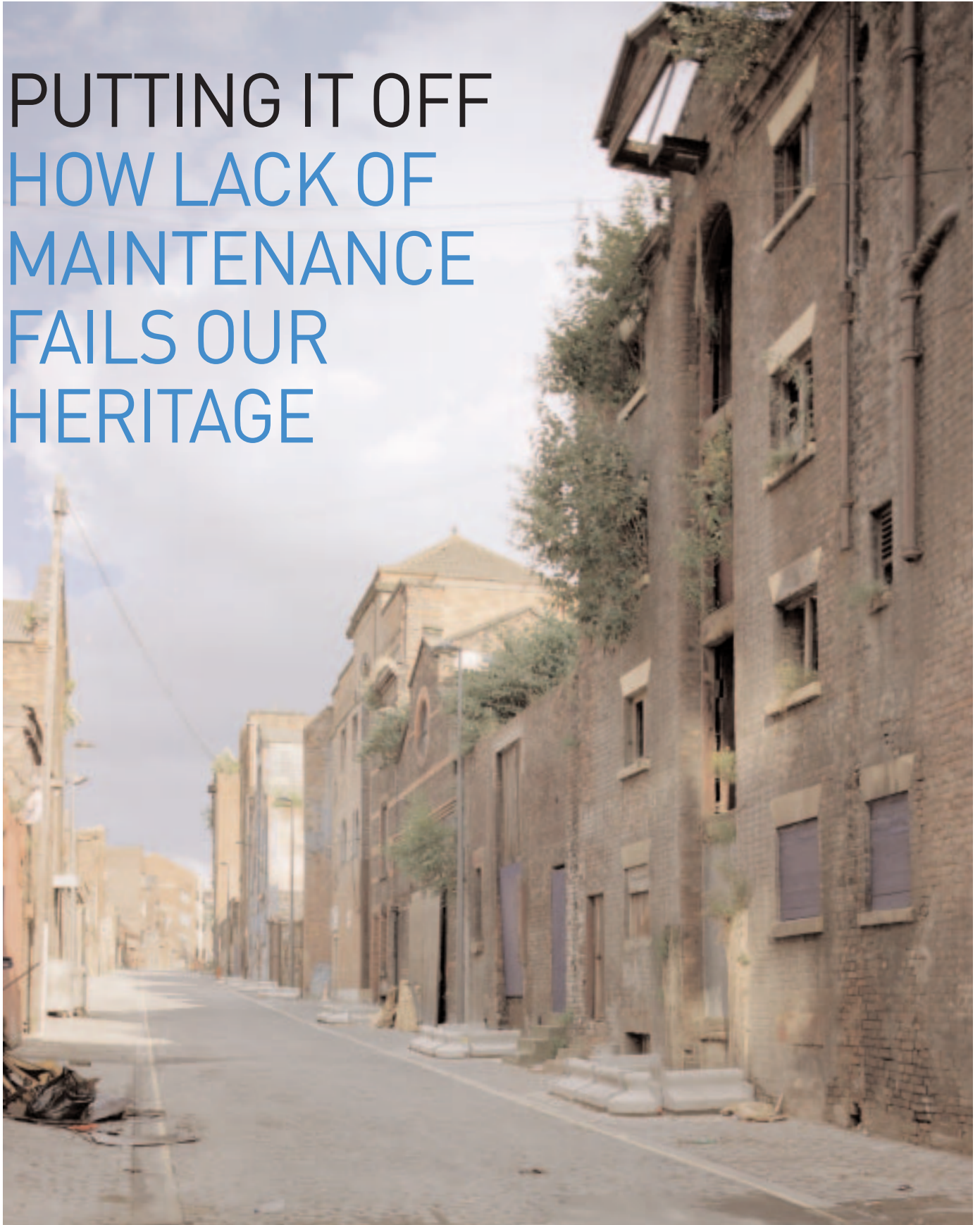


Maintain
our Heritage

A REPORT ON THE RESEARCH
PROGRAMME ON THE MAINTENANCE
OF HISTORIC BUILDINGS LED BY
MAINTAIN OUR HERITAGE

PUTTING IT OFF HOW LACK OF MAINTENANCE FAILS OUR HERITAGE



MAINTAIN OUR HERITAGE AND ITS PARTNERS

PUTTING IT OFF
MAINTAIN OUR HERITAGE

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Maintain our Heritage (MoH) undertook a research programme entitled 'Maintaining Value' in partnership with a range of bodies in the construction and heritage sectors.

The research was financed by the Department of Trade and Industry (DTI) (through Partners in Innovation), English Heritage and Heritage Lottery Fund with contributions also from CITB-Construction Skills and University of the West of England.

MoH wishes to thank the funding partners and all those who helped the programme and extends special thanks to the Pilgrim Trust for its role in the foundation of the research programme.

This report is based on six research reports undertaken for Maintain our Heritage by Arup Research + Development, De Montfort Expertise Limited and the University of the West of England. The reports are available in full on the MoH web site: www.maintainourheritage.co.uk.

For a full list of organisations involved, see the back cover.

Members of the Steering and Task Groups that were formed to guide and inform the research programme are listed in Appendix 1.

The views in this report are those of Maintain our Heritage and not necessarily those of the funders and partners in the 'Maintaining Value' research programme.

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Maintain our Heritage (MoH) was formed in 1999 to promote a new, long term, sustainable strategy for the care of historic buildings with pre-eminence given to maintenance rather than sporadic major repair.

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PUTTING IT OFF
MAINTAIN OUR HERITAGE

FOREWORD

01

This report is about the maintenance of historic buildings.

Maintenance is recognised philosophically as the optimum strategy for the care of buildings. Yet there has only ever been a policy of passive endorsement of maintenance, not the pro-active encouragement and support it needs.

This report is the culmination of our wide-ranging research programme entitled 'Maintaining Value' on maintenance issues. We want this report to stimulate debate and re-thinking. We believe the time is ripe for a wholesale change in policy and practice – in Government, the construction industry, the professions, local authorities and owners – to promote the maintenance of historic buildings.

This report is not only for professionals and practitioners. Maintenance is about attitudes as well as expertise and it is a cultural, economic, environmental and social issue as well as a technical one. The target audience is wide, covering all those with an interest and responsibility for those issues.

Richard Pollard, Chairman, Maintain our Heritage



WHY 'MAINTAINING VALUE' WAS UNDERTAKEN

MoH conceived this research programme in 2001 because it was clear that, despite a general acceptance of maintenance in conservation philosophy and official Government advice,¹ maintenance in the main was not being practised and promoted by policy makers, the construction industry and owners.

MoH believed that recognition of the value of maintenance as the most sustainable management regime would be achieved only through a substantial shift in attitudes. This in turn would need a convincing and research-based case to be built. No one seemed to be making that case.

In particular, MoH, in assessing the need for the research, was aware of:

- a lack of leadership, incentives and encouragement;
- a dearth of evidence about maintenance practice for historic buildings;
- an emphasis on major repair rather than preventative maintenance in practice and especially in the grant regimes for historic buildings – the most neglected (ie least maintained) buildings got most grant aid from public sources;
- a lack of published guidance for homeowners and small businesses on maintenance work or sources of information and services;
- a shortfall in research on maintenance issues;
- a failure to focus on individual homeowners, the vast majority of those caring for historic buildings; and
- a missed opportunity by the building professions and trades to provide services that make systematic maintenance convenient for building owners and managers.

1 Department of the Environment/Department of National Heritage, 1994: Planning Policy Guidance Note 15: Planning and the Historic Environment, para. 7.1: 'Regular maintenance and repair are the key to the preservation of historic buildings. Modest expenditure on repairs keeps a building weathertight, and routine maintenance (especially roof repairs and the regular clearance of gutters and downpipes) can prevent much more expensive work becoming necessary at a later date. It is a common misunderstanding that historic buildings have a fixed lifespan, and that gradual decay of their fabric is inevitable. On the contrary, unless there are intrinsic defects of design or materials, the lifespan of a historic building may be indefinite provided that timely maintenance, and occasional major repairs such as the renewal of roof coverings and other features, are regularly undertaken. Major problems are very often the result of neglect and, if tackled earlier, can be prevented or reduced in scale. Regular inspection is invaluable.'

In resolving to bid for research funding in 2001, MoH concluded that maintenance in practice was patchy and chaotic. All too often it was responsive not pro-active, sporadic not systematic, a low not a high priority – and in many cases did not happen at all. Maintenance was perceived as a low status activity, not as a professional discipline. Maintenance was both a best-value principle and a latent market opportunity that the UK was signally missing. This picture has not altered materially since 2001.

MoH proposed that research be undertaken to report on current practice, to identify best practice and propose a way forward for maintenance. The programme of research was called 'Maintaining Value'. The timing of the research was appropriate as MoH sensed that the time for a change in attitudes seemed to be right. The programme came at the dawning of a policy shift.

For example, the wide range of bodies contributing to the review of heritage policy *Power of Place* in 2000 asserted that:

'much of the need for capital expenditure on the historic environment is the result of poor maintenance.'

They recommended:

'a shift from cure to prevention through... planned maintenance for owners.'

and called on owners to:

*'carry out routine maintenance and regular condition surveys.'*²

2 English Heritage, 2000. Recommendation 6 *Prevention not cure: common sense makes economic sense* suggests, for Government, the introduction of a statutory duty of care supported by fiscal incentives and grants, making public bodies accountable for their performance in maintaining their historic estate, and the promotion of a shift from cure to prevention; and, for owners, carrying out routine maintenance and regular condition surveys.

3 DCMS (with Department of Transport, Local Government and the Regions), 2001, p.36

4 Subsequently issued in English Heritage, 2003a

5 Heritage Lottery Fund, 2001

Government, in its response *The Historic Environment: A Force for our Future*, accepted the argument and the implication of poor maintenance practice behind it, noting increased awareness of the case for shifting emphasis from cure to prevention:

*'The Government fully endorses the increasing importance attached to the preventative maintenance of historic fabric. In discussions with English Heritage about future funding priorities, it will explore how a shift of emphasis towards preventative maintenance might be reflected in grant programmes.'*³

It pointed out that it would:

'set an example in the conservation of its own extensive historic estate.'

and that:

*'English Heritage will issue advice to local authorities on the care of historic buildings, ancient monuments, historic gardens, parks and designed landscapes in their ownership.'*⁴

Also, local authorities were then being newly required to complete Asset Management audits of all their properties under Best Value to bring them up to and keep them in an acceptable condition.

Furthermore, the Heritage Lottery Fund was looking to:

*'increase its efforts in supporting maintenance regimes.'*⁵

This policy shift has continued and there has been increasing emphasis on the importance of maintenance as a critical conservation activity.

EXECUTIVE SUMMARY

Maintenance is recognised as the best way to look after historic buildings. Yet in practice little maintenance is done. Many owners wait for things to go wrong before acting. The value of systematic and preventative maintenance is not widely appreciated. This report calls for a change in approach from passive endorsement to pro-active encouragement of maintenance.

2.1 MAINTENANCE – WHAT IS IT AND WHY DO IT?

Maintenance is defined here as any activity such as cleaning, painting and minor repair carried out systematically, on a planned cycle and based on regular inspection. Maintenance of historic buildings is most beneficial in conservation terms when it is preventative, that is, intended to reduce or remove the need for repairs.

Maintenance:

- **keeps up a building's appearance**, extends its life, and safeguards its investment value;
- **reduces or eliminates the cost and disruption** to occupants that flow from failures and occasional large-scale restoration;
- **is sustainable**, using fewer new materials and involving less extraction, processing and transport, waste and energy use, while reducing pressure for greenfield development;
- **retains historic fabric** because less material is lost in regular, minimal and small-scale work than in disruptive and extensive restoration; and
- **provides a business activity** that is steady and counter-cyclical, bringing jobs all year round in all parts of the country.

**2.2 CURRENT MAINTENANCE POLICY AND PRACTICE**

The research produced the following findings:

Government policy is at odds with conservation principles

Current legislation and policies do not adequately encourage maintenance – even in the historic building sector where the philosophy of maintenance as the best means of conservation is widely accepted.

For most listed buildings in the UK there is no duty of care. Listing imposes on an owner a responsibility to obtain listed building consent for works that would affect the building's character but there is no obligation on the owner to keep the building in repair.

Best practice elsewhere is not taken up in the conservation sector

The conservation sector has not drawn upon the examples of good maintenance practice adopted by some non-heritage organisations, such as businesses, hospitals and housing associations.

Lack of support for owners

Owners are not encouraged or helped to maintain historic buildings. VAT is imposed on maintenance and repair but not on alterations and new build. The necessary information and advice is not available from a single source.

Public benefits not evaluated

The long term value to the public of maintaining historic buildings is never evaluated because, currently, it is not quantifiable.

Convenience not conservation

Owners are not driven by conservation principles. They maintain their buildings primarily to avoid the inconvenience of disrepair which would adversely affect their use and enjoyment of the properties.

Reactive not systematic

Owners tend to take a short term view and do not see the benefit of maintenance that would prevent major faults appearing later.

Low priority of maintenance

Building owners tend not to prioritise maintenance because they:

- do not have the skills required to undertake or manage maintenance works; and
- see maintenance as a low priority activity.

Practicalities

Owners need help in making maintenance simpler to manage, particularly in respect of:

- insurance;
- health & safety;
- access; and
- sourcing suitably skilled builders.

Supply of maintenance services limited by apparent lack of demand

Suppliers have not developed preventative maintenance services for historic buildings largely due to an apparent lack of demand, low revenue and the administratively intensive nature of regular maintenance.

2.3 RECOMMENDATIONS AND POLICY OPTIONS

This report has major policy implications. It discusses proposals that will lead to the development of an informed and targeted strategy for maintenance. The main recommendations are as follows:

A UK strategy for maintenance

Government should promote a UK-wide debate on integrating maintenance into conservation policy and practice, leading to a UK strategy for maintenance.

Statutory duty of care balanced by financial, advisory and technical support

Government should legislate to introduce a statutory duty of care or to enable local authorities to introduce a minimum maintenance code to require owners to maintain listed buildings. To balance this responsibility, owners should be entitled to financial incentives and advisory and technical support.

Review of current enforcement powers

Current historic building enforcement powers and procedures require urgent review to encourage local authorities to be more proactive in halting deterioration before buildings fall into disrepair.

Best practice: heritage organisations and local authorities to lead by example

Cadw, English Heritage, the Northern Ireland Environment & Heritage Service and Historic Scotland ('the lead bodies'), in conjunction with the local authorities, need to develop best practice processes and procedures in conservation maintenance management to pass on the experience of good practice to owners. Heritage organisations and local authorities should lead by example.

Maintenance-focused grants and fiscal incentives

Maintenance should be central to the policy making of the relevant grant-giving bodies including the local authorities. They should consider a change of emphasis to encourage owners to maintain buildings, not just restore poorly maintained buildings. VAT anomalies must be removed.

Develop Buildings at Risk register as information source and advisory tool

The lead bodies and local authorities should develop more fully the Buildings at Risk register as a management tool to provide interactive information on listed building condition. This register should cover all listed buildings and be used to monitor and encourage maintenance.

Maintenance guidance and information sources

The establishment of a UK maintenance advisory unit to coordinate maintenance-related initiatives and to provide advice to owners is essential, covering issues such as management, insurance, access, procurement, suppliers, materials, maintenance products and health & safety. In particular the idea of a logbook for every listed building should be pursued and linked to the proposed Home Information Packs. Local maintenance co-operatives and access equipment pools should be encouraged.

Assessing costs and value of maintenance

Further work is required to demonstrate the costs and value of maintenance tasks.

Motivating owners to undertake maintenance

Different incentives need to be devised to appeal to individuals and organisations to maintain their properties.

Facilitating maintenance

The lead bodies need to publish guidance on prioritising maintenance and on the issues of insurance, health & safety and access to inform owners about possible solutions. The Government needs to support the appropriate skills, training and education bodies and professional and trade organisations to address the issues of skills needs.

New maintenance services and products

Government should help companies to set up general maintenance services with expertise in the maintenance of historic buildings. There should be a certification scheme for builders undertaking maintenance to show their competence and, where necessary, their awareness of conservation issues and techniques.

The feasibility of new products needs to be assessed, such as maintenance monitoring products and insurance-linked maintenance inspection contracts (along the lines of existing heating and plumbing schemes).

**THE 'MAINTAINING VALUE'
RESEARCH PROGRAMME**

This report is based on six research reports commissioned for 'Maintaining Value', each giving findings on particular aspects:

'MAINTAINING VALUE' MODULES

Module title	Research undertaken by	Published
<i>Best Practice Maintenance Management for Listed Buildings</i>	University of the West of England, Bristol ('UWE')	September 2003
<i>Individual Owners' Approaches to the Maintenance of their Listed Buildings</i>	UWE	September 2003
<i>The Provision of Commercial Maintenance Services for Listed Buildings</i>	UWE	September 2003
<i>Technology – A review of products and services within the field of preventative inspection and maintenance of buildings</i>	Arup Research + Development	November 2003
<i>Demand and Supply: Building the Business Case for Planned Maintenance</i>	Arup Research + Development	November 2003
<i>Maintenance Education and Training for Listed Buildings</i>	De Montfort Expertise Limited (for Arup Research + Development)	November 2003

This report is not intended to give a full summary of the earlier work; all six reports are available in full on the MoH web site: www.maintainourheritage.co.uk

The purpose of this report is to use the results to develop an informed and targeted strategy for maintenance. This report presents findings thematically rather than by module. It synthesises the preceding work and draws out the issues and policy implications for discussion and action.

MAINTENANCE: THE OPTIMUM STRATEGY



Maintenance is defined here as any activity such as cleaning, painting and minor repair carried out systematically, on a planned cycle and based on regular inspection. Maintenance of historic buildings is most beneficial in conservation terms when it is preventative, that is, intended to reduce or remove the need for repairs so preventing the loss of original fabric.⁶

For the **owner**, maintenance retains the building's appearance and value and safeguards the investment made in it. Maintenance makes sense. It is worthwhile clearing gutters or fixing a slipped tile in order to avoid costly problems later.

In **social** terms, maintenance reduces the cost and disruption to occupants that flow from building failures and from occasional large-scale restoration. Maintenance makes it more likely that dangers (eg loose coping stone, broken handrail) will be spotted before damage and injury result.

In **environmental** terms, maintenance means less material is used and consequently reduces extraction, processing, transport, waste⁷ and energy use. It prolongs the use of the embodied energy in the built fabric. It contributes to sustainable development and urban and rural regeneration, and reduces the pressure for new build on greenfield sites.

In **cultural** terms, maintenance safeguards historic fabric because less material is lost in regular, small-scale repair than in disruptive and extensive restoration. Maintenance is central to protecting cultural significance or value⁸ because it is the least destructive of all the 'interventions' which inevitably occur in the process of conserving historic buildings.

In **economic** terms, maintenance is a business that is steady and counter-cyclical and that particularly boosts small and medium-sized reputable enterprises.

Well-maintained historic buildings improve the **quality of life for everyone**, help to attract investment to the area, contribute to regeneration and provide a source of local pride and sense of place.

⁶ This is the definition adopted by MoH for this report. A brief discussion of What is maintenance? is contained in Appendix 2.

⁷ English Heritage, 2003d. Demolition and construction account for 24% of established total annual waste in the UK.

⁸ 'Cultural significance or value' is defined as those qualities embodied in a building that the current generation cherishes and wishes to pass on to future generations. It might encompass the following values: architectural; technological; educational; economic; resources; recreational; aesthetic; spiritual and emotional; and 'genius loci'.

WHAT'S HAPPENING NOW?



This section outlines what the research found about current maintenance activity in the UK.

5.1 MAINTENANCE POLICY

5.1.1 Leadership and direction

KEY RESEARCH FINDING

Current legislation, government policies and programmes do little to support maintenance.

The research shows a gap. Conservation principles are clear that maintenance is fundamental to good conservation but this is not reflected in policy.⁹ There has been a lack of leadership and direction in the promotion of maintenance. In particular, there has been no coordinated leadership or policy to support, help and advise owners.

Existing conservation policy is largely reactive, not proactive; and piecemeal, not coordinated. It deals to an extent with the consequences of a failure to maintain a building but it does not focus on how to bring about appropriate maintenance. Also, policy stresses the cultural value of heritage but does not work with the grain of owners' more basic concerns.

The research identified national policies that are supportive of maintenance as the pre-eminent success factor of other European maintenance initiatives. In the Netherlands, for example, the State's support and validation of the maintenance initiative sends a clear message to listed building owners about the importance of maintenance.¹⁰

5.1.2 No duty of care

KEY RESEARCH FINDING

The research suggests that where there is a duty of care then owners will undertake maintenance.¹¹

In the housing association sector, there is a duty of care on owners to ensure their buildings are well maintained and in a lettable condition for their tenants. The duty is enforced by the monitoring of housing associations' performance and by funders requiring evidence of effective management. The duty is reinforced and supported by sectoral guidance and debate, encouraging a long term view and clarity of purpose at housing association level. The sector as a whole, led and regulated by the Housing Corporation, has a strategic overview and clear aims.

⁹ UWE, 2003a, pp.2-3, p.6

¹⁰ UWE, 2003a, p.3

¹¹ UWE, 2003a, Appendix 1, p.141

Housing associations have developed sophisticated maintenance management systems in response to their duty of care. The individual association that was studied has developed a long term assessment of its repair needs and translated this into a realistic and manageable five-year programme. It also has an effective response maintenance service dealing with day-to-day needs.

Maintenance Profile of a Housing Association Dwelling

This table from the case study of a large urban housing association shows the cost maintenance profile of an individual dwelling (a Victorian terraced property). The total cost over 30 years, including potential improvements, is £18,435 (at present value). It can be seen, for example, that the windows are scheduled for renewal in year 5 but not again within the period. The kitchen units are for renewal in years 2 and 17 (their agreed life is 15 years). The maintenance profile identifies what needs doing, when it needs doing and how much it will cost (at present value).

Individual House	Code	0	1	2	3	4	5	6-10	11-15	16-20	21-25	26-30
Renewals												
Gutters/RW Pipes	107	0	0	0	0	0	0	450	0	0	0	0
Windows	111	0	0	0	0	0	3000	0	0	0	0	0
Entrance doors	113	0	0	0	0	0	800	0	0	0	0	0
Soil vent pipes	117	0	0	0	0	0	300	0	0	0	300	0
Fencing/gates	184	0	0	0	0	0	0	185	0	0	0	0
Floor finish	202	0	0	0	400	0	0	0	400	0	400	0
Kitchen units	206	0	0	1500	0	0	0	0	0	1500	0	0
Bathroom fittings	208	0	0	0	0	0	900	0	0	0	0	0
Plumbing/hot water	210	0	0	0	0	0	0	400	0	0	0	0
Heating	211	0	0	0	0	0	0	2,650	0	0	1700	0
Wiring	212	0	0	0	0	0	0	0	0	0	2000	0
Extractor fans	215	0	0	0	300	0	0	0	300	0	300	0
Total		£0	£0	£1,500	£700	£0	£5,000	£3,685	£700	£1,500	£4,700	£0

Improvements	
Loft insulation	303 250
Security	304 250
HW/Smoke detectors	305 150
Total	£650
Report total	£18,435

Accuracy of predicted defects reduces over time, thus the profile focuses in detail on the first five years (columns 0-5) with column 0 being catch-up maintenance. The detailed focus in the first 5 years enables planned maintenance and medium term budgets to be programmed. Best practice suggests that rather than a rolling pre-planned maintenance programme, a 'just in time' approach should be adopted. Years 2-5 provide an indication of which elements will require re-inspection to ensure the optimum time for planned intervention. Subsequent 5-year batches indicate the possible maintenance, repair and replacement required: the intention here is to enable long term planning and strategic consideration of the management implications of owning the building.

The maintenance profile should be renewed at least every 5 years.

The research found evidence from Denmark that enshrining a duty of care in statute (plus the provision of financial support for maintenance) is a key factor in the success of the initiative there to provide maintenance services to owners.¹²

In contrast, for most listed buildings in the UK there is no duty of care. There are statutory powers to deal with historic buildings in poor condition (see box) but, by definition, they apply only when the building is not in a good state of repair and is deteriorating. The present legislative framework does not promote or encourage maintenance or early repair, leaving local authorities to step in only after serious deterioration has occurred.

Current enforcement powers

Currently, if an owner does not keep their listed building in a good state of repair, the local authority has several powers to take action. If the building has deteriorated, there are powers to take urgent but temporary action but only on vacant or unoccupied parts. Many of the elements of the use of such powers are hampered by inadequate legal definitions of what constitutes 'urgent', 'temporary' or 'partially occupied'. These terms have not been defined clearly by case law and consequently the legal uncertainty and the difficulty of recovering the costs of the works lead to infrequent use.

The local authority can use 'untidy site notices' as it has been determined that these can apply to buildings and they are useful under some circumstances if imaginatively interpreted.¹³ The Office of the Deputy Prime Minister considers these powers are not being used frequently enough: good practice guidance to encourage greater use on both buildings and sites is due to be published in November 2004.

In more serious cases the authority can serve a full repairs notice as a preliminary step to compulsory purchase but this route is used as a last resort.

5.2 MAINTENANCE MANAGEMENT PROCESS AND PROCEDURES

KEY RESEARCH FINDINGS

There is no integrated best practice model for the maintenance management of listed buildings.

Heritage bodies are not leading by example: they are failing to ensure that maintenance is integral to their conservation strategy for their own listed building portfolios, where they have them.

5.2.1 Best practice

The research sought to establish a model of best practice in maintenance management by a review of general and conservation maintenance literature and undertaking case studies. The research found that:

*'best practice for the maintenance management of listed buildings requires the development of a plan for maintenance which integrates this activity with a wider strategy for the management of the built assets, and which recognises cultural significance and its vulnerability.'*¹⁴

Fundamental to a planned programme are regular inspections, with the frequency of inspections being tailored to the significance and vulnerability of the element or material.

These best practice processes and procedures require an accurate information management system that is used as a continuous monitoring and strategic tool, not just as a record. This level of information will improve the financial planning and budgeting processes which are essential for coherent and comprehensive maintenance management.¹⁵

12 UWE, 2003a, p.3

13 Section 215 of the Planning Act 1990

14 UWE, 2003a, p.4

15 UWE, 2003a, p.5

5.2.2 Gap between best practice and current practice in organisations

Best practice in maintenance management as suggested by the research is not mirrored by current practice.

*'Half of the heritage organisations¹⁶ and nearly all of the non-heritage organisations¹⁷... do not explicitly incorporate conservation principles... in formal maintenance management guidance.'*¹⁸

Only half of the non-heritage organisations surveyed have undertaken an assessment of the cultural value or 'significance' of their listed buildings.¹⁹

Heritage organisations, as would be expected, were generally better informed about what constitutes good conservation and there is evidence of increasing awareness about the relationship between maintenance and retaining cultural significance. However, this does not seem to be being translated into effective action.

The following departures from best practice are noted by the research:²⁰

- **Policies are not linked to aims:** the focus of maintenance activity is on retaining the functionality and appearance of the building rather than its cultural value. Even for heritage organisations:

*'protecting cultural significance does not appear to be a driver for maintenance strategy.'*²¹

Strategies for maintenance are 'activity plans' rather than long term plans for integrating maintenance with other goals. The lack of clear maintenance strategies is exacerbated by regionalism in national organisations:

*'What we don't have is a structured system across the board.'*²²

- Organisations have not developed specific **procedures to implement conservation policies** (such as cost-benefit analyses, risk assessments, programme reviews). Although the majority of organisations surveyed operated a planned maintenance programme, this approach was not always designed to meet conservation objectives. For example, regular cleaning of facades can work against the principle of minimum intervention.²³

- **Tools** have not been developed to facilitate conservation through maintenance.

Less than half of the heritage organisations surveyed have an integrated database for managing maintenance information.²⁴ Heritage organisations are not recording contemporary decisions with the same due process as they adopt for investigating historic works. Recording systems have a dual purpose for historic buildings – as a general record of maintenance works which can be analysed for maintenance programming purposes; and as an historic record of works undertaken to preserve the historic fabric which can record and interpret the history of the building for later generations.²⁵

16 'Heritage organisations' are defined for the purposes of this report as: those organisations that include the care of listed buildings as one of their primary purposes.

17 'Non-heritage organisations' are defined for the purposes of this report as: those organisations whose primary purpose does not specifically include the care of listed buildings, but who have responsibility for the care of listed buildings within their property portfolio.

18 UWE, 2003a, p.76

19 UWE, 2003a, p.86

20 UWE, 2003a, p.6-7

21 UWE, 2003a, p.82

22 UWE, 2003a, p.83

23 UWE, 2003a, p.88

24 UWE, 2003a, p.97

25 UWE, 2003a, pp.98-99

Only one third of heritage organisations and one half of non-heritage organisations surveyed use performance indicators for maintenance management. Such indicators are primarily associated with financial and budgetary information and do not usually distinguish between the listed and unlisted stock.²⁶

- **The maintenance or property management departments** of the organisations studied did not have an appropriate status or priority, reflecting again the failure to integrate maintenance objectives as essential elements of strategic thinking. In the four national heritage organisations, there is either no direct representation of the maintenance function at board level or maintenance is a small part of a manager's wider portfolio of responsibilities.²⁷ However, the role is gradually becoming more highly regarded as the issue gains prominence.²⁸
- **Budgetary processes** sometimes conflict with minimal intervention principles, when the motivation to spend budget allocation results in unnecessary works being undertaken. The annual budgetary bidding process in most organisations makes planned maintenance difficult.

5.3 NO PUBLIC SUPPORT FOR OWNERS FOLLOWING DESIGNATION

KEY RESEARCH FINDING

There is an anomaly at the heart of heritage policy: listing proclaims the public's interest in a building's conservation – but there is no support (practical or financial) for the owner to serve the public interest by maintaining the building.

26 UWE, 2003a, p.99

27 UWE, 2003a, p.78

28 For example, Historic Scotland's director of Technical Conservation, Research and Education (who has a large role in promoting maintenance matters) is on the Historic Scotland Management Board.

29 UWE, 2003a, p.2 and p.16

30 Joint Committee of National Amenity Societies, 1999

31 UWE, 2003a, p.18; IHBC, 2003

The literature review undertaken as part of the research programme found that there has been no UK leadership or discussion concerning practical ways of supporting listed building owners.

5.3.1 Lack of maintenance grants and fiscal incentives

KEY RESEARCH FINDING

The focus of grants and public awareness continues to be on repairs (or restoration) of listed buildings rather than on their maintenance.

Although it is recognised that there will always be some need for repairs grants (for unexpected damage to buildings), the current focus on repairs contradicts the philosophy of the need for the maintenance of the historic fabric.

The higher VAT rate that is imposed on maintenance and repairs (compared to alterations and new-build) is also inconsistent with conservation principles.²⁹ Levelling the VAT regime between new build and repairs and maintenance would have a neutral fiscal impact on the Treasury.³⁰

Despite a DCMS recommendation, the Treasury has not yet accepted the proposal for fiscal relief against income tax for the maintenance of historic buildings that are open to the public (as exists in every other European country).

5.3.2 Inconsistent monitoring of condition using Buildings at Risk tool

KEY RESEARCH FINDING

A Buildings at Risk list is kept by the Scottish Civic Trust for Historic Scotland for all buildings of outstanding architectural or historic interest (including some unlisted properties). Environment and Heritage Service (Northern Ireland) also have an online database of listed and other historic buildings at risk. English Heritage keep Buildings at Risk lists up to date for Grade I and II buildings; and some local Conservation Officers in England prepare lists for Grade II buildings. The coverage and accuracy of the lists therefore are patchy.*

23% of local authorities do not have a Buildings at Risk register. Only one third of those local authorities who do have a register regularly update it.³¹

In Italy and in the Netherlands condition information has been a key factor in providing evidence to support the case for maintenance. There is enormous potential, the research concludes, for a national database to play a key role in a nationally coordinated maintenance strategy, both in terms of identifying frequencies for inspections and other forms of maintenance, and in monitoring the effectiveness of such strategies and adapting them accordingly.³²

5.3.3 Information and advice on maintenance for owners

KEY RESEARCH FINDING

There is no single source of information on maintenance for owners who wish to maintain their buildings.

The research describes a gaping hole in information provision and support for listed building owners:

*'During the interviews virtually everyone (without prompting) said that they felt that advice to owners in terms of both clarity about legal obligations and how and where to seek advice on maintenance and repair was very poor... One respondent (an architect) commented that "most people wouldn't know where to start".'*³³

42% of individual owners surveyed suggested that they use magazines as a source of guidance, while only 34% of owners seek advice from national and local conservation bodies. However, 56% of owners surveyed seek advice from their local authority and this finding indicates a way forward for information provision (see section 6.3.4).³⁴

During the research, interviewees indicated that information is particularly hard to find in the following respects:

- At the point of purchase, information on the responsibilities of a listed building owner and the implications of those responsibilities is inconsistent at best and non-existent at worst.³⁵ Although new owners may find out through the estate agent or the conveyancing process that their building is listed, there is no automatic mechanism to ensure owners are briefed on listed building responsibilities;
- Concerning maintenance management processes and procedures, including how to keep an historical record of works, solutions found in other sectors³⁶ are not widely discussed or disseminated in the conservation sector; and
- Advice about suppliers, materials and techniques of maintenance can be sourced from heritage websites, statutory bodies, local authorities and others, but there is no co-ordinated, one-stop source of information.³⁷ There is inadequate information about maintenance techniques that might be inappropriate for historic buildings, such as inserting damp proof courses and using modern paint or plaster finishes. Currently, there is no means of owners providing maintenance advice to others by sharing experience on maintenance issues.

5.4 COST SAVINGS OF MAINTENANCE

KEY RESEARCH FINDING

Systematic maintenance is cost effective when taking into account conservation of historic materials, avoidance of disruption and the minimisation of risk and uncertainty.

The research showed that regular (and possibly targeted) inspections and preventative maintenance will probably be cost effective for elements of cultural value or elements whose premature failure might affect other building components or other items of cultural value. It makes financial sense, for example, to clear a gutter or fix a slipped slate where otherwise water might get in and cause rot in roof timbers or damage to ceilings and internal walls.³⁸

32 UWE, 2003a, p3

33 UWE, 2003b, p.11

34 UWE, 2003b, p.10

35 UWE, 2003b, p.11

36 UWE, 2003a, pp.58-62

37 In Scotland, over the last 15 years, such information has been supplied through the Historic Scotland Conservation Bureau. This facility could provide a model for a UK-wide one-stop source.

38 UWE, 2003a, p.57 and pp.140-144

Similarly, regular inspections of elements near the end of their lives will be cost effective: for example if the predicted life of a lead sheet covering to the cheek of a dormer window is, say, 80 years, then detailed inspection to see if its life can be extended is probably not cost effective until towards the end of this predicted life. Regular inspections will also minimise risk. The risk might be of water ingress or might be of a loose parapet stone falling on pedestrians below.

Although it is widely assumed that systematic maintenance will prevent large repairs in the future and therefore save the owner money in the long term,³⁹ this assumption was not categorically proven. The research showed that maintenance leads to savings when the wider benefits to the owner are weighed, such as risk minimisation and avoidance of disruption.

The research did not track costs over time but used a predictive financial model instead. There is very little reliable data on proven life cycles of traditional materials and, in practice, many factors may affect the life of components.⁴⁰ Even when assumptions are made about the timing of failure, the difficulty of costing the consequences is apparent and can make meaningful predictions of cost savings hazardous. Such uncertainty deters owners from seeing the benefit of systematic maintenance tasks and budgeting.

The wider benefits that make maintenance assuredly cost-effective, such as avoiding the disruption to use and associated costs that can result when building elements fail, have persuaded organisations such as housing associations to undertake preventative maintenance programmes.⁴¹

The most significant wider benefit that is fundamental in this context is retaining the cultural value of listed buildings. Maintenance saves buildings: it prolongs the life of building components and minimises the loss of historic fabric. Yet cultural value tends not to be considered in the financial case for maintenance because it is difficult to measure.

39 IHBC, 2002

40 UWE, 2003a, p.9

41 UWE, 2003a, p.57 and pp.140-144



A blocked hopperhead and rainwater pipe caused water to run down the wall of the tower at Great Clacton Church, Essex. After a number of years this water led to the collapse of areas of the face (of Septaria stone). Rebuilding involved scaffolding the whole of the south face of the tower at a cost of many thousands of pounds.



A new quoin (the outer corner of a wall) inserted at Tilty Church, Essex. The use of new stone, costly and also involving loss of historic fabric, was necessary after the gutter, hopperhead and rainwater pipe had become blocked and remained so for several years encouraging plant growth and decay in the wall.

Source: David Lodge, (then) Chair, Society for the Protection of Ancient Buildings, speaking on Church Maintenance: a contractor's view of 30 years work in East Anglia at the English Heritage Conference Maintenance Matters on 22 November 2002

5.5 WHAT MOTIVATES OWNERS TO UNDERTAKE MAINTENANCE

KEY RESEARCH FINDINGS

The first priority of most owners is to protect the function and appearance of their building rather than to conserve the historic fabric.

Owners tend to take a short term approach to maintenance and do not see the benefit of small maintenance tasks that would prevent bigger faults happening later. This short term approach encourages reactive rather than preventative maintenance.

82% of individual owners surveyed said that the fact that the building was their home was a very important factor in the standards of maintenance that they decided to adopt. Only 45% said the building's historic nature was a very important factor in this respect whilst only 35% said that the listed status was a very important factor.⁴²

Meanwhile, 80% of the non-heritage organisations surveyed do not have separate policies and procedures for their listed and non-listed stock.⁴³

Both private owners and heritage organisations maintain their buildings primarily to avoid the inconvenience of faults occurring that would adversely affect their use and enjoyment of the building, rather than to fulfil conservation objectives.

The research reveals a lack of engagement between owners and key conservation principles as they relate to maintenance. The majority of owners see 'repairs' and 'maintenance' as interchangeable concepts. They equate cultural value with aesthetics. They believe that character can be maintained by repair and replacement rather than retaining fabric for as long as possible. There is a gap between what the philosophy is advocating and what owners are doing.

42 UWE, 2003b, p.7

43 UWE, 2003a, p.80

44 UWE, 2003a, pp.78-79, 95-96; UWE, 2003b, pp.14-16

45 UWE, 2003a, p.87

46 UWE, 2003b, p.14

5.6 THE PRACTICALITIES OF MAINTENANCE MANAGEMENT

5.6.1 Arranging and managing maintenance

KEY RESEARCH FINDINGS

*The practical issues of arranging and managing maintenance could delay an owner's decision to undertake maintenance.*⁴⁴

There is no clear steer from the conservation sector for owners on how to deal with the practical issues of insurance, health & safety and access.

Having taken the decision to undertake maintenance, the practicalities of arranging and managing maintenance work cause further delay. For example, two thirds of the heritage organisations surveyed suggested that the cost of a multitude of small jobs is a significant or very significant constraint on the implementation of a minimal intervention maintenance policy.⁴⁵

The research found that workplace and home insurance products have not been designed to account for maintenance tasks. Although most insurance products have clauses requiring the insured to ensure that their property is well maintained, there are no bonuses for good maintenance practice or penalties for poorly maintained properties.

Maintenance to the external envelope of a building involves tasks such as gutter clearing, painting, and minor repairs to external joinery and roof coverings. To undertake these tasks, owners have to consider health & safety issues and how to gain access to high levels – whether they undertake the maintenance themselves or employ a builder. 27% of individual owners said that access problems significantly constrained their ability to undertake maintenance tasks themselves.⁴⁶

5.6.2 Maintenance skills

KEY RESEARCH FINDING

There is a shortage of properly trained and qualified builders able to undertake maintenance on historic properties.

The research points to three issues to be addressed relating to skills:

- the need to encourage and support the demand from both non-historic and historic building owners for maintenance work;
- the need to promote basic maintenance skills for owners and builders, including safe access techniques; and
- the need to nurture in general builders an understanding of, and ability to deal with, historic fabric so that they are sympathetic to its conservation when undertaking maintenance tasks.⁴⁷

The issue of skills shortages for highly skilled crafts, such as stonemasonry, has received more attention and publicity than the wider issue of the shortage of general builders who are competent to undertake maintenance on historic properties. The issues of craft skills shortages, accreditation and maintenance conditions attached to repair grants (available only for Grade I and II* properties in England) are important; but widening the approach to cover the supply of general maintenance skills for all historic properties would have a greater impact on the conservation of the built heritage.

5.6.3 Maintenance materials

KEY RESEARCH FINDING

There is a shortage of information about the types and sources of suitable materials for the maintenance of historic buildings. In some cases, appropriate traditional materials are not available.

36% of the individual owners surveyed indicated that requirements for specialist materials were a constraint on their carrying out maintenance by themselves.⁴⁸

47 De Montfort Expertise Ltd, 2003

48 UWE, 2003b, p.14

49 UWE, 2003a, pp.25-26, p.31

50 Arup Research + Development, 2003b, p.2

51 Arup Research + Development, 2003b, p.22

52 UWE, 2003c, p.7

5.7 DEVELOPMENT OR SUPPORT OF MARKET SOLUTIONS

KEY RESEARCH FINDINGS

Systematic maintenance services have not been developed specifically for historic buildings due to:

- *an apparent lack of demand for maintenance services; and*
- *the low income, administratively intensive nature of systematic maintenance work.*

The research gives evidence that maintenance services will not succeed without significant support at government level. In the Netherlands, the Monumentenwacht maintenance initiative flourishes in the context of an integrated approach. The State's involvement in financing conservation, such as by fiscal incentives, means the State has a long term interest in encouraging maintenance in order to reduce the amount of subsidy provided.⁴⁹ In Denmark, a private organisation has, with State encouragement, developed a successful maintenance service as a complement to a range of existing services.

5.7.1 Nature and extent of commercial maintenance services

There are nearly 450,000 listed buildings and 10.6 million pre-1944 buildings in the UK.⁵⁰ The potential market for maintenance to historic buildings and buildings of traditional construction is therefore substantial.

Output for the repair, maintenance and improvement sector in 2002 in the UK was £30bn. There are over 40,000 firms in the UK that have an interest in, or ability to offer, maintenance schemes. For heritage buildings, there are over 1400 specialist conservation firms (about three per cent of the maintenance sector).⁵¹

The research examined the nature and extent of commercial maintenance services.⁵² Maintenance work is a very small proportion of the overall workload of both contractors and consultants (surveyors, architects, etc); and organisations, rather than private individuals, comprised their main clientele in both cases.

A third of the contractors who were interviewed provide some kind of maintenance service, for example, checking roofs and gutters, and carrying out minor repairs following inspections and

painting. Half of these contractors have ongoing contracts while the others undertake maintenance work in response to customer requests.

Only one of the 23 contractors who were interviewed provides a preventative maintenance inspection service for historic buildings: they felt that they had 'captured a niche in the maintenance market'.

Less than half of the 34 consultancy companies interviewed provide a maintenance programming advice service. Two of these companies gave strategic and preventative maintenance advice rather than simple condition and maintenance schedules. One company had devised a remote monitoring system to allow the remote, continuous monitoring of damp levels by the client in vulnerable areas.

These findings are mirrored by those of the research into the demand and supply of commercial maintenance services undertaken for the business case for maintenance module.⁵³

5.7.2 Issues of supply and demand

The lack of supply of maintenance services and maintenance inspection services, for both listed buildings and non-listed buildings, is explained by the suppliers' perspective that there is insufficient demand. They said:

*'People say that it [maintenance] is a good idea when it is offered to them, but they never take it up. The only time we get a call is when there is a problem.'*⁵⁴

The consultants interviewed also cited a lack of demand for maintenance advice:

*'We could offer that kind of service if clients wanted it, but very few of them request it.'*⁵⁵

53 Arup Research + Development, 2003b, pp.7-8

54 UWE, 2003c, p.13

55 UWE, 2003c, p.8

56 UWE, 2003c, pp.14-15

57 See box opposite

58 UWE, 2003b, p.16

59 UWE, 2003c, p.18

60 UWE, 2003b, p.4

Although lack of demand is seen as the main constraint on the supply of maintenance services, there are some supply issues that deter contractors' interest in this field, including:

- the costly tender process for large maintenance jobs;
- the time wasted quoting for smaller jobs that do not materialise;
- legal liabilities linked to specific maintenance tasks;
- the cost of specialist equipment and access;
- the cost of administering a flexible and fast-response maintenance team;
- the attitude of some architects and surveyors who believe that maintenance is not their remit; and
- the apparent reluctance of skilled craftsmen to undertake maintenance work.

These issues are not specific to historic building maintenance: they would apply equally to non-historic buildings.⁵⁶

5.7.3 Demand for an inspection service

Research into organisations' attitudes to maintenance suggests that there may be a significant latent demand for commercial maintenance services: nearly half of the client organisations expressed either medium or high interest in an inspection service similar to Monumentenwacht.⁵⁷

One third of individual listed building owner respondents expressed a high level of interest in an independent inspection service. A further 41% expressed a medium level of interest.⁵⁸ So, the market for inspections and maintenance could perhaps be cultivated. The findings about owners' attitudes to maintenance coincide with those from suppliers. There is a suggestion that a virtuous circle of supply creating demand and demand creating more supply could develop if one side of the equation was to be stimulated.⁵⁹

However, a majority of those respondents who expressed an interest:

*'were either not prepared to pay anything or would only be willing to pay unrealistically low amounts.'*⁶⁰

These findings suggest that an inspection service might have to be linked with other works, such as health and safety inspections for commercial

premises, or gutter clearing and external painting tasks for all types of buildings (see discussion in section 6.7.2).

Some success has been achieved by locally run maintenance services for which costs can be kept down by bulk ordering and sharing costs between neighbouring owners, such as the scheme run by Edinburgh City Council (see box).

Edinburgh City Council Stair Partnership Scheme

Edinburgh City Council has set up a scheme whereby tenants sharing a common staircase in tenement blocks can group together to obtain and manage maintenance services, thereby sharing the costs and benefiting from the co-ordinated maintenance of the whole block. More information is available at www.edinburgh.gov.uk/CEC/Housing/ESP/index.html

5.7.4 Demand for rapid response service

The research suggests that individual owners' apparent awareness of maintenance – 91% of owners say they try to anticipate the maintenance needs of their building⁶¹ – applies mainly to anticipating repairs rather than maintenance. This awareness suggests owners might be open to a rapid response, just-in-time maintenance service.

There is currently no rapid response service available for external maintenance tasks.

5.7.5 Interest in UK maintenance body

Owners expressed an interest in a UK maintenance body that could undertake independent inspections without the connotations of the policing role of the three governmental lead bodies (Cadw, Environment & Heritage Service [Northern Ireland] and Historic Scotland) and the non-governmental lead body, English Heritage ('the lead bodies' hereafter), or the local authorities.⁶² However, take-up of pilot services has not been high (even when subsidised).⁶³ These findings are mirrored by the experience of the Bath pilot inspection service run by Maintain our Heritage (see box).

61 UWE, 2003b, p.9

62 UWE, 2003b, p.17

63 Arup Research + Development, 2003b, pp.6-7

64 UWE, 2003a, p.23 ; Arup Research + Development, 2003 b, p.7



A pilot maintenance inspection service in Bath
In parallel with Maintaining Value, MoH mounted a small-scale pilot maintenance inspection service. MoH drew on the experience of Monumentenwacht (above) which has operated a maintenance inspection service in Holland since 1973.⁶⁴

The Bath Area Pilot (below) involved the inspection of 73 buildings in 2002/03. Owners were given a report on prioritised maintenance action points.

The need to obtain Professional Indemnity Insurance to cover the advice given by maintenance inspectors was raised. The pilot found that the requirement, as well as adding to direct costs in the form of the insurance premium, increased the time taken to produce the reports to clients and hence the overall cost of the service.

MoH produced a report: Historic Building Maintenance: a report on the Bath Area Pilot mounted by Maintain our Heritage, November 2003. It is available on www.maintainourheritage.co.uk



RECOMMENDATIONS –
WHAT CAN BE DONE?



An extract from *Guidance for Historic and Listed Building Owners*, produced by Vale Royal Borough Council, Cheshire. The booklet has been sent to the owners of every listed building in the Borough.

Section 5 identified a series of factors which have inhibited maintenance. This section outlines some possible solutions.

6.1 RECONCILING POLICY AND LEGISLATION WITH CONSERVATION PRINCIPLES

The research findings demonstrate that public policy and conservation practice need to catch up with the recognised philosophy that maintenance is in the interests of the conservation of historic buildings and materials.

6.1.1 Leadership and direction

Government should lead the debate about how to integrate maintenance into conservation policy and practice. Policy initiatives should be timed to tie in with other proposals to maximise the effectiveness of their implementation.

A UK-wide debate is required to initiate the development of a strategy for maintenance. Such a strategy is the foundation upon which all efforts to promote maintenance must be built. The commitment to a UK maintenance strategy must be initiated by a joint statement from the relevant bodies. Heritage organisations, heritage amenity groups and local authorities need to co-ordinate the UK maintenance effort for listed buildings and provide clear policy and practice proposals to government. The strategy must include an implementation plan and propose how the implementation will be monitored.

Leadership from Government is essential. For example, the DCMS in England should follow up its endorsement of maintenance in 'A Force for our Future'.⁶⁵ Government⁶⁶ sets the agenda and tone for legislative and policy changes, but guidance on the direction of legislative and policy changes needs to come from organisations that are experienced in the issues of maintenance and conservation.

The lead bodies have begun the process of promoting maintenance and discussing maintenance practice. English Heritage, for example, requires maintenance plans before repair grants will be awarded to places of worship (and includes guidance on such plans in the grant packs), has supported advice to owners,⁶⁷ produces an annual register of grade I and II* buildings at risk (all grades in London) and backs this research; Environment and Heritage Service (Northern

65 DCMS, 2001, p.36

66 By 'Government', we mean HMG for England and the devolved administrations in Northern Ireland, Scotland and Wales.

67 IHBC, 2002

Ireland) has produced advice on suitable sources for owners and has an online Buildings at Risk database.⁶⁸ Cadw plans to produce maintenance guidance for homeowners and offers funding to encourage local authorities to undertake buildings at risk surveys and to prepare registers of at risk buildings for their areas (over half of Welsh authorities have registers in preparation or in place); and Historic Scotland already has produced guidance for owners (see box in section 6.3.4.1) and has an online Buildings at Risk database.⁶⁹ Nevertheless, the leadership of the lead bodies both in the policy debate and in practice and also in the wider UK context has so far been minimal and reactive.

Meanwhile, there are signs that maintenance is rising on the agenda of the heritage sector. The Heritage Forum has agreed five priorities for action by the heritage sector, of which one is:

*'Supporting maintenance and repair Identifying the scale of the maintenance and repair challenge and the most effective mechanisms to address this, including effective action with Government.'*⁷⁰

A few local authorities (such as Newcastle City Council,⁷¹ King's Lynn and West Norfolk Borough Council⁷² and Vale Royal Borough Council⁷³) have produced maintenance guidance for listed building owners on maintenance issues in the context of their statutory conservation responsibilities. These guidelines are a welcome step in the right direction but they need to be produced within the framework of a comprehensive maintenance strategy for the listed buildings in a local area (developed with local owner co-operatives [see section 6.6.2]) and for the

buildings in these authorities' ownership. The proposed heritage champions to be appointed by each local authority could take on the role of promoting such strategies.

6.1.2 Statutory duty of care or minimum maintenance code

There should be a statutory duty of care on owners to maintain listed buildings or provision for local alternatives such as US-style minimum maintenance codes. Government and the lead bodies should debate legislative changes in response to the Heritage Protection Review. Such changes could only be introduced if accompanied by measures to help owners meet their new responsibilities.

A statutory duty of care was recently advocated by the heritage sector.⁷⁴

Subject to suitable amendments to the present listed building enforcement powers, a statutory duty of care would give the local authority powers to require maintenance works to be undertaken. This would enable them to intervene at a much earlier point in the process of decay than is the case with existing Repairs and Urgent Works notices, before extensive damage is done and irreplaceable historic fabric is lost. If a local authority was able to require earlier and less costly works to be undertaken under a minimum maintenance code or by enforcing a statutory duty of care to maintain a listed building, it might have more success in enforcing such a demand than a Repairs or Urgent Works notice.

A duty of care or minimum maintenance code would need to be suitably publicised to make owners aware of it. This could be used to foster a greater understanding of the need for maintenance and could encourage owners to consider the conservation of the historic fabric as one of their motivations to maintain the building to balance other objectives such as meeting functional needs (see section 6.5).

The Heritage Protection Review⁷⁵ is a timely window of opportunity because of the link between designation and a duty of care. A consultation process with owners and local authorities should feed into the White Paper due to appear in 2005.

68 www.ehnsi.gov.uk/built/mbr/barni_database/barni.asp

69 www.buildingsatrisk.org.uk

70 *Prioritising Heritage – working better together*, Heritage Forum, April 2004. Progress will be reported to the Historic Environment Review Executive Committee (HEREC), which meets quarterly, and reviewed by the next annual Heritage Forum in 2005.

71 Newcastle City Council, 2003

72 Arup Research + Development, 2003a, p20 &.A23

73 www.valeroyal.gov.uk

74 English Heritage, 2000

75 DCMS, 2003 and DCMS, 2004

6.2 MAINTENANCE MANAGEMENT PROCESS AND PROCEDURES

The lead bodies and local authorities need to develop best practice processes and procedures in conservation maintenance management to pass on the experience of good practice to owners.

The research recommends that regional and national organisations need to ensure proper co-ordination of their maintenance philosophy, policies, programmes and practice for individual buildings, estates and regions. This co-ordination needs to occur within the context of each organisation's overall objectives and strategy.

A Best Value Key Performance Indicator for the Historic Environment requiring local authority heritage assets to be properly managed is being piloted in October–November 2004 with a view to its introduction for 2005–6.⁷⁶ Key Performance Indicators (KPIs) relating to the property portfolios of local authorities might encourage better management of the maintenance of their portfolios. The Audit Commission could play a role here, using KPIs and the concept of Best Value to encourage and monitor the maintenance of local authority buildings and evaluate public grant-giving (see section 6.3.1).

There has been much progress in the concept and implementation of conservation and management plans for listed buildings. The advice for the preparation of these plans needs to be amended to integrate fully the concept of maintenance.

⁷⁶ The KPI is expected to be: (a) number of local authority owned historic assets in the local authority area; (b) % which have a management plan in place. The purpose of this indicator is to ensure that local authority owned historic assets are managed in a way that engenders local pride and promotes cultural and economic benefit to their communities. These assets are often what give a locality character and should be the showcase for Local Authority stewardship. To ensure effective stewardship local authorities need a comprehensive list of the historic assets for which they are responsible. The expectation is that each historic asset has a management plan in place, which reflects the findings of regular, ideally quinquennial, condition surveys. See also English Heritage, 2003a.

⁷⁷ DCMS, 2001

⁷⁸ Consultation papers issued by English Heritage in June 2000 as part of the Review of Policies Relating to the Historic Environment.

⁷⁹ English Heritage, 2003b

6.3 SUPPORT FOR OWNERS

Government and the lead bodies should mount a public campaign recognising the role of listed building owners in caring for the UK's historic environment and expressing public support for owners with practical advice and appropriate incentives.

Whether or not a statutory duty of care is introduced, more financial and practical support for maintenance should be made available by public agencies to owners of listed buildings in recognition of their vital role in conserving our historic environment for the public good.

6.3.1 Maintenance grants and fiscal incentives

The grant-giving bodies need to enter into a public debate about the need to change the emphasis of listed building grants criteria to reward owners by giving money for maintenance and not only for repair and conservation. The lead bodies need to report on progress in meeting the shift in emphasis proposed in 'A Force for our Future'.⁷⁷

The heritage sector has earlier pointed out that:

'Repair grants may seem to reward neglect, penalizing prudent owners who have maintained their property in good condition at their own expense.'⁷⁸

English Heritage and Heritage Lottery Fund have made a step in the right direction by beginning to attach maintenance conditions to repair grants⁷⁹ but a more radical approach is now required to integrate the commitment to maintenance and planned repairs into grant-making policy.

The lead bodies in fact have been empowered to grant aid maintenance for over 50 years under the Historic Buildings and Ancient Monuments Act 1953 S3A (1) which vested in the predecessors to the lead bodies the power to:

'make grants for defraying all or part of any expenditure on the repair or maintenance of any building... which appears... to be of outstanding architectural or historic interest'.

Such a provision carries an implied duty on those empowered to consider using the powers available.

Disrepair can result from unforeseen events or eventually from the expiry of materials, even when regular maintenance has been undertaken, and so

there will always be the need for repair support in some cases. Nevertheless, if there is a genuine shift towards encouraging and supporting planned maintenance (which encompasses foreseeable maintenance and cyclical repair programmes), then the demand on the repair grant budgets could be dramatically reduced.

The public also needs to be reassured that Best Value is being obtained from grant funding and that such funding is sustainable. The Audit Commission could address this issue by assessing the relative long term value of repair- and maintenance-focused grants given by public grant-giving bodies. If public money is to be re-directed towards maintenance, the Treasury and grant-giving bodies will have to debate how to resolve the issue of funding revenue as opposed to capital activities.

Britain is the only European country not to allow taxation relief for maintaining heritage property – not even for those properties that are open to the public.⁸⁰ In Holland, for example, there is a system of subsidy, low interest loans and tax breaks. Home owners may deduct maintenance costs from the property tax they pay. The claim on major repairs tax breaks is reducing as investment in maintenance increases.⁸¹

In sum, a more balanced system of controls and assistance is needed to reflect the public benefit of building conservation. Further work on the separation and quantification of the private and public benefits of conservation would help to quantify appropriate levels of public financial support (see section 6.4).

6.3.2 Removal of VAT anomalies

Heritage bodies and owners should continue to press the Treasury and the EU to remove VAT anomalies, either by adjustments to VAT rates on maintenance, repairs and alterations, or by grant aid for maintenance works to listed buildings equivalent to at least part of the VAT burden (as applies currently to listed places of worship), at least initially in areas of social deprivation.

⁸⁰ Evidence from the Historic Houses Association to the Historic Environment Review 2000.

⁸¹ UWE, 2003a, p.26; and Historic Houses Association, 2003

⁸² English Heritage, 2003c

⁸³ Oxford Brookes University for IHBC/English Heritage, 2003

A zero VAT rate on maintenance works and repairs to listed buildings would remove the inconsistency in the current system whereby owners are being rewarded for demolishing or making alterations to their listed building (currently zero rated) rather than seeking to maintain or repair it (currently charged at the full rate of 17.5% and irretrievable for non-VAT-registered occupiers). The zero rate of VAT that applies to new-build residential buildings also encourages new-build applications rather than proposals to maintain, repair and re-use listed domestic buildings. This policy flies in the face of sustainable housing provision. English Heritage has called for the introduction of a flat rate of VAT to be charged on all construction work to remove these anomalies.⁸²

6.3.3 Consistent monitoring of condition using Buildings at Risk tool

The existing Buildings at Risk scheme should be developed into an active listed building information tool to monitor and encourage owners' maintenance of listed buildings. It should be an interactive, web-based database of listed buildings, updatable by owners as and when they undertake maintenance work and linking in with the concept of owners' logbooks and Home Information Packs and a wider property recording system.

Local authority Buildings at Risk work is often complex and time-consuming and is frequently a low priority.⁸³ To develop the tool into a more comprehensive, practical, updatable and analysable system will require greater resourcing by local authorities, better training and continued support for Buildings at Risk Officer posts within local authorities. The register of Buildings at Risk can be kept updated by local authority officers undertaking rapid visual inspection surveys of listed properties and requesting feedback from the owners. Vale Royal Borough Council has undertaken a trial of this exercise and has had positive feedback, particularly in terms of the level of communication that has resulted between the owners and Council.

Such a system should be designed so that in the long term it could be merged with listed building descriptions to form a co-ordinated, UK-wide, record of buildings and works to them. The Buildings at Risk tool could be used pro-actively to generate ideas and action for redundant buildings from private individuals and companies.

6.3.4 Providing information and advice

6.3.4.1 Maintenance information and advice

The lead bodies should use the Heritage Protection Review to define what useful and practical information should be provided at the point of listing and attached to the listing information, so that whenever the building is sold, information is passed on to the next owner.

The relevant heritage bodies need to work together to set up a one-stop information shop providing practical information for the owners of listed buildings. Regional sub-sections would respond to local differences in materials and sources. In the first instance the one-stop shop would collate existing information sources, advisory information and contacts from organisations already providing such information.

A major opportunity is about to arise in England for better information and advice for owners. This follows the Government's decision under the Review of Heritage Protection that English Heritage will produce an information pack:

*'The Government believes that owners and tenants are more likely to take pride in conserving their property if they are better informed both about what makes it important and also how best to keep it in good condition... This [information pack] would... be presented positively to encourage owners to be proud of the asset they own and to want to look after it.'*⁸⁴

Similar information packs should be supplied to the owners of all existing listed buildings, not just newly-designated ones.

Existing means of providing advice, such as the various accreditation schemes and the SPAB Technical Helpline, should continue and be enhanced, and linked into the new system of maintenance guidance. SPAB, in conjunction with the IHBC⁸⁵, and Historic Scotland (see box) have published booklets promoting good maintenance practice for listed building owners: such publications need to be developed and made available to every listed building owner.

The heritage sector does not need to wait for legislation or financial support for maintenance to make a vital step towards better maintenance practice: improving the provision of information and advice about maintenance would show leadership, bring together all the relevant bodies and get the message over to owners directly and quickly.

Historic Scotland has recently issued maintenance advice to homeowners in a short guide.⁸⁶

The guide is written in lay language and seeks to explain why maintenance is important in terms of the building's use as a 'home'. It is purposely aimed at homeowners generally rather than just listed building owners.

The guide explains the benefits of maintenance; the differences between traditional and modern building construction; areas of a house that often need maintenance; advice on how often and how to inspect a house, including safety considerations; elements in the curtilage of the house that might need attention; when repairs might be needed and how to find suitable tradespeople; the implications of listing and the possibility of repair grants; and offers useful addresses, further reading and a glossary of terms. The guide includes a checklist to help the owner run through and record the likely elements of maintenance; and gives advice on possible defects, likely causes and suggested repairs.

Specific advice for looking after sash and case windows has been published in a similar but separate guide that also explains the historical interest and development of windows.⁸⁷

The London Borough of Southwark is promoting the maintenance of privately-owned housing.

It sees preventative maintenance as a key element of its sustainable housing strategy. It has produced a Home Maintenance Checklist and videos (with comedian Stephen Frost). It is considering a maintenance service for homeowners and is offering surveys on a trial basis to gauge demand.⁸⁸

84 DCMS, 2004

85 IHBC, 2002

86 Historic Scotland, 2003b

87 Historic Scotland, 2003a

88 SPAB, 2003

6.3.4.2 Home Information Packs and Logbooks

The proposed Home Information Packs should cover maintenance undertaken as well as a snapshot condition report. Consideration should be given to upgrading the packs into logbooks. The role of local authorities in managing this information should be examined.

Listed building information should also form part of, or be linked to, the forthcoming Home Information Packs to be provided by sellers of houses (whether listed or not). These packs will bring together, at the start of the home buying and selling process, important information such as a home condition report.⁸⁹ Owners could be encouraged to build up a maintenance history of their property analogous to the service history of cars.

Some local authorities currently include a simple but clear explanation of the implications of historic building ownership with a Local Land Charges Search. Buyers then have an indication of their future responsibilities and cannot claim ignorance of the status of their building at a later date. This best practice should be more widespread.⁹⁰

The idea of a maintenance logbook should be pursued, by designing an appropriate package and forming links with information that will be provided in Home Information Packs. Path-finding work has been done, for example in Bedford Park in west London.⁹¹

6.4 ASSESSING THE COSTS AND VALUE OF MAINTENANCE OVER TIME

The grant-giving bodies need to fund research into evidence for cost savings from maintenance. Further research is required on life costing information for historic buildings (using the physical evidence of their performance in use) to expand UWE's predictive financial model. Further research is required on the comparative costs of planned and reactive maintenance programmes.

If owners are to be encouraged to undertake more maintenance, further work is needed to demonstrate the costs and value of maintenance tasks.

Owners need to be able to evaluate the comparative costs and benefits of preventative and reactive maintenance programmes. Part of this exercise will involve the estimation of life-cycles of building elements and the valuation of cultural values attached to a property. If records are kept, these calculations can be reviewed periodically to monitor the accuracy of previous estimates and works.

The financial model proposed by the UWE research has to be developed to include the financial costs of different approaches. For example, the cost of large repairs in the future might require expensive funding arrangements that would tie up the owner's resources in a different way than funding more regular maintenance tasks.

The research found that preventative maintenance is cost-effective if focused on key elements such as roofs and rainwater goods or elements which would affect significant areas if they failed. Remote monitoring of vital building elements or likely fail points should be investigated as a means of regular inspection, especially of less accessible areas of historic buildings and without incurring large access costs. Remote monitoring could also provide information that could be used in assessing life-cycle costs.

89 The Housing Bill (which completed its House of Commons stages on 12 January 2004 and had its second reading in the House of Lords on 7 June 2004) introduces a new legal duty on people marketing residential properties in England and Wales. The seller or, more usually, their estate agent must have a home information pack of standard documents available for prospective buyers.

90 Ipswich Borough Council has operated this arrangement since 1999.

91 Arup Research + Development, 2003a. p20 & A21-2

6.5 MOTIVATING OWNERS TO UNDERTAKE MAINTENANCE

It is necessary to apply the research findings on the motivations of owners to undertake maintenance, to design effective ways of communicating the importance and value of maintenance to different types of owner and to target the means of incentivising them.

Domestic buildings represent over a third (38%) of listed building entries.⁹² Given that domestic buildings represent such a large proportion of the historic environment, it is vital that the needs and concerns of individual owners are addressed.

Possible dangers can also motivate owners.

Metre-long pieces of stone fell onto the pavement in Darlington Street, Bath, when a length of parapet collapsed in a row of Georgian town houses. The incident happened fortunately at 11pm and no one was hurt but some alarm was caused among property owners across the city. Bath & North East Somerset Council officers said owners of Georgian houses should have them regularly checked: 'Routine maintenance is vital, but it isn't always easy on these buildings... But buildings are just like cars, you need to keep looking under the bonnet so you notice if anything is not in its proper order... Building maintenance prevents danger.'



Incentives should be devised to appeal to the typical profile of the listed building owner surveyed in the research – mainly over the age of 34, employed or retired, on a good income and from the professional and managerial occupations.⁹³ For example, evidence could be sought to demonstrate that good maintenance practices could improve the asset value of their property. Alternatively, owners could be offered reduced interest rates on mortgages or reduced insurance premiums if they signed up to a maintenance service.

More than 40% of the owners surveyed expect to be in their home for 10 years or more. Just over a quarter of the owners expect to be in their home for less than 10 years. (The remainder of respondents did not know).⁹⁴

These findings suggest that almost half of owners expect to be in their homes long enough to be motivated to undertake longer term, planned maintenance to the property. Expectations of a shorter stay might encourage a shorter term, more reactive maintenance approach. Incentives should be devised to appeal to the owner's desire to improve their home and to improve their home's appearance.

There are cashflow advantages to maintenance, compared to sporadic repairs, in terms of spreading the cost of works over time. These need to be spelt out both to homeowners and budget holders in commercial organisations.

6.6 FACILITATING MAINTENANCE

The lead bodies need to publish guidance on insurance, health & safety and access issues to discuss issues relevant to maintenance management and suggest solutions.

6.6.1 Insurance

The lead bodies need to discuss with the insurance industry possible solutions to the various issues raised by the research; for example, the question of insuring non-professional suppliers to provide inspection services.

6.6.2 Health & safety and access issues

English Heritage is producing guidelines on health & safety issues connected to maintenance and other works on listed buildings. The guidance needs to address issues of health & safety

⁹² English Heritage, 2002

⁹³ UWE, 2003b, pp.35-39

⁹⁴ UWE, 2003b, p.36

connected to difficult access and working with historic materials.

Access can be a deterrent to owners undertaking maintenance either because they are unaware of access solutions, they think it will be too costly or they fear it will generate too much disruption.

Further research is required to analyse how many buildings suffer from awkward access and to suggest targeted solutions eg to certain building types such as churches. The lead bodies and local authorities need to provide information on sources of access equipment and on how to set up means of sharing access equipment between like buildings or buildings in the same locality.

Remote monitoring devices could be used to avoid the cost and disruption of regular access to awkward elements of a building for inspection purposes. Also preventative devices could be used to avoid the need for access to difficult areas for regular maintenance tasks.⁹⁵

Owners, local heritage bodies and local authorities need to form local maintenance co-operatives for owners with similar buildings to benefit from team action, hiring discounts, shared experience and shared training.

6.6.3 Finding skilled suppliers to undertake inspections and maintenance

Owners need to be able to source consultants and contractors for maintenance advice and works who are reputable and experienced in conservation matters.

6.6.3.1 Skills needs and certification schemes

The lead bodies and professional and industry bodies need to develop an integrated approach whereby consultants' and contractors' qualifications and experience on maintenance and conservation projects are certified by extending existing professional body accreditation schemes, supported by structured CPD schemes and other certification schemes.

As well as recording and monitoring suppliers' skills, Government needs to support appropriate training and education bodies to develop and promote maintenance skills for non-historic and historic properties including diagnostic skills, maintenance needs and planning advice, access techniques, basic maintenance and specialist conservation maintenance skills.

The concept of accreditation has been gaining in acceptance and importance in the conservation sector in recent years. Historic Scotland and English Heritage will require applicants for grants received and accepted after 1 April 2004 to have an accredited professional as the designated lead adviser. The UK-wide Edinburgh Group also created a Working Group (the 'York Group') that is currently working towards developing a common accreditation assessment structure for professionals in the UK on grant aided conservation projects.

A conservation skills certification needs to sit alongside the accreditation schemes run by professional bodies. It should be open to other professionals such as planners and facilities managers working in conservation, as well as the wider group of non-professionals including builders and developers.

In scope it should embrace not only the skilled conservation work required on grant-aided repair projects, but also general repair and maintenance work, safe access techniques and an awareness of conservation issues. Ingvál Maxwell of Historic Scotland suggests that the development of a structured suite of CPD support units (that should sit in tandem with the accreditation initiatives) could be adapted to cover this wider scope.⁹⁶

Good work has begun to promote the uptake of on-site maintenance and conservation training that can count towards the achievement of NVQ qualifications (that can then ensure eligibility for the CSCS [Construction Skills Certificate Scheme] card).⁹⁷ CSCS cards (administered by CITB-

⁹⁵ Arup Research + Development, 2003a. pp.9-12

⁹⁶ Maxwell, 2003

⁹⁷ For example, CITB-ConstructionSkills' programme of On-site Assessment and Training (OSAT). See examples of The Teach Project at Waxham Barn, Norfolk (R.G. Carter Group and Norfolk County Council); and at Faenol Estate, Wales (Linford-Bridgman Ltd).

Construction Skills) allow operatives with NVQ Level 3 qualifications or apprenticeship training to obtain recognised certification of their experience. With additional conservation units, they can progress to a CSCS card with conservation endorsement.⁹⁸ There could be endorsements for inspections, basic maintenance and more specialist conservation skills.

The National Heritage Training Group (NHTG) is also examining existing Master Crafts qualifications with the aim of developing a single qualification that satisfies the needs of industry and provides consistent standards for clients. Owners need to be made aware of this scheme, once it is finalised, so they can check the qualifications of operatives they employ.

The Heritage Lottery Fund (HLF) is setting up a £4million 'Training Bursary Scheme' for heritage skills. In its announcement, HLF said:

'Traditional heritage skills are at risk of dying out in the UK. Today, there are less than 40,000 craftsmen with the necessary specialist skills to maintain our historic environment... (the Scheme is) to keep alive essential heritage skills such as harling, pargeting, flint knapping, heather thatching, dry stone walling, stone masonry, frieze restoration, gold leafing and hedgelaying... A wide range of organisations, including local authorities, development agencies, professional and education bodies and community and voluntary organisations, will be able to apply for bursaries to train employees. Training will be undertaken in the work place by master craftsmen or experts in relevant fields.'

6.6.3.2 Apprenticeship schemes

The lead bodies and professional bodies need to develop apprenticeship schemes whereby apprentice consultants' and contractors' experience on conservation projects is developed, monitored and evaluated.

Following the example of the Heritage Lottery Fund, other grant-giving bodies must make training plans a condition of grants to encourage more on-site schemes. There is certainly no shortage of demand for apprenticeship placements: a recent scheme in Scotland received over three applicants for each placement. CITB-ConstructionSkills provides grants to construction companies to develop training plans.

6.6.3.3 Sourcing advice on suppliers

The conservation sector needs to debate how to feed advice and information about local suppliers providing conservation services into the proposed one-stop information shop.

There is an opportunity to link certification schemes with the proposed one-stop shop of information and a database of references. Although one organisation (such as the RICS, CITB-Construction Skills or Property Services NTO) could administer such a record, it should have a co-ordinated public image to benefit conservation rather than any one particular professional body or discipline.

6.6.4 Sourcing materials

As well as sourcing suitably competent suppliers to undertake inspections and maintenance work, owners need advice on where to find suitable materials. In some cases, where appropriate traditional materials are not available, advice on modern alternatives is required. The proposed one-stop shop should be the corner stone for providing this advice.

98 The first CSCS cards with conservation endorsement were achieved in November 2002.

6.7 MARKET SOLUTIONS

The repair and maintenance sector accounts for 46% of construction output value (during the period 1990-2000).⁹⁹ The question is what proportion of those contractors undertaking repair work could be persuaded to focus on maintenance services and on historic buildings.

The supply might not present insuperable problems, given some re-training on conservation issues. Nevertheless, industry and training bodies need to debate these re-training issues in the context of other construction labour supply requirements that might divert potential suppliers away from conservation (eg over 83,000 new recruits needed between 2003 and 2007).¹⁰⁰

The research suggests that market solutions are not going to materialise unless the policy environment improves to encourage owners to undertake maintenance. The following sub-sections discuss alternative market initiatives that might emerge in response to demand and how they could be sustained.

6.7.1 New maintenance products and services

Studies need to be undertaken to assess the feasibility of new products such as maintenance monitoring technologies and insurance-linked maintenance inspection contracts along the lines of heating and plumbing schemes.

If current attitudes prevail against the supply of maintenance services in the conventional sense, then new innovative products will have to be developed to appeal to the various motivations of owners to maintain their properties.

As owners see maintenance monitoring as a straight forward task, products to help them undertake monitoring themselves could be developed and promoted. Examples include CCTV observations of hard-to-reach parts of the building, damp-activated alarms and so on.

There is the potential for some innovative, niche insurance companies to develop products that exist for heating and plumbing systems, like the British Gas HomeCare service, and to apply them to the external envelope of a building. This scheme has recently been extended to include internal plumbing systems as well as the heating system, so it is not inconceivable that further options might be added. The importance of 'home' to homeowners (as demonstrated by the research) must support the case for this type of product. Clearly premiums would have to account for the type, structure and materials of a building. It may be possible to link insurance guarantees to accredited or certified supplier schemes.

Maintenance contracts could also be offered as part of build packages to uphold guarantees on previous works: an annual inspection of the roof of Ivybridge tennis centre by the maintenance division of roofing and cladding specialist Progressive Systems unveiled no less than 361 tennis balls blocking the gutters.¹⁰¹ 'The gutters were overflowing,' said Progressive Systems Director, Paul Wood. 'Staff at the centre thought there was a problem with the workmanship of the building...I think they were quite embarrassed!'



99 CITB, 2002

100 CITB, 2003

101 RCI, 2003. p.5

6.7.2 Niche markets

The concentration of owners on specific annual tasks suggests a niche maintenance market for these items.

92% of listed building owners surveyed undertake painting, minor joinery or minor roof coverings every year. The average period between exterior paintings is 4 years. 87% of owners surveyed undertake gutter clearing each year.¹⁰²

These figures suggest that listed building owners are more likely to undertake maintenance than property owners in general – suggesting that the listed building market could be another niche market for maintenance contractors.

Some success has been had by contractors offering maintenance works as the principal task and a maintenance survey as a bonus.¹⁰³ If the inspections could be done for like buildings, or regionally, this approach would help to minimise access and travel costs. Maintain our Heritage is investigating the opportunity of developing a publicly supported maintenance service in defined areas and for similar building types.

It is possible that a hybrid approach might work to combine aspects of owners' requirements for a rapid response service, annual maintenance tasks and the reassurance of annual inspections.

6.8 MONITORING THE IMPLEMENTATION OF THE PROPOSED RECOMMENDATIONS

Maintain our Heritage proposes sector discussions to disseminate the research findings and to initiate debate about the issues raised by the research. The proposed sector discussions are detailed in Appendix 4. These discussions could then be aired and debated more widely at a Maintenance conference run by the conservation sector. If there was agreement, the formal process of drawing up the conservation strategy could begin.

The proposed one-stop shop (section 6.3.4) or a separate Maintenance Strategy Monitoring Unit could undertake the role of co-ordinating the contributions of relevant bodies.

The process of implementing the proposals will involve:

- Agreeing who will co-ordinate the formulation of the strategy and monitor its implementation;
- Agreeing the main strategic issues through sectoral debates;
- Identifying the organisations responsible for implementation of specific tasks and how to measure the achievement of the tasks;
- Monitoring the achievement of each proposal over the short, medium and long terms; and
- Reviewing overall progress and agreeing next steps at regular intervals.



¹⁰² UWE, 2003b, pp.13-14

¹⁰³ As David Lodge did with 90 churches in East Anglia: in this scheme, the costs of the inspections were just covered, and profitability was achieved on the works by tackling all the churches in a given period, thereby reducing costs by saving on the hire of access equipment and reducing travel time to the jobs.

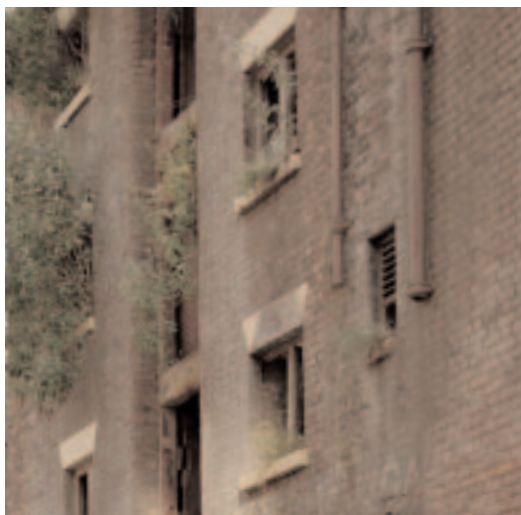
APPENDIX 1 MEMBERS OF THE STEERING AND TASK GROUPS

THE STEERING GROUP

Chair: Fred Taggart, Regeneration through Heritage
Vice-Chair: Bob Kindred, Institute of Historic Building Conservation
Maintain our Heritage: Dr Tanya Spilsbury, Timothy Cantell
Build Assured: Philip Horsnall
DTI: Malcolm Potter (Davis Langdon Consultancy)
English Heritage: Joy Russell
Heritage Building Contractors Group: Ian Constantinides
Heritage Lottery Fund: Kate Clark
University of the West of England: Derek Worthing

THE TASK GROUP

Chair: Bob Kindred, Institute of Historic Building Conservation (also representing Local Government Association Heritage Advisors)
Maintain our Heritage: Dr Tanya Spilsbury, Timothy Cantell
Association of British Insurers: Dr Sebastian Catovsky
British Institute of Facilities Management: Richard Davies (also representing Chartered Institute of Building Services Engineers)
Cadw: Welsh Historic Monuments: Alan Richards
Chartered Institute of Building: Chris Williams
Construction Industry Research and Information Association: Arna Peric-Matthews
CITB-ConstructionSkills: Lee Bryer
Environment & Heritage Service: Brian McKervey
Heritage Information: Dorian Crone
Historic Scotland: Ingval Maxwell, Eddie Tait
Institute of Historic Building Conservation: David Lovie
Institute of Maintenance and Building Management: David Allen
National Trust: Rory Cullen
Society for the Protection of Ancient Buildings: David Lodge

APPENDIX 2
WHAT IS MAINTENANCE?

Maintenance is defined here as activity such as cleaning, painting and minor repair carried out systematically, that is on a planned cycle, often year-to-year, and based on regular inspection. Maintenance of historic buildings is most beneficial in conservation terms when it is preventative, that is intended to reduce or obviate the need for repairs so preventing the loss of original fabric.

'Regular maintenance of an historic building... should always be the first priority' says English Heritage¹⁰⁴ and the British Standard¹⁰⁵ states:

'Systematic care based on good maintenance and housekeeping is both cost effective and fundamental to good conservation.'

If maintenance is such a 'high priority' and so 'fundamental' then it ought to have a clear and accepted definition. But it does not.

The Burra Charter has set the standard for conservation of a building. It states that conservation:

'requires a cautious approach of changing as much as necessary but as little as possible.'

and adds:

*'maintenance means the continuous and protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.'*¹⁰⁶

104 English Heritage 2001

105 BS 7913, 1998

106 The Burra Charter 1999, Article 1.5

107 BS 7913, 1998

108 UWE, September 2003 a, p.12. This module report contains a section on the Definition and Principles of Maintenance in conservation literature and general maintenance literature (pp 33-35).

Maintenance is defined in BS 7913 as:

'Routine work necessary to keep the fabric of a building... in good order'.

It is hard to see a consensus on exactly where maintenance ceases and repair starts. BS 7913 defines repair, as distinct from maintenance, as:

*'Work beyond the scope of regular maintenance to remedy defects, significant decay or damage caused deliberately or by accident, neglect, normal weathering or wear and tear, the object of which is to return the building or artefact to good order, without alteration or restoration.'*¹⁰⁷

For the purposes of the research, UWE defined maintenance to include a modest degree of repair,

*'Day-to-day activities such as cleaning, painting and minor repair relating to elements of a building. Maintenance seeks to extend the life of such elements and hence of the entire building.'*¹⁰⁸

and this interpretation is the basis for the definition used in this report.

Maintenance attracts a number of prefacing adjectives such as systematic, preventative, planned, regular, pro-active, reactive, corrective and others. This report is not the place to define them all. The essence of maintenance in the definition adopted for this report, however, implies action that is:

Systematic – *'day-to-day'* or month-to-month or year-to-year on a planned cycle based on regular inspection; and

Preventative – *'seeks to extend the life'*; that is, action that will reduce or obviate the need for repairs and will prevent the loss of original fabric.

A difficulty for historic buildings is that preventative maintenance can result in the removal of historic fabric. For the purposes of this report, we confine the definition of preventative maintenance to action which aims to minimise the loss of original fabric.

The term 'repair' is used in the report to mean major repairs that involve the loss of original fabric and its replacement with new materials.

Historic buildings and wider application

The research took listed buildings as a manageable specimen group. These historic buildings are an ideal group for learning lessons applicable elsewhere in the built environment. They are the most precious and challenging part of the built environment and previous developments have had wider application eg the pioneering reuse of historic buildings over the last 30 years has demonstrated the benefits of regenerative action. This is the sector that ought to be the most assiduously maintained but it suffers from the same prevailing attitude as other sectors with policy and practice directed at occasional and costly repair. But the benefits of maintenance are not confined to the heritage sector.

MoH and its partners emphasise that the principles of preventative maintenance discussed and advocated in this report apply to the overwhelming majority of buildings. Possible exceptions are buildings recently completed; buildings designed for a short life; and buildings designed, unusually and not always successfully, for little or no maintenance.

APPENDIX 3

SUMMARY OF TASKS FOR EACH RECOMMENDATION THEME

The short term is defined as being within the next year; the medium term is defined as being within the next two to three years; and the long term is defined as being any longer period.

1 RECONCILING POLICY AND LEGISLATION WITH MAINTENANCE PHILOSOPHY

Table 1.1:
Summary of tasks for leadership and direction

Short term	Medium term	Long term
Progress UK debate on maintenance to produce maintenance strategy and implementation plan. Bring maintenance debate into discussions following Heritage Protection Review and into Home Information Packs proposals.	Pursue industry partnerships to foster maintenance focus. Monitor implementation of maintenance strategy.	Progress primary legislation to integrate philosophy into statutory provisions.
Develop strategy for the lead bodies' own properties.		
Continue to support awareness-raising initiatives such as MoH; annual events such as SPAB National Maintenance Week, National Gutters Day and the national maintenance conference; and maintenance research projects.	Pursue public campaign to recognise role of owners and express support with advice and incentives.	Issue regular publications to support maintenance.

Table 1.2:
Summary of tasks for statutory duty of care

Short term	Medium term	Long term
Propose legislative changes under Heritage Protection review to apply a new statutory duty of care on listed building owners.	Incorporate new statutory duty of care into new designation legislation.	Monitor impacts of statutory duty of care.

2 MAINTENANCE MANAGEMENT PROCESS AND PROCEDURES

Table 2:
Summary of tasks for promotion of best practice maintenance management processes and procedures

Short term	Medium term	Long term
Research and develop best practice processes and procedures. Lead bodies to develop strategy, policies, processes and procedures and tools to implement maintenance management for own properties.	Publish guidance on best practice. Lead bodies to apply strategy, policies, processes and procedures and tools.	Review and amend as necessary. Lead bodies to review strategy, policies, processes and procedures and tools.

3 SUPPORT FOR OWNERS

Table 3.1:
Summary of tasks for grant support and fiscal incentives

Short term	Medium term	Long term
Research and debate the legal and financial impacts of concentrating on maintenance grants rather than repair grants.	Monitor implementation of maintenance conditions attached to repair grants. Review fiscal incentives for maintenance.	Re-focus the grants system to concentrate on maintenance, not repairs.

Table 3.2:
Summary of tasks for removal of VAT inconsistencies

Short term	Medium term	Long term
Continue to press the case for VAT changes or financial incentives to compensate VAT inconsistencies, at least in areas of social deprivation.	Consider application of VAT changes to all listed buildings.	

Table 3.3:
Summary of tasks for monitoring of condition

Short term	Medium term	Long term
Examine building information needs and how they can be kept up to date.	Develop and expand BARs tool to create information database of all listed buildings.	Keep listed building information system live and accessible.

Table 3.4:
Summary of tasks for provision of information

<i>Short term</i>	<i>Medium term</i>	<i>Long term</i>
Co-ordinate proposals for new one-stop shop.	Support set up of new one-stop shop.	Review success of one-stop shop.
Examine information needs and how they can be distributed and kept up to date.	Link listed building records with guidance and information about processes, sources and suppliers.	Keep information system live and accessible.
Use Heritage Protection Review's Information for Owners committee to define information that is required in Home Information Packs. Discuss with solicitors and estate agents and local owners the best way to distribute information to new owners.	Design Listed Building section pro forma to incorporate in Home Information Packs.	Review pro forma regularly to check relevance of information requirements.
Develop logbooks as tool for recording works by adapting work done at Bedford Park Conservation Area. Link in with Home Information Packs.	Publish guidance and pro forma on logbooks. Arrange local groups to publicise logbooks and distribute to all owners.	Review use of logbooks and amend process if necessary.
Define and collate information on local sources, techniques and processes and hold library at LA offices.	Support local provision of information by providing required national information. Fund research into local information and suppliers. Feed information into one-stop shop.	Review information provision and propose amendments where necessary.

4 ASSESSING COST SAVINGS OF MAINTENANCE OVER TIME

Table 4:
Summary of tasks for developing evidence of cost savings

<i>Short term</i>	<i>Medium term</i>	<i>Long term</i>
Fund research into cost savings from maintenance. Expand UWE research; undertake more life cycle costing relevant to historic buildings.	Compare costs of different programmes for conservation, including costs of different funding implications. Suggest prioritisation approaches. Publish findings.	Fund regular reviews of evidence. Absorb evidence regularly and respond.

5 MOTIVATING OWNERS

Table 5:
Summary of tasks for developing responses to different owner motivations to do maintenance

<i>Short term</i>	<i>Medium term</i>	<i>Long term</i>
Absorb findings about motivations of different owners and propose incentives to suit.	Propose incentives and lobby relevant government departments and private bodies to implement.	Review motivations of different owners regularly and amend incentives to suit.

6 FACILITATING MAINTENANCE

Table 6.1:
Summary of tasks for allaying concerns on insurance, health & safety and access issues

<i>Short term</i>	<i>Medium term</i>	<i>Long term</i>
Publish guidance on insurance, health & safety and access issues.	Fund set up of access equipment pools and local maintenance co-operatives. Propose maintenance weeks to be shared between owners of like buildings or in similar area.	Regularly review and amend where necessary.
Publish guidance on local issues eg specific H&S issues for local types of building or materials.	Give local co-operatives guidance on maintenance process.	Review performance of maintenance cooperatives.

Table 6.2:
Summary of tasks for skills and materials issues

<i>Short term</i>	<i>Medium term</i>	<i>Long term</i>
Define skills and training needed for inspections and maintenance tasks. Using existing groups, eg NHTG, review supply of skills and training. Propose solutions to skills gaps.	Monitor implementation of proposed solutions. Develop apprenticeship schemes for maintenance work.	Continuously review and react to skills issues.
Review any overlap between maintenance skills and professional accreditation schemes.	Develop proposals for certification scheme for builders undertaking maintenance inspections and tasks.	Set up certification scheme for builders.
	Review maintenance grants and possibility of conditions for accredited builders.	
Source suppliers and materials advice and information.	Feed into one-stop shop.	Update information in one-stop shop.

7 MARKET SOLUTIONS

Table 7:
Summary of tasks to develop new products and services

<i>Short term</i>	<i>Medium term</i>	<i>Long term</i>
Fund set up of new maintenance supply services. Fund feasibility studies into new products, such as maintenance-monitoring technologies and insurance-linked services.	Set up new services and products in niche markets.	Review new services and products.

8 IMPLEMENTATION

Table 8:
Summary of tasks to implement maintenance strategy

<i>Short term</i>	<i>Medium term</i>	<i>Long term</i>
Hold sector discussions to disseminate research findings. Hold conference to debate proposals. Draw up formal strategy and agree who will monitor its implementation.	Each identified body to implement allocated tasks. Monitor progress of implementation.	Review overall progress and assess next steps at regular intervals.

APPENDIX 4 SECTOR DISCUSSIONS TO DISSEMINATE AND DEBATE RESEARCH FINDINGS TO BE HELD IN EARLY 2005

<i>Target participants</i>	<i>Recommendations to discuss</i>
Heritage owner bodies	Maintenance management process & procedures, best practice, cost savings
Owners	Incentives, duty of care, motivations, information & encouragement for owners, mechanisms to reach owners
Construction & insurance industries	Maintenance services, health & safety, training, accreditation, information & encouragement for owners
Government departments & agencies, local government	Leadership, debate, strategy, duty of care, incentives, VAT, BAR, information & encouragement for owners, grants, advisory unit

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ABBREVIATIONS

ABI

Association of British Insurers

BAR

Buildings at Risk

BIFM

British Institute of Facilities Management

BS

British Standard

BSI

British Standards Institution

Cadw

Cadw: Welsh Historic Monuments

CIOB

Chartered Institute of Building

CIRIA

Construction Industry Research and Information Association

CITB-Construction Skills

Construction Industry Training Board-Construction Skills (formerly CITB; now part of Construction Skills Sector Skills Council)

CPD

Continuing Professional Development

CSCS

Construction Skills Certification Scheme

DCMS

Department of Culture, Media and Sport

DTI

Department of Trade and Industry

EC

European Commission

EH

English Heritage

EHS

Environment & Heritage Service (Northern Ireland)

EU

European Union

HHA

Historic Houses Association

H&S

Health and Safety

HBCG

Heritage Building Contractors Group

HIT

Heritage Information Trust

HLF

Heritage Lottery Fund

HMG

Her Majesty's Government

HS

Historic Scotland

HSE

Health and Safety Executive

ICOMOS

International Council on Monuments and Sites

IHBC

Institute of Historic Building Conservation

IMBM

Institute of Maintenance and Building Management

KPI

Key Performance Indicator

Joint Committee

Joint Committee of National Amenity Societies

LA(s)

Local authority (-ies)

LGA

Local Government Association

LPOC

Listed Property Owners Club

MEP

Member of the European Parliament

MoH

Maintain our Heritage

NHS

National Health Service

NHTG

National Heritage Training Group

NT

National Trust

NTO

National Training Organisation

NVQ

National Vocational Qualification

ODPM

Office of the Deputy Prime Minister

PSNTO

Property Services National Training Organisation

RIBA

Royal Institute of British Architects

RICS

Royal Institution of Chartered Surveyors

SAVE

SAVE Britain's Heritage

SPAB

Society for the Protection of Ancient Buildings

UNESCO

United Nations Educational, Scientific and Cultural Organisation

UWE

University of the West of England, Bristol

VAT

Value Added Tax

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Build Assured

CADW: Welsh Historic Monuments

Chartered Institute of Building

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