its many listed buildings. © Peter Anderson, English Heritage Photo Library



2.5 SETTING, DESIGN AND VIABILITY

Designed settings

Many heritage assets have settings that have been designed to enhance their presence and visual interest or to create experiences of drama or surprise. Views and vistas, or their deliberate screening, are key features of these designed settings, providing design axes and establishing their scale, structure, layout and character. These designed settings may also be regarded as heritage assets in their own rights, which, themselves, have a wider setting: a park may form the immediate setting for a great house, while having its own setting that includes lines-of-sight to more distant heritage assets or natural features beyond the park boundary.

Although an understanding of setting and views is an important element of the register entry on the English Heritage *Register of Parks and Gardens of Special Historic Interest in England*, the designated area is often restricted to the 'core' elements, such as a formal park. It is important, therefore, that the extended and remote elements of design are taken into account when the setting of a designed landscape is being evaluated.

Setting and urban design

As much new development in built-up areas takes place within the setting of heritage assets, urban design considerations are often closely linked to the protection and enhancement of setting (see section 4.2 Steps 3 and 4). Consideration of PPS 5 policy HE 7.5 and its supporting guidance, together with the design policies in PPS 1, in tandem with the PPS 5 policies and practice guidance on setting will help to ensure that heritage assets and their settings are physically, socially and economically integrated into the fabric of the modern townscape.

The degree of conscious design or fortuitous beauty in a townscape setting and the degree of visual harmony or congruity it provides will vary, but will always be an important consideration. The heritage significance of a historic townscape that provides the setting for heritage assets can, for example, lie in the broad visual harmony derived from the use of a narrow range of materials (such as the Oolitic limestone of Bath or the stucco of Brighton), even though individual buildings have developed at different times and in different styles. In such a context the design of new development is likely to make a more positive contribution if the same palette is utilised, or have a negative impact if discordant materials are chosen. Equally, the harmony of other townscape settings may encompass a variety of materials and forms, but may be unified by a common alignment, scale or other attribute that it would be desirable for new development to adopt.

There are many examples of innovative buildings and structures in historic areas that are valued for that quality, but where a development in the setting of a heritage asset is designed to be distinctive or dominant and, as a result, it causes harm to the asset's significance, there will need to be justification for that harm in order to accord with the policies within PPS 5. Where the justification lies partly or wholly in the proposed public benefit deriving from the aesthetic value of the new building's architecture, it is important to recognise the subjective and speculative nature of judgements about eventual public value based on a design proposal. This can be compared with the degree of certainty attaching to the current contribution of the setting to the significance of the asset. If the justification flows from the proposed use of the building, rather than its aesthetic values, consideration should be given to avoiding conflict between the new and the harm to the historic environment through other designs, following policies HE7.2 and HE7.5 of PPS 5

FIGURES 7 AND 8

The economic and social viability of a heritage asset can be diminished over the longer term if accessibility to or from its setting is reduced by badly designed or insensitively located development.

FIGURE 7

The construction of a ring road in the 1970s cut across the historic approach to Doncaster Minster from the town and contributed to a decline in congregation size. A newly appointed Places of Worship Support Officer will investigate how to improve physical links with the town.
© English Heritage

FIGURE 8

Limitations on access to its setting caused by the construction of the M3, together with resultant impacts on its significance caused by traffic movement and noise, severely limited the range of viable and suitable options for the adaptive re-use of the redundant barn at Hartley Wintney, Hampshire. The barn was eventually converted to a car show room. Image © English Heritage



in particular. Detailed commentary on these issues lies outside the scope of this guidance. Further advice is currently provided in *By Design: Urban design in the planning system: towards better practice* (CABE/DETR 2000); *Building in Context: New Development in Historic Areas* (English Heritage/CABE 2001); and *Building in Context Toolkit: New Development in Historic Areas* (English Heritage 2006).

Setting and economic and social viability

The economic and social viability of a heritage asset can be diminished if accessibility from or to its setting is reduced by badly designed or insensitively located development. A new road scheme affecting the setting of an historic building may decrease the public's ability or inclination to visit and use it, reducing its social or economic viability, or may limit the options for the marketing or adaptive re-use of a building.

FIGURES 9 AND 10

Long-distance views and linear features such as avenues may be particularly important aspects of designed landscapes, as may the 'borrowing' of features from adjacent landscapes.

FIGURE 9

Grade II* listed Keppel's Column provides a dramatic feature on the skyline when seen from Wentworth Woodhouse, South Yorkshire. The column is one of a series of monuments intended to be visible from the house as key elements of its setting, despite being situated over two kilometres south of the formal park. © English Heritage

FIGURE 10

The designed landscape surrounding Stowe, in Buckinghamshire, illustrates the importance of long-distance views for the setting of the house. Such views may make a particularly important contribution to the significance of a heritage asset. © English Heritage

FIGURES 11 AND 12

An important aspect of setting is the opportunity it affords people to appreciate the significance of a heritage asset, now or in the future.

FIGURE 11

The sensitivity of an asset's setting to change cannot depend on the numbers of people visiting it, as this will not adequately take account of attributes such as quiet, tranquillity or remoteness. For example, the isolated setting of the church of St Thomas a Beckett at Fairfield attests to the marginal nature of past settlement on Romney Marsh and thus contributes to its significance. © English Heritage Photo Library

FIGURE 12

The interpretation of buried archaeology can significantly enhance public appreciation of its setting. Elements of a Roman amphitheatre that lay directly beneath London's medieval Guildhall complex seem to have survived until the 13th century and influenced the layout of the Guildhall buildings and the church of St Lawrence Jewry. This relationship between buried archaeology and modern townscape has been revealed by marking out the form of the amphitheatre in the paving of Guildhall Yard. © English Heritage.



3. SETTING AND PLAN-MAKING

3.1 DEVELOPMENT PLANS

PPS 5 Policy HE 3.4 states that local development plans 'should include consideration of how best to conserve individual, groups or types of heritage assets that are most at risk of loss through neglect, decay or other threats' and Policy HE10.2 states that 'Local planning authorities should identify opportunities for changes in the setting to enhance or better reveal the significance of a heritage asset'.

To achieve these ends, English Heritage recommends that local development plans should address the conservation and enhancement of setting through criteria-based and site-specific policies and, where appropriate, through supplementary planning documents. Policies of this type will provide an effective framework for the consideration of individual planning applications affecting setting and can also usefully address the implications of cumulative change affecting setting. Cross-referencing to policies on urban design or on landscape conservation would also be helpful as these can be closely related to setting.

3.2 OTHER STRATEGIC OR MANAGEMENT PLANS

It is also important for consideration to be given to the setting and views of heritage assets in the preparation of spatial masterplans (such as design guides, development briefs and strategic development frameworks) and in the policies and guidance provided by management and conservation plans (including World Heritage Site management plans, National Park or AONB management plans, conservation area management plans and conservation plans for individual heritage assets).

The proactive analysis of what setting contributes to significance requires a comparable approach to that set out in Section 4.2 (Step 2), where it is discussed in the context of responding to specific

development proposals. While it is not practicable to definitively map setting (as a geographically bounded area) in advance of unforeseen future developments (see section 2.2), it is possible for a plan to define which aspects and qualities of a heritage asset's setting contribute to or detract from its significance, to analyse and illustrate particularly important views or to provide appropriate design guidance. *Seeing the History in the View* (English Heritage 2011b) stresses the advantages conferred by a baseline analysis of views and provides guidance on one possible approach.

3.3 SETTING AND STRATEGIC ENVIRONMENTAL ASSESSMENT

The *Environmental Assessment of Plans and Programmes Regulations 2004*, which give force to *EU Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment*, requires environmental effects to be taken into account by authorities during the preparation of plans and programmes through the process of Strategic Environmental Assessment (SEA). SEA requires the preparation of a baseline environmental study, an assessment of likely significant environmental effects of implementing the plan and its reasonable alternatives, and how these are to be addressed.

Categories of environmental issues requiring consideration through SEA include cultural heritage and landscape. English Heritage recommends, therefore, that the setting of heritage assets is taken into account in the baseline environmental study where appropriate.

FIGURES 13 TO 16

A history of change or a comparative lack of change in the setting of a heritage asset both have the potential to contribute to its significance.

FIGURE 13

Palaeoenvironmental evidence suggests that heathland developed in the New Forest from the Mesolithic period onwards. The present-day setting of a Bronze Age burial mound on Yew Tree Heath, in the New Forest National Park, is likely to resemble the environment within which the monument was constructed and has persisted for many centuries. This adds to the significance of the monument and the public's ability to understand and appreciate it. © Frank Green, New Forest National Park

**FIGURE 14**

The ancient wood-pasture that surrounds the medieval tithe barn at Goudhurst, in the High Weald of Kent, retains much of the historic character of the landscape within which the historic farmstead was originally constructed, reinforcing the significance of the medieval building. © Janina Holubeki/High Weald AONB

**FIGURE 15**

The courtyard of Somerset House, London, with its strictly symmetrical form, planned skyline and dramatic entry sequence, is considered to be the most perfect 18th-century space in London. The view from the Strand, through the courtyard, to the unspoilt skyline makes a major contribution to the significance and public appreciation of the building. © English Heritage

**FIGURE 16**

The setting of St Paul's cathedral, in London's commercial core, is architecturally varied and innovative. The new City of London Information Centre reflects this character by replacing a poorly-designed 1950's kiosk with a bold contemporary structure. The design of the new building was informed by extensive analysis of its context and key sight lines. It defines a new space on the crest of Peter's Hill intended to enhance public appreciation of the cathedral. © English Heritage



4. SETTING AND DEVELOPMENT MANAGEMENT

4.1 PRACTICAL AND PROPORTIONATE DECISION-MAKING

This section sets out the process by which development proposals affecting the setting of a heritage asset may be assessed, and the factors that can be taken into account in doing so. It also considers approaches to avoiding, reducing and mitigating detrimental impacts. In contrast to previous sections, this and subsequent sections focus on the proposed development, rather than on the setting of the heritage asset as a whole.

Protection of the setting of heritage assets need not prevent change. Most places are within the setting of a heritage asset and are subject to some degree of change over time. *PPS 5* policies (particularly HE 6, HE 7, HE 8, HE 9 and HE 10), together with the advice on their implementation in the *PPS Practice Guide*, provide the framework for the consideration of change affecting the setting of undesignated and designated heritage assets as part of the development management process. HE 8 sets out the policy on setting for heritage assets that are not designated and HE 9 and 10 for those that are. The policies are supported by a set of principles described in paragraphs 118 to 122 of the *Practice Guide*. These principles are repeated on page 16, for ease of reference, in ‘Key principles for assessing the implications of change affecting setting’ and are explored in more detail in the remainder of this section.

Amongst the Government’s planning objectives for the historic environment is that conservation decisions are based on the nature, extent and level of a heritage asset’s significance and are investigated to a proportionate degree⁹. This approach should inform all decisions relating to setting in terms of the requirements placed on applicants and their agents.

4.2 ASSESSING THE IMPLICATIONS OF DEVELOPMENT PROPOSALS

PPS 5 Policy 6.1 requires the applicant to ‘provide a description of the significance of the heritage assets affected and the contribution of their setting to that significance’ and policy HE 6.2 requires that ‘this information together with an assessment of the impact of the proposal should be set out in the application’.

In order to assess the implications of developments affecting setting, as required by these policies, a systematic and staged approach to assessment can be adopted to provide a sound basis for any Design and Access Statement or Environmental Statement that accompanies a planning application. This will enable all interested parties to understand whether the development proposal is in accordance with relevant national planning and local development plan policies (see section 3).

We recommend the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:

- Step 1: identify which heritage assets and their settings are affected;
- Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);
- Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance;
- Step 4: explore the way maximising enhancement and avoiding or minimising harm;
- Step 5: make and document the decision and monitor outcomes.

Each of these steps is considered in more detail below.

KEY PRINCIPLES FOR ASSESSING THE IMPLICATIONS OF CHANGE AFFECTING SETTING*

- Change, including development, can sustain, enhance or better reveal the significance of an asset as well as detract from it or leave it unaltered. For the purposes of spatial planning, any development or change capable of affecting the significance of a heritage asset or people's experience of it can be considered as falling within its setting. Where the significance and appreciation of an asset have been compromised by inappropriate changes within its setting in the past it may be possible to enhance the setting by reversing those changes. (118)
- Understanding the significance of a heritage asset will enable the contribution made by its setting to be understood. This will be the starting point for any proper evaluation of the implications of development affecting setting. The effect on the significance of an asset can then be considered and weighed-up following the principles set out in PPS 5 policies HE 7, 8 and 9. While this consideration is perhaps most likely to address the addition or removal of a visual intrusion, other factors such as noise or traffic activity and historic relationships may also need to be considered. (119)
- When assessing any application for development within the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change and the fact that developments that materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation. (120)
- The design of a development affecting the setting of a heritage asset may play an important part in determining its impact. The contribution of setting to the historic significance of an asset can be sustained or enhanced if new buildings are carefully designed to respect their setting by virtue of their scale, proportion, height, massing, alignment and use of materials. This does not mean that new buildings have to copy their older neighbours in detail, but rather that they should together form a harmonious group. (121)
- A proper assessment of the impact on setting will take into account, and be proportionate to, the significance of the asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it. (122)

*Taken from paragraphs 118 to 122 of *PPS 5 Planning for the Historic Environment: Historic Environment Planning Practice Guide* with relevant paragraph numbers cited.

Development proposals involving the setting of single and less significant assets and straightforward effects on setting may be best handled through a simple check-list approach and can usefully take the form of a short narrative statement for each assessment stage, supported by adequate plans and drawings etc.

Cases involving more significant assets, multiple assets, or changes considered likely to have a major effect on significance will require a more detailed approach to analysis, often taking place within the framework of Environmental Impact Assessment procedures (see Section 6). Each of the stages may involve detailed assessment procedures and complex forms of analysis such as viewshed analyses, sensitivity matrices and scoring systems. Whilst these may assist analysis to some degree, as setting is a matter of qualitative and expert judgement, they cannot provide a systematic answer. English Heritage recommends that, when submitted as part of a Design and Access Statement, Environmental Statement or evidence to a Public Inquiry, technical analyses of this type should be seen primarily as material supporting a clearly expressed and non-technical narrative argument that sets out 'what matters and why' in terms of the heritage significance and setting of the assets affected, together with the effects of the development upon them.

The heritage values approach outlined in *Conservation Principles: Policy and Guidance for the Sustainable Management of the Historic Environment* (English Heritage 2008a) provides a useful framework for structuring such a narrative and this is considered further in Appendix 5.

Step 1: identifying the heritage assets affected and their settings

The starting point of the analysis is to identify those heritage assets likely to be affected by the development proposal. For this

purpose, if the development is capable of affecting the contribution of a heritage asset's setting to its significance or the appreciation of its significance, it can be considered as falling within the asset's setting. English Heritage therefore recommends that local planning authorities should not interpret the concept of setting too narrowly.

It will normally assist applicants – and local planning authorities in pursuit of their statutory duty with regard to publishing notices¹⁰ – if, at the pre-application or scoping stage, the local authority, having due regard to the need for proportionality:

- indicates whether it considers a proposed development has the potential to affect the setting of a particular heritage asset; or
- specifies an 'area of search' around the proposed development within which it is reasonable to consider setting effects; or
- advises the applicant to consider approaches such as a 'Zone of Visual Influence' (ZVI) or 'Zone of Theoretical Visibility' (ZTV)¹¹ in relation to the proposed development in order to better identify heritage assets and settings that may be affected.

For developments that are not likely to be prominent or intrusive, the assessment of effects on setting may often be limited to the immediate setting, while taking account of the possibility that setting may change as a result of the removal of impermanent landscape or townscape features, such as hoardings or planting.

The area of assessment for a large or prominent development, such as a tall building in an urban environment or a wind turbine in the countryside, can often extend for a distance of several kilometres. In these circumstances, while a proposed development may affect the setting of numerous heritage assets, it may not impact on them all equally, as some will be more sensitive to change affecting their setting than others. Local Planning Authorities are encouraged to

work with applicants in order to minimise the need for detailed analysis of very large numbers of heritage assets. They may give advice at the pre-application stage (or the scoping stage of an Environmental Statement) on those heritage assets, or categories of heritage asset, that they consider most sensitive as well as on the level of analysis they consider proportionate for different assets or types of asset. Because of their particular effects in relation to setting, English Heritage has published separate guidance on wind energy developments (English Heritage 2005), tall buildings (English Heritage/CABE 2007), and temporary structures (English Heritage 2010) that complement this more general guidance.

Where spatially extensive assessments relating to large numbers of heritage assets are required, English Heritage recommends that Local Planning Authorities give consideration to the practicalities and reasonableness of requiring assessors to access privately owned land. In these circumstances, they should also address to the extent to which assessors can reasonably be expected to gather and represent community interests and opinions on changes affecting settings.

Step 2: Assessing whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)

The second stage of any analysis is to assess whether the setting of a heritage asset makes a contribution to its significance and the extent of that contribution. In other words to determine 'what matters and why?' in terms of the setting and its appreciation. We recommend that this assessment should first address the key attributes of the heritage asset itself and then consider:

- the physical surroundings of the asset, including its relationship with other heritage assets;
- the way the asset is appreciated; and
- the asset's associations and patterns of use.

Assessment Step 2: Assessing whether, how and to what degree settings make a contribution to the significance of the heritage asset(s)

on page 19 provides a (non-exhaustive) check-list of the potential attributes of a setting that it may be appropriate to consider in order to define its contribution to the asset's heritage values and significance. In many cases, only a limited selection of the attributes listed will be of particular relevance to an asset. A sound assessment process will identify these at an early stage, focus on them, and be as clear as possible what weight attaches to them. In doing so, it will generally be useful to consider, insofar as is possible, the way these attributes have contributed to the significance of the asset in the past (particularly when it was first built, constructed or laid out), the implications of change over time, and their contribution in the present.

The local authority Historic Environment Record is an important source of information to support this assessment and, in most cases, will be able to provide information on the wider landscape context of the heritage asset as well as on the asset itself. Landscape Character Assessments and Historic Landscape Character guidance are particularly important sources in this regard.

This assessment of the contribution to significance made by setting will provide the baseline for establishing the effects of a proposed development on significance, as set out in 'Step 3' below. It will, therefore, be particularly focused on the need to support decision-making in respect of the proposed development. A similar approach to assessment may also inform the production of a strategic, management or conservation plan in advance of any specific development proposal (see section 3), although the assessment of significance required for studies of this type will address the setting of the heritage asset 'in the round', rather than focusing on a particular development site.

ASSESSMENT STEP 2: ASSESSING WHETHER, HOW AND TO WHAT DEGREE SETTINGS MAKE A CONTRIBUTION TO THE SIGNIFICANCE OF THE HERITAGE ASSET(S)

The starting point for this stage of the assessment is to consider the significance of the heritage asset itself and then establish the contribution made by its setting. The following is a (non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance, which may usefully be expressed in terms of its heritage values (English Heritage 2008a). Only a limited selection of the attributes listed is likely to be particularly important in terms of any single asset.

The asset's physical surroundings

- Topography
- Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains)
- Definition, scale and 'grain' of surrounding streetscape, landscape and spaces
- Formal design
- Historic materials and surfaces
- Land use
- Green space, trees and vegetation
- Openness, enclosure and boundaries
- Functional relationships and communications
- History and degree of change over time
- Integrity
- Issues such as soil chemistry and hydrology

Experience of the asset

- Surrounding landscape or townscape character
- Views from, towards, through, across and including the asset
- Visual dominance, prominence or role as focal point
- Intentional intervisibility with other historic and natural features
- Noise, vibration and other pollutants or nuisances
- Tranquillity, remoteness, 'wildness'
- Sense of enclosure, seclusion, intimacy or privacy
- Dynamism and activity
- Accessibility, permeability and patterns of movement
- Degree of interpretation or promotion to the public
- The rarity of comparable survivals of setting

The asset's associative attributes

- Associative relationships between heritage assets
- Cultural associations
- Celebrated artistic representations
- Traditions

Step 3: Assessing the effect of the proposed development on the significance of the asset(s)

The third stage of any analysis is to identify the range of effects a development may have on setting(s) and evaluate the resultant degree of harm or benefit to the significance of the heritage asset(s). In some circumstances, this evaluation may need to extend to cumulative and complex impacts and this is considered further in section 4.5.

The range of circumstances in which setting may be affected and the range of heritage assets that may be involved precludes a single approach for assessing effects. Different approaches will be required for different circumstances. In general, however, the assessment should address the key attributes of the proposed development in terms of its:

- location and siting
- form and appearance
- additional effects
- permanence

Assessment Step 3: Assessing the effect of the proposed development on page 21 provides a more detailed list of attributes of the development proposal that it may be appropriate to consider during the assessment process. The list is not intended to be exhaustive and not all attributes will apply to a particular development proposal. Depending on the level of detail considered proportionate to the purpose of the assessment, it would normally be appropriate to make a selection from the list, identifying those particular attributes of the development requiring further consideration and considering what weight attaches to each. The key attributes chosen for consideration can be used as a simple check-list, supported by a short explanation, as part of a Design and Access Statement, or may provide the basis for a more complex assessment process that might sometimes draw on quantitative approaches to assist analysis.

In particular, it would be helpful for local planning authorities to consider at an early stage whether development affecting the setting of a heritage asset can be broadly categorised as having the potential to enhance or harm the significance of the asset through the principle of development alone; through the scale, prominence, proximity or placement of development; or through its detailed design. Determining whether the assessment will focus on spatial, landscape and views analysis, on the application of urban design considerations, or on a combination of these approaches will clarify for the applicant the breadth and balance of professional expertise required for its successful delivery.

Step 4: Maximising enhancement and minimising harm

Maximum advantage can be secured if any effects on the significance of a heritage asset arising from development liable to affect its setting are considered from the project's inception. PPS 5 policies confirm that a well-designed scheme will avoid or minimise detrimental impacts and will identify opportunities for enhancement. Early assessment of setting may provide a basis for agreeing the scope and form of development, reducing the potential for disagreement and challenge later in the process.

Policy HE 10.2 of PPS 5 confirms that local planning authorities 'should identify opportunities for changes in the setting to enhance or better reveal the significance of a heritage asset'. Enhancement of setting will therefore play a major part in the consideration of townscape improvement schemes.

Enhancement may be achieved by actions including:

- removing or re-modelling an intrusive building or feature;
- replacement of a detrimental feature by a new and more harmonious one;

ASSESSMENT STEP 3: ASSESSING THE EFFECT OF THE PROPOSED DEVELOPMENT

The following is a (non-exhaustive) check-list of the potential attributes of a development affecting setting that may help to elucidate its implications for the significance of the heritage asset. Only a limited selection of these is likely to be particularly important in terms of any particular development.

Location and siting of development

- Proximity to asset
- Extent
- Position in relation to landform
- Degree to which location will physically or visually isolate asset
- Position in relation to key views

The form and appearance of the development

- Prominence, dominance, or conspicuousness
- Competition with or distraction from the asset
- Dimensions, scale and massing
- Proportions
- Visual permeability (extent to which it can be seen through)
- Materials (texture, colour, reflectiveness, etc)
- Architectural style or design
- Introduction of movement or activity
- Diurnal or seasonal change

Other effects of the development

- Change to built surroundings and spaces
- Change to skyline
- Noise, odour, vibration, dust, etc
- Lighting effects and 'light spill'
- Change to general character (eg Suburbanising or industrialising)
- Changes to public access, use or amenity
- Changes to land use, land cover, tree cover
- Changes to archaeological context, soil chemistry, or hydrology
- Changes to communications/accessibility/permeability

Permanence of the development

- Anticipated lifetime/temporariness
- Recurrence
- Reversibility

Longer term or consequential effects of the development

- Changes to ownership arrangements
- Economic and social viability
- Communal use and social viability

- restoring or revealing a lost historic feature;
- introducing a wholly new feature that adds to the public appreciation of the asset;
- introducing new views (including glimpses or better framed views) that add to the public experience of the asset; or
- improving public access to, or interpretation of, the asset including its setting.

Options for reducing the harm arising from development may include the relocation of a development or its elements, changes to its design, the creation of effective long-term visual or acoustic screening, or management measures secured by planning conditions or legal agreements. For some developments affecting setting, the design of a development may not be capable of sufficient adjustment to avoid or significantly reduce the harm, for example where impacts are caused by fundamental issues such as the proximity, location, scale, prominence or noisiness of a development. In other cases, good design may reduce or remove the harm, or provide enhancement, and design quality may be the main consideration in determining the balance of harm and benefit.

Where attributes of a development affecting setting may cause some harm to significance and cannot be adjusted, screening may have a part to play in reducing harm. As screening can only mitigate negative impacts, rather than removing impacts or providing enhancement, it ought never to be regarded as a substitute for well-designed developments within the setting of heritage assets. Screening may have as intrusive an effect on the setting as the development it seeks to mitigate, so where it is necessary, it too merits careful design. This should take account of local landscape character and seasonal and diurnal effects, such as changes to foliage and lighting. The permanence or longevity of screening in relation to the effect on the setting also requires consideration. Ephemeral features, such as hoardings, may

be removed or changed during the duration of the development, as may woodland or hedgerows, unless they enjoy statutory protection. Management measures secured by legal agreements may be helpful in securing the long-term effect of screening.

Step 5: Making and documenting the decision and monitoring outcomes

Broad guidance on weighing the degree of harm to the significance of a heritage asset against the benefits of changes, including development affecting setting, is provided in Policies HE 8, HE 9 and HE 10 of *PPS 5* and in paragraphs 83 to 95 of its *Practice Guide*. These policies provide the basis for decision-making by local planning authorities. Policy HE 9.2 confirms that where development affecting the setting of a designated asset results in substantial harm to significance, it can be justified only if it delivers substantial public benefits that outweigh that harm. For the harm to be necessary there will be no other reasonable means (such as an alternative design or location) to deliver similar public benefits. Policy HE 8.1 additionally confirms that the effect of a development application on the setting of an undesignated heritage asset is also a material consideration in its determination.

All heritage assets are not of equal importance and the contribution made by their setting to their significance also varies. Nor do all settings have the same capacity to accommodate change without harm to the significance of the heritage asset. This capacity may vary between designated assets of the same grade or of the same type or according to the nature of the change. It can also depend on the location of the asset: an elevated or overlooked location; a riverbank, coastal or island location; or a location within an extensive tract of flat land may increase the sensitivity of the setting (ie the capacity of the setting to accommodate change without harm to the heritage asset's significance). This requires the implications of development affecting the setting of heritage assets to be considered on a case-by-case basis.

FIGURES 17 TO 20

Setting is often equated to visual considerations but also embraces other forms of experience and associative relationship.

FIGURE 17

Celebrated artistic representation of a particular setting can enhance the contribution it makes to the significance of a heritage asset. The landscape around Bolton Abbey, in the Yorkshire Dales, was portrayed in a watercolour by JMW Turner and a description of the scene also appears in William Wordsworth's poem 'The White Doe of Rylstone'. © Robert White, Yorkshire Dales National Park

**FIGURE 18**

The complex historic landscape at Duncombe Park, in North Yorkshire, includes Rievaulx Abbey, Helmsley Castle and its medieval deer park, together with the great house, its garden, and associated terraces. Although various elements of this landscape are not inter-visible, their close association means they all may be considered to comprise the setting of the house. © English Heritage

**FIGURE 19**

The farmed landscape of the Downe and Cudham valleys in Kent, flanking Down House and its grounds (centre foreground), was Charles Darwin's workplace and field-study area for some forty years and was fundamental to his scientific achievements. Recent research has better revealed the strength of this association, extending into the surrounding landscape what may be considered the setting of the house. © English Heritage

**FIGURE 20**

The well-preserved Neolithic henge monument at Knowlton (centre foreground) contains a ruined medieval church and is surrounded by contemporary and later prehistoric archaeological features, many now difficult to discern at ground level. These features demonstrate long-term recognition and use of the henge and its immediate environs as a ceremonial and funerary centre. This continuing use of the site for a common purpose and the reference of later to earlier features means the archaeological remains surrounding the henge may be considered to be part of its setting. © English Heritage



It is good practice to document each stage of decision-making process in a non-technical way, accessible to non-specialists. This should set out clearly how the setting of each heritage asset affected contributes to its significance and what the anticipated effect of the development, including any mitigation proposals, will be. Despite the wide range of possible variables set out on pages 19 and 21, normally this analysis should focus on a limited number of key attributes of the asset, its setting and the proposed development, in order to avoid undue complexity.

The true effect of a development on setting may be difficult to establish from plans, drawings and visualisations, although the latter are becoming increasingly sophisticated. Once a development affecting setting that was intended to enhance, or was considered unlikely to detract from, the significance of a heritage asset has been implemented, it may be helpful to review the success of the scheme in these terms and to identify any 'lessons learned'. This will be particularly useful where similar developments are anticipated in the future.

4.3 VIEWS ASSESSMENT

Setting embraces other forms of experience and associative relationships, but its extent and importance is often expressed by reference to visual considerations, including views. For many development proposals, visual effects may be the primary or sole issue requiring assessment. Where complex issues involving views come into play in the assessment of setting – whether for the purposes of providing a baseline for plan-making (see Section 3), or for development management – a formal views analysis may be merited. One approach to assessing heritage significance within views is provided by English Heritage in *Seeing the History in the View: A Method for Assessing Heritage Significance within Views* (English Heritage, 2011b). Equally, while the context, purpose

and outcome of landscape and visual impact assessment (LVIA) is quite distinct from that for assessments of setting, its general approaches and methodologies (see Landscape Institute *et al* 2002) may often provide useful tools for analysing setting.

4.4 ENABLING DEVELOPMENT

Enabling development is development that would be unacceptable in planning terms but for the fact that it would bring heritage benefits sufficient to justify it being carried out and which could not otherwise be achieved. Enabling development proposals often involve changes affecting the setting of heritage assets and it is essential that decisions are based on a full understanding of the impact on the heritage asset and its setting. The factors to consider in assessing enabling development proposals are set out in PPS 5 Policy HE 11 and apply to heritage assets and their settings. Detailed guidance on how the applicant might make an enabling development application and on how a local planning authority can ensure the policy requirements are fully tested is provided by *Enabling Development and the Conservation of Significant Places* (English Heritage 2008b), which also includes a number of Public Inquiry decisions involving enabling development proposals that affect setting.

4.5 CUMULATIVE CHANGE

The cumulative impact of incremental small-scale changes may have as great an effect on the setting of a heritage asset as a large-scale development. The gradual loss of trees, verges or traditional surfacing materials in a historic area may have a significant effect on the setting of heritage assets, as could the provision of excessive street furniture or the loss of memorials surrounding a place of worship. The need to evaluate the cumulative effects of sequential development is recognised in national guidance, including *Planning Policy Statement 22: Renewable Energy* (CLG 2004), and in Schedule 4 of the EIA Regulations. The impacts

of cumulative change can, however, be particularly challenging to evaluate (see, for example, van Grieken *et al* 2006).

Cumulative impacts affecting the setting of a heritage asset can derive from the combination of different environmental impacts (such as visual intrusion, noise, dust and vibration) arising from a single development or from the overall effect of a series of discrete developments (CLG 2006). In the latter case, the cumulative visual impact may be the result of different developments within a single view, the effect of developments seen when looking in different directions from a single viewpoint, or the sequential viewing of several developments when moving through the settings of one or more heritage assets. Some cumulative impacts may also have a greater combined effect than the sum of their individual effects, sometimes termed a 'synergistic effect' (ODPM *et al* 2005, 78).

Where the impacts of proposals for successive developments (or a proposal that may generate an additional cumulative impact) affecting the setting of a heritage asset are considered to be potentially detrimental to its significance, assessment of their overall, as well as individual, impact is appropriate.

In order to address the implication of serious cumulative effects on the settings of historic assets, English Heritage recommends that, where appropriate and proportionate, Local Planning Authorities may:

- (a) have regard to the implications of cumulative effects on the settings of historic assets when framing policies of their Local Development Documents and, where specific problems are identified, consider providing more detailed guidance on cumulative effects in Supplementary Planning Documents;
- (b) where Conservation Area appraisals indicate a problem in regard to cumulative effects on the settings of a conservation area or the heritage assets within it, have regard to the implications when framing

Conservation Area Management Plan policies and consider the use of Article 4 Directions to control permitted development impacts;

(c) having regard to the appropriate weight to be attached, include within any assessment of the effects of a development: the impacts of earlier development; the anticipated impacts of development for which consent has been granted but not yet implemented or completed; and the anticipated effects of registered applications which have yet to be determined;

(d) recognise that previous permissions for similar developments may not provide a sound reference point for the acceptability of impacts on setting (as the cumulative effect is different for each new development and may have reached a tipping-point beyond which further development results in substantial harm to significance) and consider making this clear in the informatives attached to planning consents where sequential applications are anticipated.

FIGURE 21

In certain instances it may be possible to establish that the setting of a heritage asset represents a rare survival and therefore makes an even greater consideration to its significance. The effectiveness of the chain of early 19th century Martello towers, built to defend the eastern and southern coast of England, depended on their intervisibility and lines of fire. Historical losses of many of the towers in the chain and the encroachment of development on the settings of other surviving examples makes the uninterrupted view between towers 64 (foreground) and 66 (on skyline) near Sovereign Harbour, Eastbourne, a rare survival. © English Heritage

FIGURE 22

In large cities views and settings will often evolve more rapidly than elsewhere. Good design of new development within the settings of historic assets is essential if their significance is to be retained or enhanced. Analysis and understanding of significance is the basis for coming to a decision. The Outstanding Universal Value for Liverpool Maritime Mercantile City is well understood, focused in part on technical innovation, and it was agreed nationally and internationally that it was not jeopardised by the new Museum of Liverpool on the Pierhead. © English Heritage



5. SETTING, PERMITTED DEVELOPMENT AND CHANGE MANAGED OUTSIDE THE PLANNING SYSTEM

The advice on setting provided in sections 1 to 5 above relates primarily to the implementation of *PPS 5* within the terrestrial spatial planning system or the handling of significant infrastructure applications in accordance with the National Policy Statement series. Similar considerations may also apply to the system of faculty jurisdiction applying to certain places of worship; to marine developments controlled through other licensing systems; to land use changes subject to their own EIA regimes, such as those relating to forestry, the planting of energy crops or agricultural intensification (see CLG 2006 Annex II); to highways, parking and other transport works; and to certain permitted development rights such as those pertaining to utilities. Each of these types of land use change or permitted development within the setting of a heritage asset may have effects (including cumulative effects) on the asset's significance or its appreciation.

English Heritage considers that the principles expressed in this guidance in relation to the spatial planning system are applicable to these other licensing regimes and to certain permitted development rights and we offer them to inform best practice in those circumstances. English Heritage recommends that, wherever practicable, consideration of the setting of heritage assets is incorporated within relevant sectoral guidance and statements of best practice prepared by decision-making authorities and by utility providers.

FIGURES 23 TO 26

PPS 5 confirms that local planning authorities should identify opportunities for changes in the setting of heritage assets to enhance or better reveal their significance. Where the significance of a heritage asset has been compromised in the past by unsympathetic development affecting its setting, consideration still needs to be given to proposals for further change.

FIGURE 23

At Fort Amherst, in the Chatham Lines (middle distance to the left), modern development has obscured much of the fort's original unobstructed field of fire but some views remain relatively unobstructed, allowing its function to be understood. Further development in these views may be to the detriment of its significance. © Medway Council

**FIGURE 24**

The brief for a new Job Centre Plus in Burnley, Lancashire, called for an understanding of the settings of several listed buildings, including industrial structures, as well as the need to respect the town centre conservation area. The new building complements the simple form and scale of its historic neighbours. © Geoff Noble

**FIGURE 25**

Redevelopment involving the removal of post-war buildings adjacent to the Grade II* listed Southampton Civic Centre and Guildhall has involved the creation of a new public square and opened up impressive new axial views of the building, enhancing public appreciation of its significance. © English Heritage

**FIGURE 26**

Queen Square, Bristol, was the first of its type to be built outside London. In 1936 the architectural integrity of the square was compromised by the construction across it of a dual carriageway and long-term decline followed. A restoration programme involving the reinstatement of an early 19th-century plan and the rebuilding of several properties in a style which carefully echoed the materials, scale and design of the original ensemble, has now enhanced the setting of the square and its surrounding listed buildings. © English Heritage



6. SETTING AND ENVIRONMENTAL IMPACT ASSESSMENT

Article 3 of the European Union Environmental Impact Assessment Directive (85/337/EEC as amended by 97/11/EC and 2003/35/EC) requires the appropriate identification, description and assessment of the direct and indirect effects of projects on (amongst other things) landscape, material assets and cultural heritage. Article 4 of the Directive stipulates that where consideration of cases is being undertaken to determine whether Annex II (Schedule 2) projects should be subject to an environmental assessment, selection criteria (Annex III) should have due regard to the environmental sensitivity of 'landscapes of historical, cultural or archaeological significance'.

In England, the *Town and Country Planning (Environmental Impact Assessment) Regulations 2011* (SI 2011/1824) and *Circular 02/99: Environmental Impact Assessment* require a planning authority to consider whether a proposal is likely to have a significant effect on the environment, including the architectural and archaeological heritage. EIA regimes relating to other types of land-use change also require a similar approach (see section 5).

Appendix E of draft good practice guidance issued by the Department for Communities and Local Government (CLG 2006) includes the following subjects to be considered in scoping and preparing an Environmental Statement:

- Effects of the development on the architectural and historic heritage, archaeological features, and other human artefacts, eg through pollutants, visual intrusion, vibration.
- Visual effects of the development on the surrounding area, visitor and resident populations and landscape.

Development affecting the setting of a heritage asset is a direct environmental effect in terms of EIA definitions and may constitute

a significant effect. Where this is the case, the local planning authority can require the applicant to carry out an Environmental Impact Assessment and submit an Environmental Statement that identifies, describes and assesses the effects of the project. While not applicable to the majority of developments, setting is often an issue addressed through EIA in the context of major schemes and, in these instances, a more complex approach to assessment may be required.

The implications of relevant projects on the setting of important heritage assets is a matter for careful consideration in the screening and scoping stages of the EIA process, with the scoping stage of an EIA offering an opportunity for the local planning authority and statutory consultees to provide advice on what may be proportionate and reasonable in terms of assessment. The involvement of professional historic environment and landscape advice from the outset of the EIA process will assist most applicants and, while different professional skills may be involved in their preparation, it would usually be helpful to cross-reference impacts on setting in both the 'cultural heritage' and 'visual impacts' sections.

ENDNOTES

1 The term 'landscape' within this guidance may include sites on the English Heritage Register of Parks and Gardens of Special Historic Interest or Register of Historic Battlefields, and other rural landscapes or townscapes with heritage interest. While it may include the entirety of those World Heritage Sites designated for their heritage significance (recognised in the Statement of Outstanding Universal Value), it does not apply to those designated for their natural interest. Nor does it apply to the entirety of the major landscape designations (National Parks, Areas of Outstanding Natural Beauty and Heritage Coasts), although it may apply to extensive landscapes with heritage interest which lie within these larger designated landscapes.

2 This section provides advice on the principles set out in *PPS5 Planning for the Historic Environment: Historic Environment Planning Practice Guide* paragraphs 114 and 115.

3 For example, see the use of the terms in the Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas (Appendix 1) or in relation to World Heritage Site Buffer Zones (see Appendix 4).

4 A range of additional meanings is available for the term 'context', for example in relation to archaeological context and to the context of new developments (see English Heritage 2006), as well as customary usages. Setting may include associative relationships that is sometimes referred to as 'contextual'.

5 Paragraph 1.5 of *Planning Policy Guidance 2: Green Belts* (DETR 2001), for example, makes it clear that historic towns are regarded as having a setting.

6 The Courts have held that it is legitimate in appropriate circumstances to include within a conservation area the setting of buildings that form the heart of that area (*R v Canterbury City Council ex parte David Halford*, February 1992; CO/2794/1991).

7 This section provides advice on the principles set out in *PPS 5 Planning for the Historic Environment: Historic Environment Planning Practice Guide* paragraphs 116 and 117.

8 It should be noted that the opportunity a setting affords to appreciate the significance of a heritage asset is not necessarily the same as the wider public enjoyment of that setting, some aspects of which may have no bearing on that significance.

9 *Planning Policy Statement 5: Planning for the Historic Environment*, paragraph 7.

10 The local authority has a duty under section 67 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to publicise a planning application that it considers will affect the setting of a listed building.

11 A 'Zone of Visual Influence' defines the areas from which a development may potentially be totally or partially visible by reference to surrounding topography. The analysis does not take into account any landscape artefacts such as trees, woodland, or buildings, and for this reason is increasingly referred to as a 'Zone of Theoretical Visibility'.

APPENDICES

APPENDIX 1: SETTING IN INTERNATIONAL INSTRUMENTS

The importance of conserving and/or protecting the setting (or surroundings) of heritage assets is recognised in a number of international conventions and other international instruments. Conventions are international treaties. Once the UK has ratified such a convention, it has legal obligations to implement its requirements. Charters do not carry legal weight but are statements of best practice that may well be useful advice.

Relevant conventions ratified by the UK are the 1972 UNESCO World Heritage Convention and three Conventions developed by the Council of Europe – the Convention for the Protection of the Archaeological Heritage of Europe (The Valetta Convention), the Convention for the Protection of the Architectural Heritage of Europe (The Grenada Convention) and the European Landscape Convention.

The 1972 World Heritage Convention requires state parties who have ratified the Convention to protect World Heritage Sites inscribed on the World Heritage List because of their Outstanding Universal Value and to transmit them on to future generations. The World Heritage Committee's Operational Guidelines (UNESCO 2008) contain guidance on ensuring the protection of World Heritage Sites and their surroundings (see Appendix 4 below).

Article 5 of the Convention for the Protection of the Archaeological Heritage of Europe (The Valetta Convention, Council of Europe 1992), ratified in the UK, requires state parties 'to ensure that environmental impact assessments and the resulting decisions involve full consideration of archaeological sites and their settings'.

Article 7 of the Convention for the Protection of the Architectural Heritage of Europe (The Grenada Convention, Council of Europe 1985), ratified in the UK, requires that 'In the surroundings of monuments, within groups of buildings and within sites, each Party undertakes to promote measures for the general enhancement of the environment'.

The European Landscape Convention deals with the value and management of landscape as a whole. English Heritage has published its Action Plan for implementation of the Convention.

Of particular relevance amongst the large number of international charters is the Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas (ICOMOS 2005), which is the only international instrument dedicated to setting, and is noteworthy in recognising that setting extends beyond the physical and visual aspects of heritage assets to embrace a wide range of other considerations.

APPENDIX 2: SETTING IN THE PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

Sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, Chapter 9, refer to setting. Section 16(2) states: 'In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historical interest which it possesses.' In addition, Section 66(1) states: 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.

The duties established by Sections 16(2) and 66(1) are reinforced by Section 67, which provides a mechanism by which local planning authorities are required to publicise a planning application that it considers will affect the setting of a listed building.

Section 69 of the Act requires local authorities to define as conservation areas any 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' and Section 72 gives local authorities a general duty to pay special attention 'to the desirability of preserving or enhancing the character or appearance of that area' in exercising their planning functions.

These duties are interpreted as requiring local authorities to consider the settings of buildings within the conservation area and the setting of the conservation area itself. For example, the Courts have held that it is legitimate in appropriate circumstances to include within a conservation area the setting of buildings that form the heart of that area (*R v Canterbury City Council ex parte David Halford*, February 1992; CO/2794/1991).

APPENDIX 3: SETTING IN PLANNING POLICY

Planning Policy Statement 5: Planning for the Historic Environment

Setting is referred to by *PPS 5* in policies on climate change (HE 1.2); information requirements to support applications (HE 6.1); determination of applications (HE 7); consideration of applications for undesignated heritage assets (HE 8.1); consideration of consent applications affecting designated heritage assets (HE 9 and 10); and enabling development (HE 11.1).

Key advice on setting in relation to weighing the public benefit and harm of development proposals is provided in:

- Policy HE 9, which confirms that the significance of a designated heritage asset can be harmed or lost through development affecting its setting and which sets out the basis on which local planning authorities should weigh the public benefit of a proposal against the harm, whether substantial or less than substantial, including through development affecting setting.
- Policy HE 10, which obliges local planning authorities to treat favourably applications that preserve elements of the setting that make a positive contribution to, or better reveal, the significance of heritage assets and to identify opportunities for changes in the setting that would enhance or better reveal significance. The policy also deals with setting in a more general way confirming the general approach to weighing harm and benefit set out in more detail in HE 9.

Guidance on the implementation of the *PPS 5* policies on setting is provided in paragraphs 113–124 of the *Historic Environment Planning Practice Guide*, with additional references in paragraphs 44, 54, 58, 63, 70, 79, 80, 83, 98, 110, 111, 142, 175, 177, 179, 180 and 191. Paragraphs 113–122 are repeated, for ease of reference, on pages 5 and 16 of this advice note.

National Planning Policy Statements

NPS EN -1, the overarching National Policy Statement for Energy, which provides the national policy against which proposals for major energy projects will be assessed, includes provisions relating to the setting of heritage assets. These are set out in paragraphs 5.8.9, 5.8.11, 5.8.13, 5.8.14 and 5.8.18 and broadly conform with the policies set out in *PPS 5*.

Additional policy is set out in paragraphs 2.7.17 and 2.7.42 of NPS EN-3, the National Policy Statement for Renewable Energy Infrastructure. 2.7.17 includes the following statement: 'The time-limited nature of wind farms, where a time limit is sought by an applicant as a condition of consent, is likely to be an important consideration for the IPC when

assessing impacts such as landscape and visual effects and potential effects on the settings of heritage assets’.

Planning Policy Statement 1: Delivering Sustainable Development

Although the setting of heritage assets is not explicitly referenced in *Planning Policy Statement 1: Delivering Sustainable Development*, the policies that stress the need to protect and enhance the historic environment and landscape and townscape character are of relevance, as are policies on design set out in paragraphs 33 to 39.

APPENDIX 4: SETTING AND WORLD HERITAGE SITES

The settings of World Heritage Sites are recognised as making a fundamental contribution to their Outstanding Universal Value and the agreed or draft Statement of Outstanding Universal Value is an essential reference document when considering development affecting the setting of a World Heritage Site.

The UNESCO *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO 2008) recommends a buffer zone for the purposes of effective protection of the nominated property. Paragraph 104 of the *Guidelines* defines a buffer zone as: ‘an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection’. The buffer zone, which the *Guidelines* require to be mapped as part of the nomination process, will always be less extensive than the setting of a World Heritage Site.

Further guidance on World Heritage Sites and their settings is provided by *Circular 07/09 Protection of World Heritage Sites* (CLG 2009) and supporting English Heritage guidance (English Heritage 2009).

APPENDIX 5: SETTING AND THE HERITAGE VALUES APPROACH

Section 4 of this guidance stresses the importance of providing – in the information accompanying applications for planning consent, in Environmental Statements, or in the responses of local planning authorities – a clear and accessible narrative account of the contribution setting makes to the significance of a heritage asset and whether and how development affecting setting will reduce or enhance that significance. The heritage values approach described in *Conservation Principles: Policy and Guidance for the Sustainable Management of the Historic Environment* (English Heritage 2008a) provides a useful framework which may be used to structure the process of assessment and any narrative account of its results.

The setting of a heritage asset can contribute to, or detract from, any of the evidential, historical, aesthetic and communal heritage values identified in *Conservation Principles*, and each of these values may be harmed or enhanced by development affecting the setting.

RECENT PUBLIC INQUIRY DECISIONS RELATING TO SETTING

Appeal cases relating to the setting of heritage assets determined with reference to *Planning Policy Statement 5: Planning for the Historic Environment* and its supporting *Historic Environment Planning Practice Guide* can be viewed at:

<http://www.pcs.planningportal.gov.uk/pcsportal/caserearch.asp>

Selected recent cases (arranged in date order) include the following:

Land belonging to Rushley Lodge Farm, off Wirestone Lane, Middle Moor/Matlock Moor, Derbyshire DE4. [Development affecting Registered Park and Garden, Listed Buildings and conservation areas]. Appeal refs: APP/R1038/A/09/2107667 and APP/P1045/A/09/2108037. Decision date: 22 April 2010

Development affecting the setting of the locally listed Cheltenham Lido, within a conservation area. Appeal Ref: APP/B1605/A/09/2115655. Decision date: 21 July 2010.

Development affecting the setting of undesignated but nationally significant Thor missile launch pads, Draughton, Northamptonshire. Appeal Ref: APP/Y2810/A/10/2125093. Decision date: 20 September 2010.

Thames Water Reservoir; Bath Road, Reading, RG1 6PG. [Development affecting the setting of listed and unlisted heritage assets]. Appeal Refs: APP/E0345/A/10/2128186 and APP/E0345/E/10/2128188. Decision date: 14 January 2011.

Development affecting the setting of Fort Horsted scheduled monument, Chatham. Appeal Ref: APP/A2280/A/10/2138752. Decision date: 10 February 2011.

269 Cowley Road, Oxford OX4 2AJ. [Development affecting the character or appearance of the Bartlemas Conservation Area and/or the setting of the Grade II* listed Bartlemas Farmhouse]. Appeal Ref: PP/G3110/A/10/2139703. Decision date: 28 April 2011.

Development affecting the setting of the registered Lydiard Park, Swindon. Appeal Ref: APP/U3935/A/10/2140734. Decision date: 17 May 2011.

Land at Hill Top Farm, Mill Lane, Belper, DE56 1LH. [Development affecting the setting of Derwent Valley Mills World Heritage Site, Derbyshire]. Appeal Ref: APP/M1005/A/10/2142571. Decision date: 3 June 2011.

Cheverton Farm, Land at Cheverton Down, Cheverton Shute, Shorwell, Newport, Isle of Wight PO30 3JE. [Development affecting the setting of listed buildings, scheduled monuments and other heritage assets]. Appeal Ref: APP/P2114/A/10/2125561. Decision date: 30 August 2011.

Additional cases which English Heritage considers to be of particular interest may be announced through the English Heritage Legal Director's Twitter feed: [English Heritage@EHLegalDirector](#).

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Photograph by Eric de Maré of the 19th century Grade II listed Church of St Edward the Confessor, Ferrybridge, Brotherton, North Yorkshire with the cooling towers of Ferrybridge 'B' and 'C' power stations in the background. Since the photograph was taken, during the 1960s, the nearest cooling towers have been dismantled. Copyright © English Heritage. NMR