

Biennial Report on the Care of the Government Historic Estate 2019-21

Compiled by the Government Historic Estates Unit

The former chapel bay in Cloister Court at the Palace of Westminster, following recent cleaning and stone repairs. © UK Parliament / Adam Watrobski

Cover image: In 2020 Greenwich Park received a £4.5 million grant from Lottery funds towards the Royal Parks' £8-million 'Greenwich Park Revealed' project. © The Royal Parks

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The Dell Restaurant in Hyde Park, designed in 1964 by Patrick Gwynne for the Ministry of Public Building and Works, was repaired and upgraded in 2019 by the Royal Parks. © The Royal Parks

Introduction: why conserve the government historic estate?

Government and agencies continue to hold a great deal of property and whether by accident or design much of that property is listed or scheduled (See p.27). Governments have long recognised that they cannot ask the property-owning public, or institutions, to conserve the historic environment unless they set a good example. The Protocol for the Care of the Government Historic Estate (2017) sets out how departments will ensure that the right standards are maintained. The Biennial Report examines how the contributing bodies have performed in relation to each of the recommendations in the Protocol, through analysing that performance as reflected in the answers to a set of questions (see p.30).

Today, government's ambitions for its property may include demonstrating accessibility and convenience to the public, meeting ever more exacting space standards, and reducing the carbon footprint of its buildings. Departments and agencies want their buildings to serve their essential purposes, and to give all that use them a positive experience. This is especially important now that the COVID–19 emergency has demonstrated how much of life can be conducted without going outside the front door, and, by contrast, how enormously beneficial and educative it is to experience other places.

While it can be a challenge to adapt historic sites to meet these new programmes, old buildings have much to offer. They demonstrate the heritage and continuity of our society, and illuminate current debates. But they are also practically valuable. For example, where heat gain and retention are in question, not to speak of embodied energy involved in new construction, their balance sheets often put more recent buildings to shame.

Whatever the current concerns, historic buildings need to be maintained and repaired. Superb examples of this can be seen in these pages.



Major repair works are in progress to the Grade II-listed ruins of the old Hewell Grange. Most of the structure is now stabilised and repaired and a final phase of works due to commence in 2022. The site is now on the market as the Ministry of Justice seeks to dispose of it.

How the government estate is changing

The pace of Disposals has slowed during this period – the Estate shrank by only 1% in 2019-20, and the sales of government property were quite modest overall.¹ The five-year project to realise significant returns (£5 billion) was wound up last year, but the underlying trend within central government aims still at consolidation and, always, at a more efficient Whitehall estate: 'thirteen buildings in Whitehall were closed during 2020-21, with 5,800 civil servants moved or re-housed'.2 There are always challenges in disposing of heritage assets, above all to ensure the significance of the asset survives the transition. Historic England is in the course of revising its own guidance on the disposal of heritage assets (previously issued by English Heritage in 2010)

Existing buildings that remain in government use will need to work harder and conform to increasingly demanding standards. For those with formal interiors, this will be a real challenge. On the larger estates, major programmes of divestment have inevitably slowed, increasing the danger of 'lame duck' sites (see below, 'Usefulness'), but are proceeding.

The Government Property Agency, established in 2018, continues to acquire more property directly, taking on the management and leasing sites back to individual departments. The Cabinet Office also encourages the formation of 'hubs' which can bring together numerous functions under one roof, including local government. Where these buildings are new, a **Design** Guide from the GPA provides advice on the priorities to be followed.³ But some of the structures are not new – such as the remarkable India Buildings in Liverpool, listed Grade II*, which has been adapted by HMRC for this purpose (see 2017-19 Biennial Report). Historic England has therefore provided an Annex for this Guide which outlines the behaviour of older buildings and how they need to be respected for these qualities.⁴

government-workplace-design-guide

¹ Transparency Report: Government's land and property disposals in 2019/20 and retrospective reporting for 2018/19, 2017/18 and 2016/17: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/953799/Government_s_land_and_ property_disposals_in_2019_20_and_retrospective_reporting_for_2018_19__2017_18_and_2016_17.pdf

 ² State of the Estate Report 2020-2021: https://www.gov.uk/government/publications/state-of-the-estate-in-2020-2021
³ The Government Workplace Design Guide, Government Property Agency, 2020: https://www.gov.uk/government/publications/the-

⁴ Historic Building Annex: A Technical Annex for Historic Buildings, Government Property Agency, 2020: https://assets.publishing.service.gov. uk/government/uploads/system/uploads/attachment_data/file/955556/The_Historic_Building_Annex.pdf

The COVID-19 emergency has brought out a remarkable response from DCMS, supporting the built heritage sector through the **Culture Recovery Fund** from July 2020, which Historic England has helped to allocate and distribute. These grant schemes had to be devised and rolled out with unprecedented speed. You can see some of the work this paid for on **pp.8-9**, **39** and **43**: Historic Royal Palaces and others have maintained a work programme, requiring the finest craft skills, under very difficult working conditions and timescales. Crafts proved resilient during the crisis, both because of this support and independently of it (see Historic England's 'Heritage Indicators **2021'** p7).



Simpson Brickwork Conservation at work rebuilding the chimney stacks to Apartment 23 at Hampton Court Palace, dismantled previously due to health and safety concerns. The project was grant-funded by the Government's Culture Recovery Fund. © Historic Royal Palaces



New wrought-iron handrails outside St Thomas' Tower, Tower of London, made by Stearn Metalworks to a design by Andrew Harris of Martin Ashley Architects and installed by Hall Conservation. The project was grant-funded by the Government's Culture Recovery Fund. © Historic Royal Palaces

Usefulness and risk

Government bodies are used to holding a lot of property, and to uncertainty about these holdings. Despite the on-going drive to get rid of these liabilities, uncertainty can seem almost a settled state. The forces of physical decay think otherwise. Consequently we ask our contributors what steps they take to maintain and inspect vacant historic buildings, and we publish **advice on how to reduce risks through mothballing and other precautionary measures.⁵** If sufficient protection measures are not put in place sites can end up being formally identified as 'at risk' (see Annex on Heritage at Risk, **pp. 46-63**).

If sites that are in question need decisions on their future, they also need positive thinking. For example, the Ministry of Defence has recently looked at the 'operational need' rating of its listed building stock, and found an impressive number of listed buildings to merit high ratings. This shows how both on retained sites and those marked for disposal the usefulness needs to be considered broadly, so that assets are not wasted and compatible uses are found. Historic England is happy to advise in such cases.

⁵ Vacant Historic Buildings: Guidelines on Managing Risks, Historic England 2018: https://historicengland.org.uk/images-books/ publications/vacanthistoricbuildings



Interior view of the cast-iron frame on the third floor of the Grade I listed Main Mill at Shrewsbury Flaxmill Maltings, 2020. The space is a part of the significance of the building as probably the oldest multi-storey iron-frame building in the world, using the new technology to improve safety and efficiency on its open floors.

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Heritage assets: designated and undesignated

The List of Listed Buildings, and the Schedule of Ancient Monuments, are a shorthand for the heritage assets of this country. Together with registered parks and gardens, protected wrecks and battlefields they are known as the National Heritage List for England (NHLE), which is easily searched. It is more than a decade since designated heritage assets owned by government departments and agencies mostly ceased to be exempt from the planning laws (although they mostly remain exempt from scheduled monument consent legislation) and their owners and users must now obey the usual rules.

In addition there are numerous non-designated heritage assets. Archaeological sites, in particular, may be of equivalent importance to those already scheduled, but not be scheduled themselves. Public bodies which have heritage assets of all kinds need to be aware of their potential interest, even when there is no specific designation and therefore no consent process needed for works. The Protocol is not only about designated heritage assets:

Heritage assets are defined as buildings, monuments, sites, places, areas or landscapes positively identified as having a degree of significance meriting consideration in planning decisions because of their heritage interest. Heritage assets include designated heritage assets and assets identified by the local planning authority, including locally listed buildings and landscapes, and unscheduled archaeological sites.

Consequently, when assessing a historic estate, we look at these assets as a spectrum from the highly listed to those which have interest even if not nationally designated. There will be varying management regimes appropriate to each site, but in all cases these should respect their character. In the case of historic buildings or structures, there is a range of ways in which

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In 2020 Greenwich Park received a £4.5 million grant from Lottery funds towards the Royal Parks' £8-million 'Greenwich Park Revealed' project. This aerial shot shows part of the Maritime Greenwich World Heritage Site and includes some of the Grade I registered landscape, the scheduled monument of the Royal Observatory, the scheduled monument of the Queens House, the Grade I listed Maritime Museum, the scheduled monument of Greenwich Hospital, the scheduled monument of the Grade II listed Saxon barrow cemetery, and the Grade II listed statue of General Wolfe. © The Royal Parks

non-designated heritage assets can be identified but these must be determined via a planning judgement (by a 'plan-making body' – usually a local authority) and are usually included on a 'Local List'. However a local list is unlikely to be definitive for an area: whilst everything on a local list will be a non-designated heritage asset, not all non-designated heritage assets for an area will necessarily be on the local list. With archaeological sites the position is inevitably less clear-cut, as it must depend on what we know about a largely hidden resource (although some local authorities positively identify archaeological priority areas within their Local Plans).

World Heritage Sites

World Heritage Sites occupy a peculiar place in the range of heritage assets. Not designated by national government nor by local authorities (as in every other case), these are sites seen by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) as the heritage of the wider world. Each therefore has a statement of 'Outstanding Universal Value' and it is this which national governments are pledged to protect. Usually, this means that there is a managing body set up specifically for this purpose, and a Management Plan, produced by this body, which UNESCO can consult to see how they are doing. The UK has 29 of these sites which are 'cultural' in whole or in part.

The complexity of managing them in an urban setting has been brought home by UNESCO's decision, in 2021, to remove World Heritage Status from 'Liverpool – Maritime Mercantile City'. The **Palace of Westminster and Westminster Abbey including Saint Margaret's Church**, sitting on the southern edge of Whitehall, has been a relatively stable site, but it is likely to undergo significant change as Parliament moves into its major renovation later in the decade, and it has no 'buffer zone' in which development is specially controlled. Indeed, ICOMOS-UK argued before a Public Inquiry in 2020 that the proposed Holocaust Memorial would cause the Palace of Westminster substantial harm. The Inspector rejected this contention and the Memorial was approved, although this decision has since been successfully challenged in the High Court.



The Elizabeth Tower of the Palace of Westminster showing the east dial (left) before conservation, and the north dial (right) following cleaning, repairs and reinstatement works. © UK Parliament / Adam Watrobski



Interior of the renovated lantern on the roof of Westminster Hall, from below. © UK Parliament / Adam Watrobski

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Heritage management tools

It should not surprise us that managing these often complex entities, from World Heritage Sites to simple building types with geographical spread, requires good management principles. For some time, Government has sought to sought to facilitate this management and to deepen the understanding of the resource. The range of instruments and documents can look bewildering, but they have a family resemblance. All of them aim to establish what the significance of the site or building is, to assess where that significance is vulnerable to change, and to put in place processes to make sure that the significance is conserved. Conservation specialists call this the 'golden thread' (see Question 3 of the Biennial Questions on **p.30**).

Conservation Management Plans

The term 'Conservation Plan' came into use during the 1980s following the publication of *The Conservation Plan*, by James Semple Kerr (the New South Wales National Trust, 1982). A Conservation Plan must contain a full examination of the significance of the site or building, and only when this is complete should the author of the Plan go on to assess the vulnerability of the site's significance to current or future pressures. The Plan then assesses the options for the site and proposes policies for its conservation. One of these will provide for the periodic revision of the Plan itself.

In recent years the fuller phrase 'Conservation Management Plan' has been used, to emphasise the importance of the 'back end' of the Plan and to signal that this version includes the action plan and schedules. Policies of course imply a commitment by the organisation responsible for the site, and often the agreement or oversight of other bodies. These can take time to assemble, and they obsolesce quickly. Such a Plan therefore requires regular revision with the consent of all parties. The owner of the site originates the Plan (and must 'own' it in the other sense), with the local authority or central bodies also participating. However, in itself such a Plan has no standing in law, and it does not substitute for any consent regime. A Conservation Plan or a Conservation Management Plan addresses only one site or complex, but it does it in depth. It is therefore not the same as an Asset Management Plan which provides an overview of a collection of assets. Nor is it the same as a periodic survey of the condition of a site, although it will draw on these.

Further guidance on Conservation Planning can be found from the National Lottery Heritage Fund website.⁶



A new Heritage Partnership Agreement for King's Cross Station was signed by Historic England, Network Rail and the London Borough of Camden on 21 May 2019, attended by the Heritage Minister, Michael Ellis. © Historic England

⁶ https://www.heritagefund.org.uk/funding/good-practice-guidance/conservation-planning-guidance

Heritage Partnership Agreements (HPAs)

Documents that take an essentially contractual approach are often called Heritage Partnership Agreements. These must involve the local planning authority as well as the owner, with others added if necessary (for example Historic England) to achieve the Agreement's ends.

They have existed for some years in non-statutory form, encouraged by English Heritage and then Historic England, but an Act of 2013 provided for them to be formalised as Listed Building Heritage Partnership Agreements. These would take specified works out of the consent system. As a result, some voluntary agreements have been converted or are moving in this direction. They are found to be particularly useful where there is a long-term relationship with the single owner of a large and complicated site (such as a major museum or railway station). They take time and work to establish, but this is repaid both to the managing body and to the appraising bodies through a saving of time and effort once the Agreement is in place, and a greater mutual understanding. **Further Historic England guidance is available on setting up HPAs**.⁷

Service Level Agreements (SLAs) and Enhanced Advisory Services

More formal still is the SLA, which does not depend on a comparable depth of preparation. By this route services, such as pre-application advice and listing screening/assessment, are provided at set rates to government departments or other high-volume customers. Historic England can provide this kind of service, although most business of this nature is now conducted *ad hoc* under the terms of its Enhanced Advisory Services. These extend the range of our traditional advice on a cost-recovery basis.

Agreements for Scheduled Monuments

Certain categories of works to a scheduled monument are consented to without the need for an application by virtue of the Ancient Monuments (Class Consents) Order 1994. These Class Consents are narrowly defined and are subject to specified conditions, limitations and/or exclusions.

Repetitive applications for repair works or minor alterations can be a feature of the management of certain scheduled monuments. Such regular works are sometimes covered by a Standing Consent agreement, for which formal agreement for a specific time period must be sought via Historic England and DCMS.

⁷ Setting up a Heritage Partnership Agreement, Historic England Advice Note 5, 2015: https://historicengland.org.uk/images-books/ publications/setting-up-listed-building-hpa-advice-note-5/

Historic England can also offer support for the management of monuments through Section 17 agreements with landowners or tenants. These usually run for a term of three or five years. More information can be found on our website: https://historicengland.org.uk/services-skills/grants/ our-grant-schemes/management-agreements/



Exterior of the lantern on Westminster Hall. © UK Parliament / Adam Watrobski

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Contested heritage

A clear example of how heritage can be seen as wider than designation is the discussion around heritage that has become contested. When Edward Colston's statue was toppled in Bristol in June 2020, the act prompted wide reflection on the legacy of the trade in enslaved people and on wider colonial stories. Many of the statues and memorials that came into question had been erected by the State and still more in praise of its servants, so that even today a significant proportion are publicly-owned. On behalf of DCMS, the English Heritage Trust manages a number of statues in central London, which were once the province of the Office of Works.

English Heritage commissioned **research on the legacy of slavery** related to its properties, to mark the 200th anniversary of the Abolition of the Slave Trade in 2007. Looking at the wider environment, Historic England has now promoted an approach to monuments that come into question in this way, which can be summed up as 'retain and explain'.^a This approach seeks to encourage the creation of thoughtful, long-lasting and powerful reinterpretation.

The reaction of DLUHC to the calls for some monuments to be removed has been to issue changes to planning procedure, bringing monuments over ten years old under planning control should their removal be contemplated. Although listed monuments will be dealt with as before, this work has the help of a new paragraph in the National Planning Policy Framework:

198. In considering any applications to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal.

Historic England's approach is entirely consistent with this policy. We have published a **checklist for local authorities**, encouraging an understanding of significance and community consultation, which may also assist others.

⁸ English Heritage Properties 1600-1830 and Slavery Connections: A Report Undertaken to Mark the Bicentenary of the Abolition of the British Atlantic Slave Trade, Miranda Kaufmann, 2007: https://www.english-heritage.org.uk/siteassets/home/learn/research/english-heritage-properties-1600-1830-and-slavery-connections.pdf



The Agius Evolution Garden at Royal Botanic Gardens Kew, installed 2019. This site has illustrated the thinking on plant evolution since the 1840s, in the shadow of the Temple of Aeolus (1763). © Royal Botanic Gardens, Kew

Climate change

The UK has committed to reduce net carbon emissions to zero by 2050. Government has committed to reduce direct emissions from public sector buildings by 50% by 2032, against 2017 levels, and aims to further reduce emissions from public sector buildings by 75% by 2037 (see the government's 'Net Zero Strategy: Build Back Greener' report 2021⁹).

The recent COP26 Conference has pointed up the need to adapt the environment both to consume less energy and to deal with a changing climate. These challenges are often seen as posing specific difficulties for old buildings, but older forms of construction have merits which appear greater as we appraise the tasks ahead. Looking after and learning from the historic environment contributes positively to overall global sustainability and can help us adapt to and mitigate for climate change. For further information see Historic England's newly published (2022) **Climate Change Strategy** setting out our response to the climate, energy and biodiversity crisis.

We are glad to see early signs of co-ordination and discussion between departments and agencies on the challenges of moving historic estates towards net zero, which we will continue to support and encourage as we collectively face the global climate crisis. Historic England is undertaking a wide range of initiatives, researching and promoting how the historic environment can positively contribute to overall global sustainability through adapting and mitigating. See the Historic England website for further information on climate change mitigation, adaptation and energy measures.

Maintenance and adaptation

Keeping buildings in good repair has long been recognised as sound financial sense, but many historic buildings will need to go further and be adapted to meet net zero targets. Modern buildings and historic buildings are different, not just in their materials, but in their design and the way they function. Understanding this and all the factors that affect energy use is critical for making decisions that improve the sustainability of structures.

⁹ Net Zero Strategy: Build Back Greener, HM Government (October 2021): https://assets.publishing.service.gov.uk/government/uploads/ system/uploads/attachment_data/file/1033990/net-zero-strategy-beis.pdf

The complexities of balancing modern uses, legislative compliance and standards with historic significance and building forms are often identified most keenly by the owners and managers of large estates and buildings. Much progress has been made in recent years towards pragmatic standards and it is increasingly recognised that a 'loose fit' use is not necessarily sub-standard. The generally smaller scale of historic buildings preserves a human dimension which is now recognised as positively valuable to the wellbeing of occupants. The key is to take a 'whole building performance approach', which appraises the behaviour of the building (its construction, location, environment and historic significance), and the demands of the use (function, services and occupant behaviour), in relation to each other.

Historic England has published widely on the issue of adapting buildings to save energy. We commission numerous research reports, and a wide range of **guidance and advice notes on energy efficiency and historic buildings**. These insights informed the **Heritage Annex to the GPA's Workplace Design Guide**, which Historic England supplied in 2020 (see p.7).

Servicing

The level of servicing required to improve or change the use of a building can present challenges and have further impacts on building fabric where additional insulation is required. Modern expectations for energy use, services and comfort place new demands on historic buildings and at times can be in conflict with maintaining character. However, much work has been done on effective reduction of energy use and this includes a more flexible approach to heating and cooling depending on the occupant behaviour and different uses of internal spaces. By taking a whole buildings performance approach the right balance between new technology and traditional solutions can be struck and ensure the building continues to be comfortable and energy efficient for its occupants. See the Historic England website for further guidance on **building services engineering** and **low and zero-carbon technologies**.

Whole-life carbon

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The carbon impact of buildings is not only in their operational carbon (the carbon they require to run on a daily basis) or energy efficiency – it is also in the carbon embodied in their materials and labour. Known as whole life cycle assessment, this includes their manufacture, transportation, installation, durability, repairability and re-usability. It has been shown that adaptive re-use of buildings is fundamental in the reduction of emissions in construction, and that traditional materials have a lower embodied carbon in their production and use. See the Historic England website for further information on **carbon in the built historic environment**.



In response to rising sea levels work to Marine Parade at Dawlish in Devon, including a new sea wall and walkway now part of the SW Coastal Path, was completed as part of the first phase of the South West Rail Resilience Programme and opened by the Rail Minister in September 2020. © Network Rail

Coastal change

Rising sea levels, along with more frequent serious storms, pose serious risks to coastal heritage through increased flooding and erosion along the coast. Many coastal areas are experiencing change, affecting vulnerable historic seaside structures and undefended shorelines. While many of the man-made interactions with our shoreline now form part of the heritage, others have recently become marginal through erosion or the greater force of modern storms.

Several contributing bodies are on the front line of this fight to protect coastal heritage, with a number of major projects underway to protect coastal heritage sites. Historic England provides advice on the implications of coastal change for the historic environment at a strategic and scheme-specific level. We seek to identify and protect sites in two ways: (i) through a series of regional or sub-regional Rapid Coastal Zone Assessment Surveys (RCZASs) that eventually will report on the entire English coast; and (ii) by carrying out or funding thematic projects that seek to increase understanding of particular sites or classes of site on the coast. See the Historic England to deal with the impacts of coastal change.





The Boston Buoys Trail, a series of art installations re-purposing vintage marine buoys to celebrate Boston's rich heritage and maritime connections. © Environment Agency

Government departments and others contributing to this report

The bodies represented in this report (see table below) are either departments of government, agencies of those departments, or 'arm's-length bodies' (the length of the arm is variable), mostly deriving income from government. A body which has a public purpose, but which is financially and managerially almost entirely separate from government (such as Trinity House, the ancient institution that maintains and runs the country's lighthouse system), will generally not be included.

The list of contributing bodies has changed regularly since the first reporting period of 1995-97, as have their responsibilities, titles and holdings. The English Heritage Trust and The Royal Parks both became charities in 2015 and 2017 respectively, but they are still included as they both care for government assets. The list of contributors also includes several voluntary members, namely The Royal Palaces, The Royal Household and the Parliamentary Estate, all of which made submissions. These organisations are not required to comply with the Protocol and have not been scored.

Many departments have satellite organisations with varying degrees of devolution, and therefore varying degrees of oversight of the assets in their wider care. Obtaining up-to-date information for devolved bodies is tricky, and there are instances where we know organisations have assets within their responsibility but we are still in the process of gathering the relevant information. Some departments report on behalf of satellite organisations (for example the Department for Transport covers DVSA and the Maritime and Coastguard Agency) and some satellites are invited to make their own submissions.

Those making their own reports include Network Rail and Highways England, two of the most active satellites of the Department of Transport. We are also in contact with the Coal Authority and the Nuclear Decommissioning Agency (NDA), both satellites of the Department for Business, Energy and Industrial Strategy; no return was received this time from the Coal Authority. Highways England, an arm's-length body, has a department, the Historic Railway Estate, with a highly distinctive portfolio which we will feature in the next edition.

We try always to make contact with those who actually do the work and we are, as ever, very grateful to all those who have contributed.

Name	Type ¹⁰	Number of Heritage Assets ¹¹
Cabinet Office	MD	5
Department for Business, Energy and Industrial Strategy	MD	4
Department of the Environment, Food and Rural Affairs	MD	2
Department for Transport (reporting for DVSA and the Maritime and Coastguard Agency)	MD	7
English Heritage Trust	Charity	420
Environment Agency	ENDPB	963
Foreign, Commonwealth & Development Office	MD	7
Forestry England	NMD	871
Highways England ¹²	Other	4754
Historic England	ENDPB	8
Historic Royal Palaces*	PC	39
HM Revenue & Customs	NMD	3
HM Treasury (Government Offices, Great George Street)	MD	1
Homes England	ENDPB	114
Ministry of Defence	MD	1394
Ministry of Justice (HM Courts and Tribunals Service)	MD	91
Ministry of Justice (HM Prisons and Probation Service)	MD	24313
Network Rail	Other	973 ¹⁴
Parliamentary Estates*	Other	15
Royal Botanic Gardens Kew	ENDPB	51
The Royal Household*	Other	77
The Royal Parks	Charity	193
UK Supreme Court	NMD	1
TOTAL		10,236

* These bodies have submitted material voluntarily since 2001. They bear comparison with the departments and agencies but are not subject to the Protocol.

¹⁰ MD = Ministerial Department; ENDPB = Executive Non-Departmental Public Body; NMD = Non-Ministerial Department; PC = Public Corporation; EA = Executive Agency. The full list of departments, agencies and public bodies, with their affiliations, can be found at https://www.gov.uk/government/organisations

¹¹ Designated heritage assets of all kinds except conservation areas. The figures come from the bodies themselves and have not been comprehensively checked. The Forestry Commission and Environment Agency control land on which parts of scheduled monuments (etc) may lie, and these have been counted in. Some World Heritage Sites coincide with these assets, notably at Kew and in Westminster. The total has risen considerably from the last reporting period because Highways England has provided a figure for the first time.

- ¹² Since September 2021 Highways England has become National Highways.
- ¹³ Taken from the 2017-19 report as no up to date information was provided for 2019-2021.
- ¹⁴ Listed buildings within 20 metres of a station lease; lineside estate not yet fully mapped.



Gosport Oil Fuel Depot, established in 1907, has had its fuel tanks replaced with archaeological advice and survey provided by the Defence Infrastructure Organisation. © The Oil and Pipelines Agency

How they are doing

We asked a series of questions (the Biennial Questions) under 11 headings, reflecting the sections of the Protocol. The questions are mainly articulated, and the answer to each part has been assessed to produce the overall appraisal. Twenty-three bodies responded, reflecting the variety of organisations which hold historic property within the civil service, as agencies and as comparable bodies (see list on p.27). The scoring reflects the whole set of answers and any subsequent clarification, supplemented by what we may already know. The results appear in the Table on p.40-41.

This Report is the first to build on a structure of questions laid down in its predecessor (2017-19) with some questions slightly tweaked. But if we had hoped to learn from continuity, fate had other ideas. This two-year period has been one of the strangest in recent history, with an inevitable slow-down in most public sector activities not directly connected to the Coronavirus emergency.

The average fulfilment of the Protocol requirements this time is **73%.** Although slightly lower than last time, this is a good result in the circumstances. The crisis is perhaps reflected in the much lower averages for questions on risk and redundancy as compared to previous years. These questions probe the commitment of an organisation to structures which it no longer wishes to hold or which have been allowed to deteriorate. In a time of uncertainty and staff shortages these indicators will fall. But against this, there has been real progress on some estates (see p.40-41) which we are very glad to acknowledge (see Annex on Heritage at Risk pp.46-63).

Scoring the answers is an art rather than a science, and we aim to refine our approach each time, responding to the dialogue with our correspondents and to the changing nature of the estate. There are some common misunderstandings of some parts of the questions and in future we will publish further informative notes to assist bodies in responding. Continuing confusion over the various sorts of Conservation Management Plan a site might need is covered above (**p.16**).

The questions

Q1. Nominate a heritage officer

Are you the nominated heritage officer?

- a) If yes, what contact do you have with the property managers in your organisation on these issues?
- b) If no, how is heritage information disseminated?

Q2. Ensure that professional advisers and contractors have appropriate expertise

- a) Who is responsible for ensuring that professional consultants and contractors have appropriate expertise?
- b) How is this checked?

Q3. Ensure that the significance of any heritage asset is taken into account when planning change or development

- a) Where change has been proposed, has the significance of any heritage asset affected been appropriately assessed?
- b) Are heritage impact assessments standard?
- c) Do you have current Conservation Management Plans (CMPs) for your heritage sites?

Q4. Commission regular condition surveys

Do you have regular condition surveys?

- a) If yes, with what regularity? (3/4/5 years)? Are these up to date?
- b) If no, how do you 'identify and prioritise repair and major maintenance requirements'?15

Q5. Implement a planned programme of repairs and maintenance

- a) Does your asset management plan build on condition survey recommendations?
- b) What period(s) are covered by forward work plans and how are works prioritised?

Q6. Secure heritage at risk (HAR)

Do you have any HAR assets? If so, do you have an agreed strategy for each HAR site, arrived at in discussion with the local authority and / or Historic England? Do you have any assets that have been recently removed from the Register?

¹⁵ Protocol for the Care of the Government Historic Estate (2017) Section 4: https://historicengland.org.uk/images-books/ publications/protocol-for-the-care-of-the-government-historic-estate/protocol-for-care-of-govt-historic-estate-2017/

Q7. Safeguard heritage assets that are unused or in course of disposal

Do you have any heritage assets that are unused or in course of disposal?

- a) If so, do you follow published guidance?¹⁶
- b) What is the regular inspection period?
- c) How are unused heritage assets kept in a safe, secure and stable condition?
- d) How does an assessment of the impact on an assets significance affect your practice on disposals?

Q8. Comply with the statutory procedures that regulate works to heritage assets

a) How many designated heritage assets do you count as within your estate, broken down by category?

- b) How many listed building consent applications has your organisation made in the period 2019-2021?
- c) How many scheduled monument clearances or scheduled monument consents were made (or how many standing clearance or consent agreements are in operation)?

Q9. Ensure that the design quality of any new work enhances the historic environment¹⁷

Do you have any examples of new works that have enhanced your heritage assets or their settings? (Are you willing to share them as exemplars or case studies which we can publish?)

Q10. Prepare biennial conservation reports¹⁸

Do you prepare a biennial conservation report for your senior management or for internal information?

- a) If yes, please provide it to us
- b) If no, how do you track the condition and issues affecting your heritage assets?

Q11. Records and archives

- a) How are your records held and archived?
- b) Does your organisation send material to the National Archives (or another repository) when no longer required?

¹⁶ 'The Disposal of Heritage Assets' Historic England https://historicengland.org.uk/images-books/publications/disposalheritage-assets/

¹⁷ This question is not scored as a pass or fail

¹⁸ This question is not scored as a pass or fail

The answers

All questions are scored out of 10 except for those on enhancing the historic environment and on biennial reporting which are scored out of 5 (9 and 10); the pass mark for compliance on the full questions (1-8 and 11) is half the possible mark, i.e. a pass scores 6 or above. The two less significant questions (9 and 10) are not noted as being passed or failed as they relate to areas that go beyond the compliance requirements of the Protocol, nonetheless a good score demonstrates a best-practice approach to the care of heritage assets. Many questions have more than one part; the answers to each sub-questions are not given equal weighting in the overall scoring, but the score given reflects the whole set of answers to all parts of the question and any subsequent clarification.

Where questions are not applicable but demonstrate good practice, for example where a body has no assets on the national Heritage at Risk Register, the lack of a score on a particular question will not count against the overall score as this is worked out on a percentage basis from the questions that do apply.

Question	1	2	3	4	5	6	7	8	9	10	11	Total score
Average score	7.7	8.1	7.4	8.35	8.1	5.33	5.46	7.5	3.75	2.55	7.5	73.2
No. of Fails	3	1	3	0	0	6	4	3	N/A	N/A	3	

Figure 1: Table showing the average scores for each question and number of organisations that failed that particular question.

The golden thread (Questions 1, 2, 3)

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The first three questions are linked by the need for the significance of heritage assets to work through into actual performance (the 'golden thread'). This is more likely to happen where there is a dedicated officer who compiles the return and disseminates information (Q 1), where the right staff and contractors are employed (Q 2), and the impact of proposals on the asset is appropriately assessed (Q 3). The averages for these three questions, at 7.4 and above, are fairly good, but the third Question – the nuts-and-bolts of responsible heritage management – was still failed by three bodies.



The English Heritage Trust have created a new education centre and café at Walmer Castle, Kent, also undertaking landscaping works to restore a lost garden. © English Heritage Trust

The facts (Questions 8, 11)

The historic estate of a contributing body needs to be understood and the rate of change monitored. The body itself is best placed to do this. Where numbers of sites, and of applications on those, are unknown to the centre, or records are not securely kept and accessible, these failings seem to indicate a lack of overall grip. Three organisations failed Question 8 (on statistics) and a number of others had unimpressive scores; three others keep inadequate records (as reported). While bodies may be making all the right decisions, on correctly marshalled information, these bodies would have difficulty demonstrating as much and perhaps have no assurance of it at the centre.

Good records need to be kept and made accessible so that an understanding of condition is based on knowing how the fabric has fared over time with what interventions. After twenty years, significant material should be deposited in the National Archives¹⁹ or equivalent repository. Most bodies demonstrated good compliance with these requirements, but (as reported) three failed in this area (Question 11).

Condition (Questions 4, 5)

These questions cover the knowledge of the sites' condition and how that translates into management. Last time, Question 4 had the highest average score and this is still the case now. It is pleasing to see that the average has risen for Question 5, which asks how the condition surveys have worked through into the action plans. No organisation failed either question this time.

¹⁹ https://www.nationalarchives.gov.uk/information-management/manage-information/selection-and-transfer/



The Grade II*-listed Ribblehead Viaduct being repaired in 2020-21, securing its future as both an historic landmark and vital railway link on the Settle-Carlisle railway line. © Network Rail

Risk and redundancy (Questions 6, 7)

However, it is one thing to know the condition and another to ameliorate it. This is the conclusion from the replies to questions 6 (on heritage at risk) and 7 (on redundant structures or those to be disposed of). The Protocol requires a strategy for each building at risk, not simply for the category of vulnerable structures. This may seem demanding, but it is our experience that slippage is all too easy, and each site needs to be regularly monitored. Closer analysis of the results under Question 6 (in the 12 bodies with a known risk profile) shows that half have not complied (as also in 2017-19). Last time, though, Question 7 received a more positive response; this time, it could not be rated much higher and four bodies are deemed not to have complied.



Interior view of the Grade II listed Maltings Kiln at Shrewsbury Flaxmill Maltings during construction of the new lift shaft, 2020.
Enhancement and oversight (Questions 9, 10)

These are the two questions which receive only half-scores and on which compliance with the Protocol is not assessed.

This time, organisations were keen to point out where they had enhanced their estate (Question 9), and we illustrate this through a wide range of case studies included within this document. Closer marking of Question 10 (on internal reporting) has shown that this function is usually one which organisations are conscious they should discharge. We have therefore de-coupled our assessment from the exact idea of biennial reporting and marked on evidence of reporting something beyond simple statistics. Obviously, organisations which can do this have a better handle on the task, and just over half come into this category.



An artist's impression of the finished Kiln entrance at Shrewsbury Flaxmill Maltings. © Feilden Clegg Bradley Studios

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Scoring criteria

Score	Criteria
10	Very strong response demonstrating excellent overall stewardship of heritage assets and exceeding the obligations of the relevant part of the Protocol (pass)
9-8	Strong or good response demonstrating good overall stewardship of heritage assets and meeting the obligations of the relevant part of the Protocol (pass)
7-6	Satisfactory response demonstrating a reasonable level of compliance with the relevant part of the Protocol (pass)
5-4	Poor response demonstrating some understanding of the relevant Protocol obligations but limited compliance (fail)
3-1	Very poor response demonstrating no awareness of or compliance with the Protocol (fail)

Figure 2: Overall scoring criteria for Q1-8 and 11, scores out of 10.

Score	Criteria
5	Strong response demonstrating excellent overall stewardship of heritage assets
4-3	Good or satisfactory response demonstrating effective overall stewardship of heritage assets
2-1	Poor or very poor response demonstrating ineffective management of heritage assets

Figure 3: Overall scoring criteria for Q9 and 10, scores out of 5 (not noted as pass or fail).



A number of canal bridges at Hampton Court Palace were repaired in 2020, grant funded by the Government's Culture Recovery Fund, administered by Historic England. © Historic Royal Palaces

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How the contributing bodies fared in 2019-2021

Question	1	2	3	4	5	6	7	8	9	10	11	Total	% Total
Out of	10	10	10	10	10	10	10	10	5	5	10	100	100
Cabinet Office	7	9	9	10	7	6	8	10	N/A	3	10	79	83
Department for Business, Energy and Industrial Strategy	9	6	8	10	10	N/A	N/A	9	N/A	2	4	58	78
Department of the Environment, Food and Rural Affairs	9	10	6	10	10	N/A	N/A	8	N/A	2	0	55	73
Department for Transport (reporting for MCA and DVSA)	2	6	3	6	6	2	0	10	N/A	2	10	47	49
English Heritage Trust	10	10	10	9	9	9	10	6	4	3	10	90	90
Environment Agency	10	10	8	6	8	2	N/A	6	4	3	6	63	70
Foreign, Commonwealth and Development Office	8	9	9	10	10	N/A	N/A	9	3	3	6	67	84
Forestry England	10	9	8	7	8	10	7	8	3	2	6	78	78
Highways England	7	8	7	6	7	1	0	6	N/A	3	6	51	54
Historic England	8	10	8	6	6	7	8	8	5	2	10	78	78

Strong, or very strong response Satisfactory response Fail Not scored as pass or fail

All questions are scored out of 10 except for those on enhancing the historic environment and on biennial reporting which are scored out of 5; the pass mark for compliance on the full questions is half the possible mark, i.e. a pass scores 6 or above. The two less significant questions are not noted as being passed or failed. Many questions have more than one part; the answers to each sub-questions are not given equal weighting in the overall scoring, but the score given reflects the whole set of answers to all parts of the question and any subsequent clarification.

How the contributing bodies fared in 2019-2021 (continued)

Question	1	2	3	4	5	6	7	8	9	10	11	Total	% Total
Out of	10	10	10	10	10	10	10	10	5	5	10	100	100
HM Revenue and Customs	8	3	5	6	6	N/A	2	6	4	1	0	41	46
HM Treasury, Government Offices, Great George Street	4	6	8	10	8	N/A	N/A	10	2	3	10	61	76
Homes England	8	9	6	8	9	8	7	10	N/A	3	10	78	82
Ministry of Defence	7	7	7	8	8	6	6	6	4	3	10	72	72
Ministry of Justice, HM Courts and Tribunals Service	5	6	4	6	6	N/A	0	4	N/A	0	6	37	43
Ministry of Justice, HM Prisons and Probation Service	8	7	6	10	6	5	7	0	2	3	10	64	64
Network Rail	8	9	9	10	10	3	6	4	5	3	10	77	77
Royal Botanic Gardens Kew	10	10	10	10	10	N/A	10	10	4	2	10	86	96
The Royal Parks	10	10	9	10	9	5	N/A	10	5	5	10	83	92
UK Supreme Court	6	8	8	9	9	N/A	N/A	10	N/A	3	6	59	79
Average	7.70	8.10	7.40	8.35	8.10	5.33	5.46	7.50	3.75	2.55	7.50		73.20
		Strong, o	r very strong	response	Satisfact	ory response	Fail	Not scor	red as pass o	r fail			

Conclusions

This two-year period began in continuity and ended in unprecedented disruption, the aftershocks of which still resound. Levels of economic activity have fluctuated, sapping resources, with effects dire enough in some quarters, but which overall have yet to be fully felt. Despite these challenges, many organisations have shown remarkable resilience and the ability to adapt. A slow-down in most activities will tend to affect maintenance and can lead to sites becoming at risk, so that vigilance remains crucial. It will also be important to retain the scope for positive and creative measures, especially as regards climate change adaptation.

In this account of the historic environment, looking at the part held by public bodies, the extent of the holdings has begun to be more clearly rendered. But statistics are only part of the story. The 'golden thread' is the most important connection we are looking for: the links between knowing the estate, and thus its heritage values, gauging the effect of works on those values, and then bringing the significance through to the future. It is primarily on the evidence of this linkage that public bodies will be judged as guardians of the historic environment.

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Hall Conservation at work on the Tijou Screen at Hampton Court Palace reinstating two crowns previously removed for repair and reconstruction, grant-funded by the Government's Culture Recovery Fund. Repoussé leaves were hand-made by Master Blacksmith Paul Allen. © Historic Royal Palaces

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Encaustic tile and slate pavement, Central Lobby, following conservation. © UK Parliament / Adam Watrobski

Annex

How the Protocol came into use

The initiative to demonstrate best practice on the government historic estate started with the White Paper *This Common Inheritance* in 1990. From this the following paragraph was quoted in the first Protocol (2003):

The Government constantly aims for the highest standards of conservation and will ensure that those responsible for its historic buildings are aware of the importance of the heritage they hold in trust. All departments holding historic buildings are committed to this policy, which extends to all protected sites and property of cultural value in the government estate.

To which the Department of the Environment responded with a 'Plan of Action for the Care of Government Historic Buildings' in 1991, endorsed by the Public Accounts Committee in 1992. The Plan was revised by the Department of National Heritage in 1996, and then superseded by the Protocol for the Care of the Government Historic Estate in 2003.

The current **Protocol** was produced by Historic England in 2017, and is essentially an updated version of the same text. Take-up appears to have been a matter for individual timetables: the 2003-2005 Biennial only says that 'most' of the relevant departments had adopted the Protocol (a full decade later) and not which they were; all are reported on equally. One exception was the Ministry of Defence, which seems to have publicly adopted the Protocol in its own publication of 2005, *The Strategic Statement on Heritage*; this is reported in the 2005-2007 Biennial Report. The Homes & Communities Agency, predecessor of Homes England, was praised for adopting the Protocol on its creation in 2008.

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Heritage at Risk on the Government Historic Estate 2019-21

Heritage assets on the Government Historic Estate continue to be, in some cases, under threat. Sites which have lost their historic function are always vulnerable. The annexed list of heritage assets at risk has been put together in conjunction with most of the bodies represented. It is unlikely to be exhaustive.

The heritage assets, whether listed or scheduled, have their 'Condition' and 'Priority Category' identified in accordance with the **national HAR methodology**. The terminology for assessing condition differs for standing buildings and sites that cover areas (scheduled archaeological sites, registered parks/gardens and protected wreck sites) but both approaches provide a broad assessment of the current condition of sites. Priority categories relate to the relative urgency for action to be taken to prevent further deterioration. The previous category is shown in brackets if it has changed since last publication.

The categories are as follows:

- **A.** Immediate risk of further rapid deterioration or loss of fabric; no solution agreed
- **B.** Immediate risk of further rapid deterioration or loss of fabric; solution agreed but not yet implemented
- C. Slow decay; no solution agreed
- D. Slow decay; solution agreed but not yet implemented
- **E.** Under repair or in fair to good repair, but no user identified; or under threat of vacancy with no obvious new user (applicable only to buildings capable of beneficial use)
- **F.** Repair scheme in progress and (where applicable) end use or user identified; or functionally redundant buildings with new use agreed but not yet implemented

Some of the scheduled sites, especially linear monuments, may be in several parts and their ownership split, with a consequent variation in the assessment. Efforts have been made to list only those where the at-risk part is in the ownership of a relevant body. Additionally, some buildings may be in multiple ownership and where this is the case the site is listed under both bodies.

You will see in the relevant section of the main text (**p.36**) that the Protocol requires a strategy for each at-risk asset. This is a stringent requirement which few organisations find easy to meet, but it exists because these structures or features are easy to miss out of any survey system and they are often deteriorating. Where a strategy exists for a site it is usually recorded within the description.



This later prehistoric defended enclosure, a scheduled monument owned by Forestry England, has recently been removed from the Heritage at Risk Register. © Forestry England

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This list comprises 18 Grade I and II* listed buildings, 25 Grade II listed buildings (eight of which are in London and therefore also included on the national HAR register), 46 scheduled monuments, two registered parks/gardens and one protected wreck sites; 92 sites in total. This is a reduction from the 100 sites included in 2017-19.

The general picture regarding their overall condition is concerning. Of the entries also included on the national HAR register,²⁰ 44% are at immediate risk of further rapid deterioration or loss of fabric (priority categories A and B) and 23% are identified as being in the worst categories in terms of their condition (very bad or having extensive significant problems). The sites identified as experiencing slow decay (priority categories C and D), 33% of this list, tend to be the most intractable having been on the HAR register for a decade or more with no significant change during that time.

On a more positive note we are pleased to report that considerable efforts have been made by several of the bodies represented to tackle problems on at-risk sites and implement repair schemes; 21% of the sites on this list are under repair in some form (listed under priority categories E and F). Several assets have, as a result, gone down in priority category. Notably at the Ministry of Defence HM Naval Base Portsmouth, 2-8 The Parade and No. 25 Store are now listed at category F having previously been at category A and C respectively, a huge improvement reflecting the extensive works that have been undertaken.

18 sites have also come off the list since in this reporting period having been either repaired or sold. Amongst the larger landowners, the Ministry of Defence and Forestry England have both seen a good number of assets removed from the national HAR register during this period. An example from Forestry England is the Hillfort 400m south of Home Farm, Denny Lodge in the New Forest, which appeared as a case study of an at-risk asset in the 2017-2019 Biennial Report. Since the last reporting period, erosion has been repaired, trees and scrub cleared, the nearby track moved away from the monument and a management plan is now in place to address ongoing bracken management, removal of new trees and scrub and monitoring of the badger sett.

²⁰ All of the entries apart from the 17 Grade II listed buildings outside of London

You can find the list for each body by clicking on the links below:

- The Department for Transport
- The English Heritage Trust
- The Environment Agency
- Forestry England
- Historic England
- Homes England
- The Ministry of Defence
- The Ministry of Justice
- Network Rail²¹
- The Royal Household
- The Royal Parks

There is a considerable overlap between this list and the Historic England national Heritage at Risk (HAR) Register; where this is the case a weblink is provided to the detailed description provided in the main register. However, this list also contains seventeen Grade II listed sites (outside London), which are not recorded on the national database unless part of another listing (for example within a Registered Park/Garden). These sites are shaded in blue in the 'Listing' column and a separate description is provided.

²¹ This only includes sites within London as information has not been provided for the rest of the country

Heritage at Risk Sites on the Government Historic Estate 2019-21

The Department for Transport									
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)			
Devon									
Officers' quarters, Agaton Fort, Devon.	1002613	Scheduled monument	Fair	С	1997	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/47806			

The English Heritage	e Trust					
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)
Durham						
Derwentcote steel cementation furnace, iron finery forge forge and drift coal mine.	1015522	Scheduled Monument. Listed Grade I	Generally unsatisfactory with major localised problems	D	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/29956
Greater Manchester						
Baguley Hall, Hall Lane, Manchester.	1291962	Listed Building. Listed Grade I	Poor	E	1997	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/46504
Kent						
The north entrance, north-centre bastion and adjoining detached bastion on the Western Heights, Dover.	1020298	Scheduled Monument	Poor	С	1997	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/46690

The Environment Agency								
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)		
Gloucestershire								
Lydney Harbour and Docks, Gloucestershire.	1002079	Scheduled monument	Poor	С	1997	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48485		

Forestry England						
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)
Cheshire						
Glassworking remains in Glazier's Hollow, 330 metres south of Kingswood Cottage.	1020705	Scheduled Monument	Generally unsatisfactory with major localised problems	В	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/32510
Cumbria						
Prehistoric enclosure, field system and cairnfield, and medieval and early post- medieval settlements and field systems 600m SSW of Blacklyne House.	1016089	Scheduled Monument	Extensive significant problems	F	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/45127
Devon						
Post-medieval deer park, medieval fishpond, and a C19 lead mine, ore works and smelt mill at Boringdon Park.	1020565	Scheduled Monument	Extensive significant problems	D	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/34557

Dorset						
Bowl barrow 610 metres east of Bere Heath Farm.	1015365	Scheduled Monument	Generally unsatisfactory with major localised problems	F	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/34914
Gloucestershire			·			
Offa's Dyke: section in Caswell Wood, 280 metres west of Beeches Farm.	1020601	Scheduled Monument	Generally satisfactory but with significant localised problems	В	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/33514
Offa's Dyke: section in Passage Grove, 660 metres west of Sheepcot.	1020603	Scheduled Monument	Generally satisfactory but with significant localised problems	В	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/35867
Offa's Dyke: section in Worgan's Wood, 800 metres west of Chase Farm.	1020605	Scheduled Monument	Generally satisfactory but with significant localised problems	F	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/41648
Offa's Dyke: section in Lippets Grove, 680 metres WSW of Beeches Farm, Tidenham - Forest of Dean.	1020602	Scheduled Monument	Generally unsatisfactory with major localised problems	E	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/33515
Hampshire						
Castle Hill, Chilworth.	1001885	Scheduled Monument	Generally satisfactory but with significant localised problems	В	2009	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/27921
Isle of Wight						
Bouldnor Battery, Shalfleet, Isle of Wight.	1010011	Scheduled Monument	Very bad	С	2013	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/407984

Northumberland						
Bran's Walls Romano-British enclosed settlements, 400m SSE of Kielder Head, Kielder.	1009670	Scheduled Monument	Extensive significant problems	D	2020	https://historicengland.org.uk/advice/heritage at-risk/search-register/list-entry/30120
Cross dyke, south of Campville, Harbottle.	1011396	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage at-risk/search-register/list-entry/28313
Kershope Castle, Kielder	1018956	Scheduled Monument	Extensive significant problems	D	2000?	https://historicengland.org.uk/advice/heritage at-risk/search-register/list-entry/28236
Romano-British enclosed settlement, 720m north east of Catcleugh, Kielder.	1009669	Scheduled Monument	Generally unsatisfactory with major localised problems	В	2002	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/30004
Round cairn, 220m north of Tom's Crags, Greystead.	1010040	Scheduled Monument	Generally unsatisfactory with major localised problems	В		https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/31683
Two cairn cemeteries west of Willie Law.	1006451	Scheduled Monument	Extensive significant problems	В	2008	https://historicengland.org.uk/advice/heritage at-risk/search-register/list-entry/27525
North Yorkshire						
Mount Misery Farmhouse, Estell Lane.	1168024	Listed Building: Grade II (outside London)	Unknown	F	1999	Late 17th Century farmhouse. The building has been re-roofed but further works are required and it is not occupied.
Somerset						
Ruborough Camp large univallate hillfort.	1007670	Scheduled Monument	Generally unsatisfactory with major localised problems	F (previously E)	2008	https://historicengland.org.uk/advice/heritage at-risk/search-register/list-entry/33272

South Yorkshire								
Iron Age and Roman quern workings on Wharncliffe Rocks.	1004802	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/43806		
Staffordshire								
Multivallate hillfort at Bury Bank, Stone Rural, Stafford.	1008548	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2004	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/41981		
Wiltshire		- -	<u>.</u>		<u>.</u>			
Hare Warren Control Station, Wilton.	1417594	Scheduled Monument	Generally unsatisfactory with major localised problems	В	2021 (new entry)	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/410006		

Historic England						
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)
Greater Manchester						
Baguley Hall, Hall Lane, Manchester.	1291962	Listed Building. Listed Grade I	Poor	E	1997	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/46504
Hampshire						
Fort Cumberland, Eastney, Portsmouth.	1015700	Scheduled Monument. Listed Building: Grade II*	Poor	С	1996	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/46658

Shropshire						
Shrewsbury Flaxmill Maltings: Apprentice House, Shrewsbury.	1254855	Listed Building: Grade II*	Poor	D	2005	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/49425
Shrewsbury Flaxmill Maltings: Cross Building, Shrewsbury	1428700	Listed Building: Grade I	Poor	В	1997	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/1644308
Shrewsbury Flaxmill Maltings: Flax Warehouse, Shrewsbury	1428731	Listed Building: Listed Grade I	Poor	В	2005	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/1643810
Shrewsbury Flaxmill Maltings: Spinning Mill, Shrewsbury.	1270576	Listed Building: Listed Grade I	Fair	E	1997	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/46949
Shrewsbury Flaxmill Maltings: Stove and Dye House, Shrewsbury.	1270566	Listed Building: Listed Grade II*	Poor	В	2005	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/49427

Homes England						
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)
Durham						
Church of St John in Grounds of Whittingham Hospital, Whittingham Lane.	1165188	Listed Building: Grade II (outside London)	Unknown	Unknown	2011	Built in 1875, this served as the church for Whittingham Mental Hospital which closed in 1995. Severely damaged as a result of neglect, theft and vandalism prior to its transfer to Homes England in 2005, development has commenced on the wider site. Works to make the building wind and water-tight are underway.
Nottinghamshire						
Regional Seat of Government, Government Buildings, Chalfont Drive.	1390526	Listed Building: Grade II (outside London)	Unknown	Unknown		An early 1950s War Room, extended c1963 in the grounds of the former Land Registry office site, which is in the course of disposal. The bunker is in poor condition with no operable mains electricity. A list of defects and recommendations was prepared in 2013. Asbestos removal was completed in early 2021 and marketing commenced April 2021.

The Ministry of Defe	nce					
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)
Berkshire						
Former Infirmary Stables, Arborfield Garrison, Arborfield.	1006949	Scheduled Monument	Fair	E	1998	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/47822
Buckinghamshire						
Halton House landscape, RAF Halton.	1000601	Registered Park/Garden: Listed Grade II	Extensive significant problems	D	1999	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/26108
Cornwall		•			•	
Scraesdon Fort, Antony Training Area.	1004347	Scheduled Monument/ Listed Building: Grade II	Poor	С	1999	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48361
Tregantle Fort, Antony Training Area.	1004346	Scheduled Monument/ Listed Building: Grade II	Fair	С	1997	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/47813
Devon				<u> </u>		
Fort Bovisand, (Joint Service Sub Aqua Diving Centre, JSSADC).	1002584	Scheduled Monument	Poor	D	2009	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/409228
South Saw Mills, South Yard, HM Naval Base, Devenpot, Plymouth.	1388413	Listed Building: Grade II*	Fair	E	1994	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/47828
South Smithery, South Yard, HM Naval Base, Devenport, Plymouth.	1392692	Listed Building: Grade II*	Very bad	А	1994	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/49704
Watch House battery and ditch, Staddon Heights.	1002585	Scheduled Monument	Very bad	А	2009	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/408111

Dorset						
Bindon Hill camp, Lulworth Gunnery School.	1002705	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/35205
Flower's Barrow: a small multivallate hillfort and associated outwork on Rings Hill.	1008141	Scheduled Monument	Extensive significant problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/41680
Two barrows known as 'Water Barrows' 650 metres WNW of Whiteway Farm: part of a round barrow cemetery to the south east of East Lulworth.	1008144	Scheduled Monument	Extensive significant problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/39446
Essex		·			·	
Environmental Test Centre Foulness: Bakehouse/Brewhouse at Quay Farm, Monkton Barns	1147739	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Bakehouse/Brewery of c.1811 associated with the site of Quay Farmhouse (Monkton Barns). The range is in poor condition, vacant and located on a MoD firing range (so is unsuitable for permanent occupation).
Environmental Test Centre Foulness: Barn Approximately 60 metres south east of Ridgemarsh Farmhouse, Court end.	1308397	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Timber-framed barn c1700 adjacent to Ridgemarsh Farmhouse. Located on a MoD firing range, the barn is used for storage.
Environmental Test Centre Foulness: Quay Farmhouse (or Monkton Barns), The Quay.	1112641	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Farmhouse of c.1811. Derelict, vacant and on a MoD firing range (so unsuitable for permanent occupation).
Environmental Test Centre Foulness: Ridgemarsh Farmhouse, Court End, Courtsend.	1112640	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Farmhouse of c.1700. Derelict and on a MoD firing range (so unsuitable for permanent occupation). Roof repairs are still needed. The local MoD conservation group has recorded the farmhouse in detail and is looking at options for re-use.
Environmental Test Centre Foulness: The George and Dragon Public House.	1112635	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	17th century former public house, now vacant. Re-opening as a public house is unlikely because of its location within a military area.

Suttons Manor House, Suttons Road, South Shoebury.	1306855	Listed Building. Grade II*	Poor	А	1999	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48360
Greater London						
Feltham House, Elmwood Avenue, Feltham.	1189466	Listed Building: Grade II (London)	Very bad	A	1994	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/331060
The Keep (Armoury) to Hounslow Cavalry Barracks, Beavers Lane, Hounslow.	1240633	Listed Building: Grade II (London)	Very bad	С	2013	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/345380
The Rotunda, Green Hill, Woolwich Common.	1078987	Listed Building. Grade II*	Very bad	А	2005	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/49644
Hampshire						
Fort Elson, RNAD, Military Road, Gosport.	1001841	Scheduled Monument	Poor	A	1994	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/46645
Fort Rowner, Military Road, Gosport.	1233871	Listed Building: Grade II (outside London)	Unknown	Unknown	2009	A polygonal fort of c1860, part of the Gosport defence line, now located in HMS Sultan. Some parts of the fort are in poor condition, including the left flank gun casemates and officers' quarters. A condition survey is required.
HM Naval Base Portsmouth: 2-8, The Parade, HM Naval Base, Portsmouth.	1272307	Listed Building. Grade II*	Fair	F (previously A)	2005	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/49443
HM Naval Base Portsmouth: Former Royal Naval Academy (Buildings 1/14 and 1/116-9), HM Naval Base, Portsmouth.	1244573	Listed Building. Grade II*	Poor	C (previously A)	2011	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/50121
HM Naval Base Portsmouth: Iron and Brass Foundry, 1/140, Victoria Road, HM Naval Base, Portsmouth.	1272310	Listed Building. Grade II*	Fair	С	2001	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48742
HM Naval Base Portsmouth: No. 25 Store, Yard Services Manager's Office, 1/118, Jago Road, HM Naval Base, Portsmouth .	1244578	Listed Building. Grade II*	Fair	F (previously C)	2001	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48739
HM Naval Base Portsmouth: No.5 and No.6 Dock, Basin No.1, Portsmouth Dockyard.	1001852	Scheduled Monument	Poor	С	2001	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48740

Long barrow 400m south east of Moody's Down Farm.	1012515	Scheduled Monument	Extensive significant problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/28375
Old Military Swimming Baths, Queens Avenue, Aldershot Garrison.	1272438	Listed Building: Grade II (outside London)	Unknown	Unknown	2007	Former military swimming baths of 1900 with minor later accretions; largely unused for many years. Most of the interior is inaccessible due to health and safety concerns. A scheme has been developed for conversion to a conference centre but not yet implemented. However the main building was re-roofed in 2018.
The Orangery, Southwick House (Defence Police College), Defence Police College.	1096224	Listed Building: Grade II (outside London)	Unknown	Unknown	2009	Orangery, much altered in the 1990s. A curtilage building to Southwick House, overgrown and decaying however some vegetation clearance has occurred and a survey is planned for 2022.
Three disc barrows on Longmoor Common, 250m north west of the church.	1016843	Scheduled Monument	Generally satisfactory but with significant localised problems	F	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/31186
Kent			<u>.</u>		<u>.</u>	
Dymchurch Redoubt, Hythe Ranges.	1017352	Scheduled Monument	Poor	E	2000	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48657
The London, The Nore, Thames Estuary.	1000088	Protected wreck site	Extensive significant problems	E	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/24507
Lincolnshire						
Hangar 3, RAF Scampton.	1391594	Listed Building: Grade II (outside London)	Unkown	Unknown	2007	One of four C-type hangars, built in an arc 1936-7 as part of a RAF bomber station. In 2012, the station Heritage Centre re-opened in the annex to hangar 2 following refurbishment by volunteers, cadets and trainees. Further work on the site must be in doubt given the closure announcement.

North Yorkshire						
Oran House and farmstead, Marne Barracks.	1301661	Listed Building: Grade II (outside London)	Unknown	Unknown	2009	Small manor house of c.1830 with later additions and separately listed farmstead buildings, including barn, stables, cottages, outbuildings and a laundry. The three maisonettes within the manor house were last occupied c.1998, and the outbuildings currently are unused. Weatherproofing works and basic maintenance works have allowed the house to dry out and it is now in a stable condition. A survey of the house to inform future works is planned for 2022. Disposal may be possible following major road upgrades close to the barracks.
Wiltshire						
Defence Science & Technology Laboratory, Porton Down: Bell barrow, three bowl barrows and gas testing trenches on Idmiston Down.	1014818	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/33092
Defence Science & Technology Laboratory, Porton Down: Bronze Age enclosure and two bowl barrows 520 metres north east of Moll Harris's Clump on Idmiston Down.	1014819	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/32309
Defence Science & Technology Laboratory, Porton Down: Saucer barrow 400 metres north east of the sports ground: one of a group of round barrows north west of Idmiston Down.	1013970	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/41223
Defence Science & Technology Laboratory, Porton Down: Two disc barrows and two bowl barrows 900 metres north of Moll Harris's Clump on Idmiston Down.	1015557	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/40440
Defence Training Estate, Salisbury Plain: Enclosure and linear earthworks between Bishopstrow Down and South Down Sleight.	1010283	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/39057

Defence Training Estate, Salisbury Plain: Six bowl barrows and two disc barrows forming the majority of a round barrow cemetery 300 metres north west of Fargo Road ammunition compound.	1009124	Scheduled Monument	Generally satisfactory but with significant localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/40183
Horse barrow, Defence Nuclear Biological & Chemical Centre.	1005610	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/33028

The Ministry of Just	ice					
Site Name	UID	Listing		Category	Date Listed as HAR	Description
Devon						
Chapel and kitchen block, HM Prison Dartmoor, Princetown.	1326422	Listed Building: Grade II (outside London)	Unknown	Unknown	2000	The prison was built in the early C18 as a prisoner of war camp for the Napoleonic Wars. It was subsequently used to house American prisoners during the war of 1812, before conversion to a civil prison in the 1850s. The chapel and old kitchen block both date from the first phase of the prison's development and are now derelict.
Durham						
Cottage adjacent to Judges' Lodgings, Plawsworth, Durham.	1323089	Listed Building: Grade II (outside London)	Unknown	Unknown	2002	A self-contained cottage attached to the Judges' Lodgings. It requires extensive repairs but is subject to a full repairing lease held by a private tenant.
Durham Prison Officers' Club, ('The Tithe Barn'), Hallgarth Street, Durham.	1120616	Listed Building. Grade II*	Fair	D	2001	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48798

Kent						
Chapel of the Good Shepherd at Maidstone Prison, Boxley Road.	1336159	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Maidstone Prison's Anglican chapel of 1910, built almost entirely of concrete blockwork imitating smooth ashlar and rock-faced ragstone. The tracery of the aisle windows is in urgent need of repair but has been stabilised for the present.
Worcestershire						
Hewell Grange Mansion, Tutnall and Cobley	1100160	Listed Building: Grade I	Fair	с	2021 (new entry)	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/107796
Hewell Grange: Cast Iron Bridge north of the lake.	1436349	Listed Building. Grade II	Poor	E	1998	Detailed reports have been produced and studies carried out to restore bridge and abutments to take pedestrian traffic. The bridge has been shored with scaffolding and repair works are in progress.
Hewell Grange: Hewell Grange Park.	1000886	Registered Park/Garden: Grade II*	Extensive significant problems	E	pre-2010	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/24695
Hewell Grange: Ruins of Old Hewell Grange, Hewell Park.	1167984	Listed Building: Grade II (outside London)	Fair	E	1998	A classical building by Francis Smith of Warwick, 1712. The portico was added to the designs of Thomas Cundy 1815-16. It was reduced to a ruin by fire c1890 and stands in Hewell Grange Park to which it makes a significant contribution. Repair works are in progress.

Network Rail						
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)
Greater London						
Battersea Park Station, Battersea Park Road SW8, Wandsworth.	1357652	Listed Building: Grade II (London)	Fair	E	2000	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/47822

Braithwaite Viaduct, Bishopsgate Goods Yard, Wheler Street / Brick Lane E1 , Tower Hamlets.	1063895	Listed Building: Grade II (London)	Poor	D (previously C)	2002	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/48920
Peckham Rye Station, Station Way, Peckham SE15, Southwark.	1392389	Listed Building: Grade II (London)	Fair	C (previously D)	2012	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/50149
Queenstown Road Station, Queenstown Road SW8.	1389413	Listed Building: Grade II (London)	Poor	D	2007	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/49634
Walls and gates to Bishopsgate Goods Station, Shoreditch High Street E1, Hackney.	1235316	Listed Building: Grade II (London)	Poor	D (previously C)	1990	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/47601

The Royal Household								
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)		
Maidenhead		<u>~</u>			<u>.</u>			
Royal Mausoleum, The Home Park, Windsor.	1117781	Listed Building. Grade I	Fair	F	2006	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/49464		

The Royal Parks						
Site Name	UID (with link to list entry)	Listing type	Condition	Priority Category	Year added	Link to national register (includes description)
Greater London						
Tomb of Robert Coombes, Brompton Cemetery, Old Brompton Road, Kensington and Chelsea.	1403329	Listed Building: Grade II (London)	Poor	D (previously C)	2016	https://historicengland.org.uk/advice/heritage- at-risk/search-register/list-entry/407154

This report has been written by David Brock and Sarah Freeman

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Kiln interior view at Shrewsbury Flaxmill Maltings showing works in progress.

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