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A HISTORY OF THE NATIONAL HERITAGE COLLECTION

VOLUME TWO: 1900-1913

Sebastian Fry



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A HISTORY OF THE NATIONAL HERITAGE COLLECTION

VOLUME TWO: 1900-1913

THE OFFICES OF WAR, WOODS AND WORKS

Sebastian Fry

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SUMMARY

This is Volume Two in a series of eight reports, which describe the formation of the national collection of ancient monuments and historic buildings from 1882 to 1983, in the context of legislation and other available means of protecting heritage. This report covers the period from the 1900 Ancient Monuments Protection Act to the advent of new legislation in 1913.

The 1900 Ancient Monuments Protection Act provided protection to historic buildings for the first time. There was a major transfer of properties from the War Office and the Office of Woods, Forests and Revenues to the Office of Works. The national collection increased nearly four-fold. It became a requirement that the public should have access and entrance fees began to be charged. Under Charles Peers, Inspector of Ancient Monuments from 1910, there developed a core of specialists to manage the collection; the Ancient Monuments Branch of the Office of Works. Medieval buildings already in State ownership were the first to undergo preservation as 'historic monuments'. The Branch took over the repair and/or management of the Tower of London, Deal Castle, Walmer Castle and Dover Castle, among many other buildings. Pressure was also applied for new compulsory protective measures, laying the foundations for a modern system of heritage protection through the 1913 Ancient Monuments Consolidation and Amendment Act.

*Cover Image: 'Three Castles'. Unknown artist. Painting of Deal, Walmer and Sandown Castles during the late 17th century. Deal and Walmer Castle were taken into guardianship in 1904 and form part of the National Heritage Collection.
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INTRODUCTION

This is Volume Two in a series of eight reports, which describe the formation of the national collection of ancient monuments and historic buildings from 1882 to 1983, in the context of legislation and other available means of protecting heritage. The report covers the period from the introduction of the 1900 Ancient Monuments Protection Act to the advent of new legislation in 1913. The primary source material for this research is the guardianship files held by English Heritage and the National Archives. The principal focus is the protection of ancient monuments in England. However reference is given to sites in Wales and Scotland since protection in these countries is intimately linked with that of England during the period; all coming under the jurisdiction of the Office of Works, the Government body appointed to oversee the Act.

The 1900 Ancient Monuments Protection Act widened the scope of Government power over ancient monuments and provided protection to historic buildings for the first time. As a result the responsibilities of the Office of Works considerably increased between 1900 and 1913. There was a major transfer of historic properties from other Government departments, primarily the War Office and the Office of Woods, Forests and Revenues. Heritage protection continued to be confined to taking monuments into State care through the process of guardianship. During this period the number of sites in what is now known as the National Heritage Collection increased nearly four-fold. The Office of Works took over the maintenance and conservation of several Crown Properties occupied by the War Office such as the Tower of London, Edinburgh Castle, Stirling Castle and Dover Castle. Among the major guardianship acquisitions were the Iron Age hillfort of Maiden Castle and the first Roman guardianship site in England; Richborough Castle. The medieval buildings already in State ownership were the first to undergo preservation as 'historic monuments' by the Office of Works. Furthermore it became a requirement that the public should have access to these monuments and entrance fees began to be charged for the first time. However the 1900 Act retained many of the shortcomings of earlier legislation, particularly the lack of power over an owner's treatment of an ancient monument, even when it was in guardianship.

Following the appointment of Charles Peers as Inspector of Ancient Monuments in 1910 and Sir Frank Baines as Principal Architect in 1911, there developed a core of specialists within Government well placed to manage the rapidly expanding national collection. They became the 'Ancient Monuments Branch' of the Office of Works in 1912, which is the early 20th century forerunner of English Heritage, Cadw and Historic Scotland. The Branch considered that it should act as an exemplar in the preservation of monuments. Pressure was applied for legislation that included compulsory protective measures, laying the foundations for a modern system of heritage protection through the 1913 Ancient Monuments Consolidation and Amendment Act.

The 1900 Ancient Monuments Protection Act

During the last decade of the 19th century there had been growing momentum towards better legislation for the protection of ancient monuments (See Volume One in this series). In particular it was felt that the scope of the Ancient Monuments Act should be increased to include a wider range of archaeological sites as well as historic buildings. The 1882 Act, the first of its kind in Great Britain, had been largely confined to prehistoric monuments such as long barrows, henges and stone circles. In 1892 a new Act for Ireland set a precedent, offering protection to medieval sites and buildings. An Office of Works Memorandum indicates that there was initially some anxiety over such an increase of responsibilities in Great Britain.¹ The Permanent Secretary, Lord Esher (1852-1930), felt that much pressure would now be brought upon the Department to protect a 'great number of additional structures' such as churches, abbeys, castles and town walls. Meanwhile 'awkward points' might 'arise as to the control, or transfer of control, over ecclesiastical fabrics'. Despite such concerns the Act passed on 6th August 1900 afforded protection to 'any structure, erection or monument' deemed to be of 'historic or architectural interest'.² This considerably altered the scope of guardianship powers and thereby the formation of the national collection of historic buildings and monuments in the following years.

One consequence of the 1900 Act was a major transfer of historic buildings and monuments in the care of other Government departments to the Office of Works. In the period 1900-1913 the number of sites under the control of the Department rapidly increased from 43 to 140.³ This led to a significant increase in expenditure as well as the development of a larger core of professionals. The revised Act required that the public should have access to all ancient monuments owned by the Government or a county council.⁴ For other guardianship sites public access was dependant upon the consent of the owner. Inhabited buildings were not included under the Act except where occupied by a caretaker. The Office of Works advised the Treasury that in these instances 'it would probably be arranged that [entrance] fees should be charged to provide for the custodian's remuneration'.⁵ Although Crown properties, such as the royal palaces, already took entrance fees this was a significant development as applied to guardianship sites. Those previously in Government care, being almost exclusively prehistoric monuments, had not required a ticketed entrance or a full time caretaker. Despite the new provisions the 1900 Act also contained many of the limitations of its predecessor. For instance there was no power of compulsory protection when a monument was at threat of damage or destruction from its owner.

Local protective measures

One of the most significant aspects of the 1900 Act was that it extended guardianship powers to county councils. Local Government could now enter into agreements with owners and receive voluntary contributions towards the upkeep of ancient monuments and buildings. The First Commissioner of Works, Akers Douglas (1851-1926), had extolled the benefits of this to the Treasury in March 1900 but with the proviso that 'important monuments' should remain under central control:

'In some cases, the County Council is better suited than the Central Government to work such an act effectively in as much as ancient monuments are often in out-of-the-way places, and Government Inspectors or Surveyors, unless a large staff of them were employed, could not be expected to exercise more than an occasional supervision over such monuments....'

It is at the same time the opinion of the Board that for certain important monuments, and in a particular instance where the owner should so prefer it, the State should be the proper guardian.⁶

In some cases county councils had already taken action towards the preservation of monuments in their locality. Northamptonshire County Council had for instance taken steps to safeguard the **Queen Eleanor Cross** at Northampton (Figure 1) after the Office of Works refused to intervene in 1885.⁷ This was one of a series of probably twelve medieval crosses, constructed by King Edward I (r.1272-1307) to mark the nightly resting-places of his wife, Eleanor of Castile, as her body travelled from Lincoln to London.⁸ Only three remained at Waltham, Northampton and Geddington.⁹ The Northampton cross was in a state of decay by the end of the 19th century and no owner or authority had come forward. The Government refused to place it under the Ancient Monuments Act and therefore Northamptonshire County Council took it into care in 1900. They also established an Ancient Monuments and County Records Committee, which took measures for the care of medieval bridges and sent out a circular calling upon urban and district councils to take care of their historical monuments. Other councils had made movements in the same direction towards the end of the 19th century. In 1884 the City of Chester obtained powers for the protection of the medieval walls through the Chester Improvement Act. This specified that no new structures could be built within six feet of the city walls without the permission of the Corporation.¹⁰ Similar action was taken at Colchester and Newcastle. In Edinburgh the town council obtained powers to prevent unsightly advertisements damaging the amenity of their major historic buildings in 1899.¹¹



Figure 1: The Queen Eleanor Cross at Geddington.

(Photographed sometime between 1896 and 1920)

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The first lists of buildings

In London provisions were in place for drawing up lists of buildings of historic or architectural interest by the turn of the century. Since 1894 the Survey of the Memorials of Greater London, founded by the Arts and Craft architect C. R. Ashbee (1863-1942), had been documenting the monuments in the parish of Bromley-by-Bow.¹² Sir John Lubbock (1834-1913) took the significant step of involving the London County Council ((LCC) founded 1889) in the compilation of a list.¹³ Lubbock had served as Chairman of the LCC during its formative years in 1890-92. On 21st January 1896 he put forward a motion that the General Purposes Committee of the LCC should 'consider and report in the case of the contemplated destruction of any building of historic or architectural interest, what course of action the Council should adopt'.¹⁴ By February of the following year the Committee reported that it was deemed essential that a list of London's buildings of historic or architectural interest be compiled. On 4th December 1897 a Conference of Learned Societies was held at County Hall to consider the best means of undertaking the list.¹⁵ Among the attendees were representatives from the Royal Institute

of British Architects (RIBA), Architectural Association (AA), National Trust, Society of Antiquaries and Society for the Protection of Ancient Buildings (SPAB). It was agreed that the current list of 400 buildings and monuments created by the survey in Bromley-by-Bow would be published by the LCC and lists would commence in other districts. The first volume was published under the title 'The Survey of London' with its stated aim:

'...to stimulate the historic and social conscience of London...if such a register...offered in this first volume were drawn up of every parish in London, it would go far towards preventing that destruction of the historic and beautiful landmarks of the great city that our Committee have set themselves to try and save...'¹⁶

The LCC also took other steps for the preservation of historic buildings at this time. It obtained powers to expend money from the rates to save buildings, the first being No.17 Fleet Street, which it purchased and restored from 1900.¹⁷ The following year it took over the Royal Society of Arts scheme for marking the former homes of prominent individuals.¹⁸ This later became the 'Blue Plaque Scheme'. By 1904 the LCC declared in its annual report that the Council would be 'the authority for preserving any structure, erection, or monument of historical or architectural interest' in London or any adjacent county.¹⁹

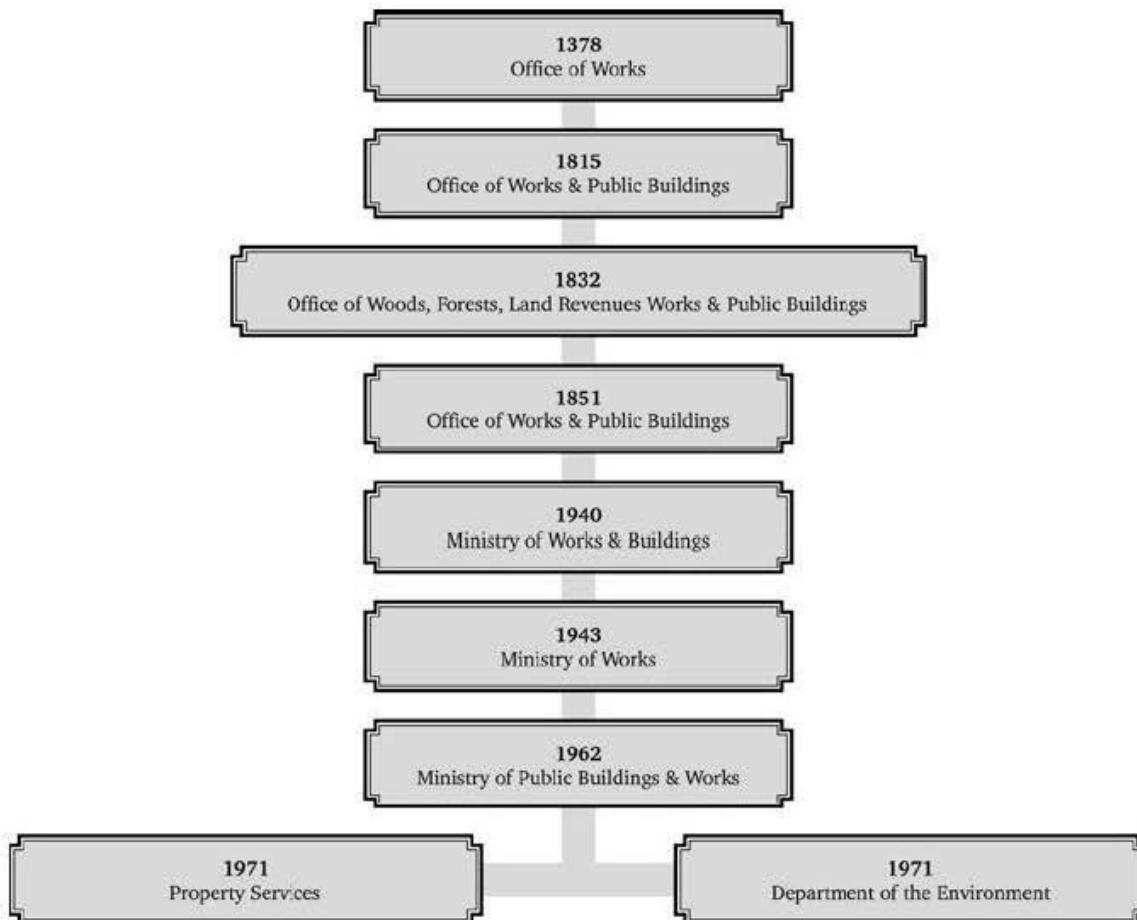
The Office of Works

The Office of Works would see its own responsibilities towards ancient monuments and buildings considerably increase in the period to 1913. It is appropriate here to provide a broad outline of the earlier history of the Department since this is significant to understanding the later transfer of properties from other parts of Government under the Ancient Monuments Acts.²⁰ The origins of the Office of Works lay in the royal household where clerks had responsibility for the construction and maintenance of the royal castles, fortifications and residences. From 1378 a formal structure emerged and by 1660 the Office was placed under the control of its four principal officers, referred to as the 'Board of Works' (Figure 2). In 1815 it came directly under Treasury control and took on additional responsibility for public buildings maintained by parliamentary funds as well as the royal castles and residences. For a short time a separate Scottish Office of Works was established under the architect Robert Reid (1774-1856). From 1827 this Office undertook works of repair to Scottish abbeys and cathedrals, such as Elgin and Glasgow, before it was abolished in 1839.²¹

In April 1832, as an economy measure, the Office of Works merged with the separate department of Woods, Forests and Land Revenues to form the Office of Woods, Forests, Land Revenues, Works and Buildings. Nevertheless it retained a separate identity as a Works Department within the structure, receiving its own Parliamentary Vote and headed by a Surveyor of Works and Buildings. In 1851 concern about the use of land revenues to

finance public works led to the decision to split the Woods and Works into two separate offices, bringing expenditure on public works back under parliamentary control.²² This was carried out under the Commissioners of Works Act of the same year.²³ The reconstituted Office of Works was to be headed by a First Commissioner of Works and Public Buildings appointed by royal warrant. An Act in the following year gave the Office of Works powers to accept or purchase lands as well as sell or lease them with the consent of the Treasury.

Figure 2: The institutional ancestry of the Office of Works.



The coming together and parting of the Government Offices of Woods and Works between 1832 and 1851 was to be particularly significant to the division of responsibilities and properties. For instance after 1832 the Office of Works took over management of royal parks and gardens and retained them when the Departments separated. The 1851 separation saw the responsibilities towards Crown properties divided; Woods and Works both taking care of different historic buildings. Among those that the Office of Works retained were a large number of cathedrals and abbeys in Scotland. The Treasury bore the principle in the 1851 Act that the Woods was to be a department of revenue. However in cases where considerable outlay on historic buildings was required chiefly for the enjoyment of the visiting public then the cost would be voted by Parliament and

hence come under the Office of Works. **Carisbrooke Castle** on the Isle of Wight being a case in point.²⁴ In 1841 the medieval castle was transferred to the combined Department of Woods and Works. It was Crown land that had previously been in the charge of the Governor of the Isle of Wight who occasionally resided at the castle. Upon coming into Government care extensive repairs were carried out at the cost of the Land Revenues. However in 1846 when further repairs were needed these were charged upon the General Estimates submitted to Parliament for Public Works and Buildings and not upon the income of the Land Revenues. This course was followed until 1851 but when the Offices of Woods and Works divided it was allocated to the Woods. In 1856 further preservation work was needed and the Treasury took the decision to devolve the repair and maintenance to the Commissioners of Works. It remained an example of divided responsibility. Although the Office of Works was responsible for the built fabric the Woods continued to manage and lease the premises as part of the Land Revenues of the Crown. In 1886 on the surrender of the lease of the Governor's Militia buildings a dispute opened up over the hand over to the Office of Works. A subsequent report written by James Fitzgerald, Assistant Secretary at the Office of Works, argued that if the Department were to maintain the buildings of Carisbrooke then they should at least receive the rents:

'...it would appear to be inequitable that the Commissioners of Works should bear the heavy cost of maintaining these Buildings merely as a show place & for as other public advantage, and should be debarred from receiving any rents....'

A clear and reasonable rule should be that the Commissioners of Works should receive any profits arising from the properties that they manage and maintain out of monies voted by Parliament.'

This had been the case at other properties after these were transferred under The Works and Public Buildings Act in 1874.²⁵ Under this Act the Office of Works had received Dunfermline Palace, Linlithgow Palace and Peel and the King's Knott, Stirling from the Woods. However the rent previously paid to the Commissioners of Woods at Linlithgow and Kings Knott, Stirling were now duly received by the Department of Works. In the event of Carisbrooke Castle the First Commissioner decided to let the matter rest. However it was to be a sign of things to come: the gradual growth of the Office of Works responsibilities over the nation's historic buildings and monuments at the expense of the Woods.

In 1896 the return to Parliament of a list of monuments in State care now gave the Office of Works sole charge of Carisbrooke Castle as well as **Westminster Chapter House**, **Wellington Arch** and Hyde Park Corner, Menai Bridge and Glasgow Cathedral.²⁶ These were in addition to the royal palaces and Government buildings already in the Department's care. The Office of Woods held St. Briavel's Castle, Lindisfarne Priory and Castle Rushden, and the War Office the Tower of London, Pendennis Castle, Lindisfarne Castle and the Knights Templar's Church of Western Heights, Dover, since these were in army occupation.²⁷

Acting Inspector James Fitzgerald

After the death of the first Inspector of Ancient Monuments, Lieutenant General Augustus Pitt-Rivers, in 1900 the post was not officially filled for another decade. The lack of a professional appointment resulted in protests by the Society of Antiquaries in 1902, 1905 and 1906. The latter remonstrance was made to the Prime Minister:

*'The Government should either restore the full control of these monuments, a course which would be very unfortunate, or it should carry loyally its part of the compact ...'*²⁸

James Fitzgerald, Assistant Secretary at the Office of Works, temporarily took on the role of Acting Inspector between 1900 and 1909. Fitzgerald was devoted to the task, spending much of his spare time and leave carrying out inspections. His written reports were highly professional and consistently praised by senior figures at the Office of Works. Despite this Sir John Lubbock felt that Fitzgerald lacked the requisite 'status'.²⁹ During the last decade of the 19th century Pitt-Rivers had resigned his pay but continued, mainly in a consultative capacity, as honorary Inspector. He ceased to carry out the work actively but instead largely through written correspondence with officials at the Department of Works. The work of Fitzgerald did much to remove the backlog of site visits and condition reports that had by then accrued. In one incidence in 1903 he even came under fire from a rabbit shooter whilst inspecting Old Sarum:

*'On the Saturday afternoon when my inspection was made... The Chapter Clerk and myself were in the line of fire: some ladies had been going over the same ground a short time before. The sportsman seemed surprised and indignant that I demurred to his proceedings, evidently looking on visitors as intruders... a stringent order seems necessary from the Ecclesiastical Commissioners [as landowners] to the tenant that shooting should take place in the early morning and certainly never on the afternoons of Saturdays or Bank Holidays.'*³⁰

James Fitzgerald also secured the first successful prosecution for damage to an ancient monument in England. In 1906 he wrote to the Chief Constable upon observing the graffiti that had been scratched on the stones at Castle Rigg.³¹ One of the perpetrators had conveniently inscribed his name and address and was subsequently fined three pounds and costs. A similar incident occurred at Uley long barrow, Gloucestershire where a group of nine Nailsworth boy scouts had pencilled their names, and some addresses, on the wooden entrance to the burial chamber. A letter from the Department to the boy-scout headquarters produced a personal apology from Baden-Powell, the Head of the Scout Movement, himself.³²

By 1908 the First Commissioner reported that 'all areas of inspection had been overtaken and the work systemised' under Fitzgerald.³³ In addition to his role as Acting Inspector he became a key figure in the formation of the Royal Commission on the Historical

Monuments of England (RCHME), acting as one of the first Royal Commissioners (see below). The First Commissioner, Lord Beauchamp (1872-1938) later recollected:

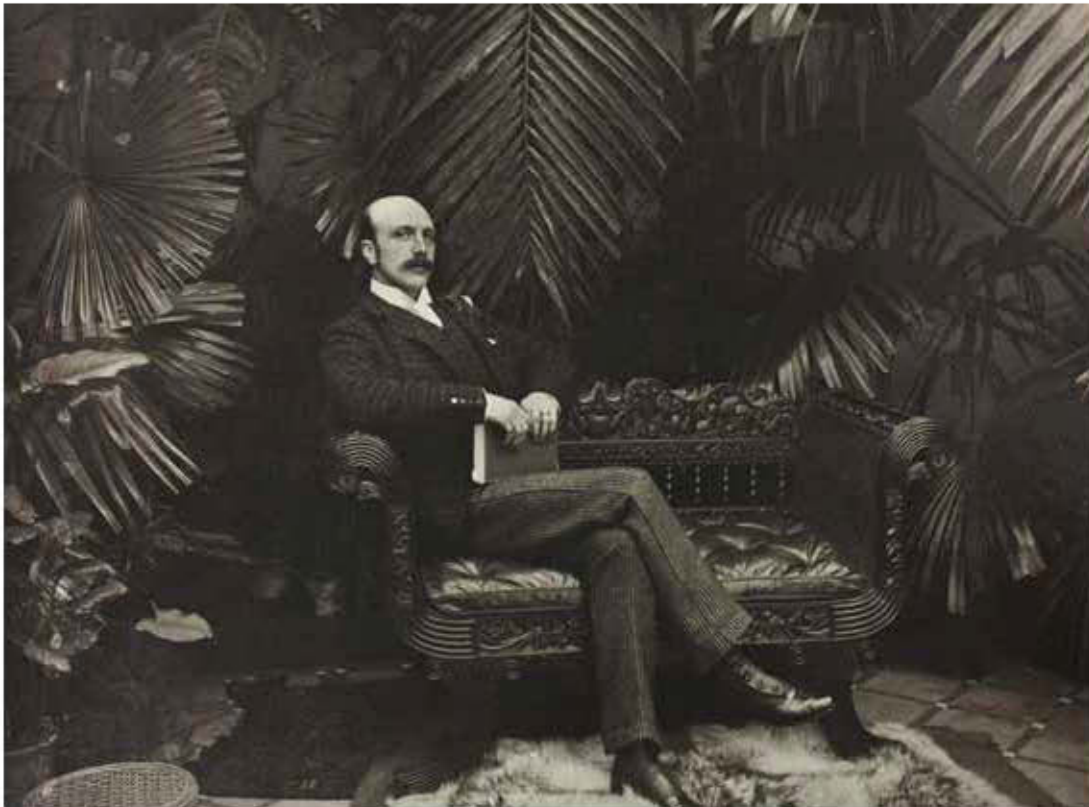
*'... [Fitzgerald's] zeal did much to stimulate local municipal appreciation of ancient monuments and historic buildings widely scattered over the country, and this led to a marked increase of interest in their preservation.'*³⁴

His tenure as Acting Inspector came during a period when preservation became both accepted and the practise gained greater definition.³⁵ According to Emerick his role in the Inspectorship was perhaps the most critical, coming at a time when the Office of Works responsibilities over ancient monuments and historic buildings were still being established.³⁶ Despite this Fitzgerald has not been fully recognised in scholarship, probably because he lacked the professional credentials of Inspectors before and after him. It is clear in The National Archive files that Fitzgerald was a driving force behind the transfer of many historic buildings from other Government Departments. This would have far reaching consequences for their protection given that the Office of Works had the expertise and intent to ensure their preservation. Fitzgerald died unexpectedly in the spring of 1909. However his work provided momentum to ensure the security of ancient monuments and buildings in the years to come.

The Office of Works structure at this time comprised a First Commissioner, a Permanent Secretary, the (Acting) Inspector of Ancient Monuments and specialist works staff in branch offices; architects, clerks and foremen. The Permanent Secretary was Sir Schomberg McDonnell (1861-1915), having succeeded Lord Esher in 1902.³⁷ He like Fitzgerald was personally concerned with monuments and their future.³⁸ McDonnell provided a powerful advocate to the Acting Inspector's work, also being among the first Royal Commissioners. He had served as Private Secretary to Lord Salisbury and was formerly one of the inner circle of the Conservative Party along with Aretas Akers-Douglas, the chief whip. Akers-Douglas himself served as First Commissioner of Works from 1895 until 1902. Later appointments included Lord Windsor (1902-1905) and Lewis Harcourt (1905-1910). Sir Schomberg McDonnell remained at the Office of Works until his retirement at the age of 51 in 1912. It may be the case that his career was cut short following an appearance in the divorce courts as a co-respondent.³⁹ During the First World War he initially served as a Chief Intelligence Officer but later lost his life on Flanders Fields.

Figure 3: Lord Esher, Permanent Secretary at the Office of Works until 1902 after which he served as Chair on a committee to reform the army at the War Office. Esher was influential at establishing the Office of Works as the official custodian of State-owned historic buildings opened to the public.

© National Portrait Gallery, London. Reference Number MW156648.



Ancient monuments and the Offices of War, Woods and Works⁴⁰

The catalyst for a major shift of departmental power and responsibilities regarding historic buildings and monuments were alterations to the Tower of London and Edinburgh Castle at the end of the 19th century. In 1897 plans were underway for the construction of a new barrack block at the Tower. This was Crown property accommodating army troops and under the charge of the War Department. An internal memorandum within the Office of Works shows that there was anxiety over the effect of the new addition to the architectural setting of the Tower. Lord Esher (Figure 3), the Permanent Secretary, wrote to Sir John Taylor, Consulting Architect at the Office of Works:

*'I think the building that it is proposed now to erect has been brought too close to the White Tower. Further, although I do not agree that red brick is suitable for a building of this kind, or out of place within the Tower, having in view the difference between the rest and other portions of the fortress, still I do not think the design a particularly happy one, nor at all the sort of building which Salvin would have proposed to erect.'*⁴¹

The First Commissioner Aretas Akers-Douglas (1851-1926) visited the Tower with Lord Lansdowne (1845-1927), the Minister at the head of the War Office, to set out the Office of Works concerns. The War Office plans were subsequently submitted to the Office of Works for comment and approval. By the following year there was similar unease felt by staff over the new hospital building to be erected at the north west angle of Edinburgh Castle. The 'huge excrescence' of the barrack block built on the west side had long been considered by the Office of Works as a blemish upon the castle rock. It was thought that the new building might similarly result in 'injury' to the grouping of the castle buildings. On 17th August 1898 the First Commissioner wrote a private letter to Lord Lansdowne setting out the Office of Works proposals:

'Considering the immense importance of places like the Tower and Edinburgh Castle from old associations of historic and national interest, and bearing in mind that the charge of nearly all ancient monuments and historic buildings under the control of the State has been entrusted to the Commissioners of Works, I should like to obtain your concurrence to a proposal that hereafter all designs for new buildings, or additions or alterations to existing buildings, within the precincts of historic places like the under mentioned, should in so far as external elevations is concerned, be approved by the F.C. of Works.'

The discussions over the Tower of London had marked a precedent and Lord Lansdowne agreed to the new proposals since the War Office wished to avoid 'erecting anything unsightly or in bad taste'.⁴² The list attached to the First Commissioner's letter comprised: The Tower of London, Edinburgh Castle, Stirling Castle, Dover Castle, Walmer Castle, Deal Castle, Carlisle Castle, Chester Castle, Tynemouth Castle and Priory, Clifford's Fort, Richmond Castle, Holy Island Castle, Scarborough Castle and Colchester Abbey House. However in his reply Lord Lansdowne stated that since the War Office were to pay for the alterations they must ultimately remain responsible 'on the principle that the man who pays the piper must call the tune'. That was unless the Office of Works was willing to gain Treasury approval for the transfer of as much of the cost as represented by the external elements of the buildings. The agreement was formalised by official letters⁴³ between the two Departments and by November 1898 the Treasury had also consented.⁴⁴ The costs of works of repair, restoration or alteration to the external elevations of 'buildings of historical or national interest in the charge of the War Office' would now be paid from the Parliamentary Vote for Public Buildings.

In August 1903 the agreement went a step further. A letter from the War Office stated that a number of buildings of 'historical and architectural interest' were now found to be inadequate in both accommodating troops and as works of defence.⁴⁵ They therefore proposed to transfer Tynemouth Castle, The Pharos, Colton Tower and The Church – Dover Castle, Mount Orgueil Castle, Jersey and Vale Castle, Guernsey to be maintained by the Office of Works. The Department agreed and the following year made arrangements to take charge of the properties together with Deal and Walmer Castles which were now also offered.

The transfer of historic buildings between the two Government departments was promptly halted when it became apparent that the War Office did not in fact 'own' the buildings. In July 1904 James Fitzgerald had sent a letter to the Office of Woods asking what arrangements were in place with their department for War Office buildings no longer in use. The reply was that all properties acquired by the War Office prior to 1700 were considered to form part of the Land Revenues, the reason being that it was at about that year that specific appropriations of public money for the public service were first made.⁴⁶ Hence when War Office buildings became vacant they were automatically transferred to the Office of Woods as the department responsible for managing the Crown's estate. This position had been agreed by the Treasury in 1893. The events that followed equated to a significant amount of departmental manoeuvring that ultimately led to the expansion of the Office of Works at the expense of the Woods.

During the summer of 1904 James Fitzgerald had spent his holiday leave carrying out an inspection of historic buildings in the hands of the War Office. He now provided an Inspectors report to the First Commissioner outlining their condition and the situation regarding the transfer. In some cases the buildings had been well cared for but for many others the state of preservation was a cause for concern:

*'The condition of the buildings ...leaves much to be desired. The funds at the disposal of the Military Works Department have been urgently needed for purely military purposes, and it is not unnatural that buildings should have been neglected whose claims rested merely on historical and archaeological grounds. But damage has resulted, not merely from neglect: the modern buildings have been added in certain cases, to meet emergencies, as in the time of the Napoleonic and Crimean wars; and little beyond utility was considered in their construction.'*⁴⁷

Fitzgerald urged that all remaining Government buildings and monuments of like character in Great Britain be transferred to the Office of Works. For those historic buildings in military use the Department should continue, as per the agreement of 1898, to be consulted on external additions or alterations. Regarding the buildings in the hands of the Woods, he argued that since their properties were primarily seen as a source of revenue then they could not look upon their preservation in the same light as the Works. The Office of Works treatment of Linlithgow Peel and Carisbrooke Castle were quoted as exemplars. Meanwhile the same could not be said for many of the Woods properties. Holy Island Castle had been adapted to form little more than a 'sea-side villa' and Yarmouth Castle on the Isle of Wight was 'practically part of the adjoining Hotel'. Fitzgerald suggested that the 'natural custodian' of these buildings should be the Government department entrusted by Parliament with powers under the Ancient Monuments Acts: the Office of Works. A letter to this effect was sent to the Treasury by the First Commissioner.

The Office of Woods vehemently defended their ground in correspondence with the Treasury; the arbiter between the two departments:

*'...[We] wish to enter a very strong protest against the claim that all Historic Buildings or Monuments now under the charge of the Commissioners of Woods should be transferred to the care of the Commissioners of Works.'*⁴⁸

They argued that the position of the Works was flawed since the object of the Ancient Monuments Acts should only apply to those cases where owners were no longer willing or able to look after their properties. Hence they were an Office of 'last resort'.⁴⁹ It was therefore inappropriate that the Woods should transfer buildings that they held 'pride and pleasure' in maintaining. They were willing to consider each building on a case by case basis, although they explicitly opposed the transfer of nearly half their properties. The transfer of Yarmouth Castle would cause 'unnecessary expense', that of Eltham Palace Old Hall would be 'inconvenient' and Tintern Abbey was a 'special case' that deserved to stay with the Woods. They noted that they had not been consulted on some Crown land properties already transferred, such as Deal and Walmer Castles.

The final judgment of the Treasury struck a measured balance.⁵⁰ They held no objection to buildings being passed from the War Office to the Works when no longer required for military purposes. The transfer of maintenance responsibilities (only) of Dover Castle and Tynemouth Priory from Woods to Works was also approved. Thereafter the Office of Works and Woods should come to an agreement between themselves, although the Treasury considered no reason for the Woods to lose those buildings they were unwilling to give up. They also desired to impress upon the Office of Works 'the necessity of keeping the cost of maintenance in future years within reasonable bounds'. The precedent for a major transfer of historic buildings and monuments to the Office of Works was set. Hereafter the cost of protecting and maintaining ancient monuments and disused historic buildings were to become a separate item in future Estimates for Public Buildings.

Subsequent communication between the Office of Woods and Works resulted in the immediate transfer of Carnarvon Castle, Beaulieu Abbey, Brechin Cathedral, Fortrose Cathedral precincts and St Andrews Cathedral Precincts. More buildings were to follow. The final agreement between the Office of Works and the War Office was set out in an official memorandum published on the 28th September 1908 (Appendix 1).⁵¹ This included three categories of buildings in three attached Schedules:

- Schedule A. Those buildings no longer required by the army and fully transferred to the Office of Works: Walmer Castle, Deal Castle, Vale Castle in Guernsey and **Berwick-on-Tweed Ramparts**.
- Schedule B. Those buildings required for army use but maintained by and at the cost of the Office of Works. This was a long list that included among the entries part of Dover Castle, Richmond Castle in Yorkshire, Ludgershall Castle on Salisbury Plain, Dartmouth Castle and the Old Blockhouse at Pendennis Point near Falmouth. Within

this was a separate group transferred to the Office of Works but subject to army occupation: the Tower of London, Edinburgh Castle and Stirling Castle. Here the arrangements were more complex; the War Office would pay for army additions or alterations and the Office of Works the maintenance costs as well as any other additions.

- Schedule C. Those buildings that would continue to be used and maintained at the cost of the army but where plans for alterations or additions would be referred to the First Commissioner of Works. Amongst the list were Carlisle Castle, Chester Castle and Portland Castle.

The agreement continued over the following years. However by 1911 a decision was taken that all works (external and internal) to historic buildings in army use would be entirely under the jurisdiction of the Office of Works.⁵² In 1912 Sir Stafford Howard retired as the Office of Works Commissioner. His duties were shared between Lord Runciman, President of the Board of Agriculture, and George Leveson-Gower until 1924.⁵³ By this time the Office of Works could be considered to be the Government department responsible for all matters relating to historic sites and ancient monuments.



Figure 4: Aerial photograph of Deal Castle. The castle was built in 1539 as part of a chain of artillery forts to guard the south coast against the threat of invasion.

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Historic castles in care

The Office of Works had been responsible for the care of **Carisbrooke Castle** since 1856. This was included in later lists of monuments and was thereby the first medieval castle to be brought under State protection as a 'monument'. The works of repair to the castle had been directed by the Office of Works architects. In 1904 both Deal and Walmer Castles, Kent, were transferred to the Department from the War Office. These were two Henrician artillery castles built on the coast in 1539-40 to provide safe anchorage for shipping and as a defence against invasion.⁵⁴ A third castle was situated to the north at Sandown. **Deal Castle** (Figure 4) had ceased to have a defensive role by the end of the Napoleonic Wars but continued in use as a residence to the Captain. The Captain had formerly commanded the garrison. However by the 19th century it was purely an honorific title. **Walmer Castle** (Figure 5) was the official residence of the Lord Warden of the Cinque Ports, another honorary position⁵⁵. At this time Lord Curzon (1859-1925), Viceroy of India, had been appointed and the Office of Works were to ready the castle for his occupation. The Department had agreed to take over Walmer upon the condition that the War Office paid £2400 to make it fit for habitation.⁵⁶ However the castle made an unsuitable residence for such a senior political figure, as recorded in an internal memorandum:

*'The lower floor... is very inconvenient, dark and not conducive to health; while the women servants have to sleep in a sort of dormitory in the slopes of the roof... The principal floor is, generally speaking, badly arranged and badly lighted and the Dining Room is very small. In my opinion it would not be worthwhile doing anything less to the buildings than demolishing them down to ground level and rebuilding... [if it were not for] the historic interest which attaches to the castle...'*⁵⁷

In November 1904 Lord Curzon resigned the office of Lord Warden. He had transferred furniture across to Walmer but not yet taken up residence. The castle temporarily reverted to the War Department whilst a decision was made over its future. Given its condition it was no longer considered adequate accommodation for the position of Lord Warden though it could remain attached to the title. Sir Schomberg McDonnell, Secretary of the Office of Works (1902-1912), wrote to the Admiralty asking whether the Royal Marines might wish to take up residence. They responded stating that though 'much obliged for the offer' they would only be able to make use of the surrounding meadows.⁵⁸ In the event it was decided that it might 'be used for the purposes of a Public Museum'.⁵⁹ The Office of Works wrote to the Treasury in March 1905 to request consent to maintain it as an 'historic monument to be shown to the public, like Carisbrooke Castle or Linlithgow Palace'⁶⁰. In order to carry this out wardens or custodians were to be employed and historic furniture retained to be viewed by the public. Lord Curzon ensured the transfer of several heirlooms himself; items belonging to former Lord Wardens such as the Duke of Wellington, Lord Dufferin and Lord Salisbury, which he considered to be of 'national historic importance'.⁶¹ In April 1905 King Edward VII instructed that a marble bust of the Duke of Wellington and a metal cast said to be from

the death mask should be sent to Walmer.⁶² The identity of the latter was found to be spurious and returned to Windsor.

Acting Inspector James Fitzgerald drew up recommendations for display of the castle.⁶³ He suggested that opening hours should be the same as Hampton Court: Monday to Thursday and Saturday it should open 11am to dusk, Fridays it should close and on Sunday open 1pm to dusk. A turnstile was to be fitted in the entrance and a plan made for directing the public through the castle. It was instructed that the rooms should be labelled 'like the Courts at Hampton Court'. Finally warders and gardeners were to be employed and all dilapidated buildings around the castle, such as the Old Greenhouse and stables, were to be removed. As such arrangements were settled for one of the first guardianship properties to be opened to the public.



*Figure 5: Walmer Castle. The south and west bastions and the moat which has been planted as a garden since the 19th century. Walmer Castle was built in 1539 as part of a chain of artillery forts to guard the south coast against the threat of invasion.
© English Heritage Photo Library. Reference Number: K980414.*

Among the other properties transferred from the War Office between 1908 and 1912 were Richmond Castle, Dartmouth Castle and Chester Castle. **Richmond Castle**, Yorkshire, was a Norman construction with later medieval additions (Figure 6).⁶⁴ The castle keep for example was constructed in the 13th century over the original gatehouse. In 1908-1910 the barracks (later demolished) were the residence of Robert Baden-Powell, founder of the Scout Movement, while he commanded the North Territorial Army.⁶⁵ At the time of its transfer to the Office of Works the castle was owned by the Duke of Richmond but leased to Richmond Castle and sub-let to the War Office. The keep was in use as an army store and a 19th century barrack block stood in the castle yard. An Office of Works inspection on the 15th November 1907 showed the historic fabric to be in a poor state of repair:

*'The state of the ruin is such as to call for immediate and skilled attention if it is to be preserved in anything like its present condition, indeed some portions of the walls are dangerous, and a menace to the safety of the Public. The luxuriance of the ivy and other growths is such that it was only with difficulty that a way could be forced through portions of it when examining the tops of the walls.'*⁶⁶



Figure 6: Richmond Castle built after the Norman Conquest on a cliff above the River Swale. Reproduced by permission of English Heritage, Reference Number: BB69/05558

The Office of Works repairs were estimated at £1750, though this would be according to the Board's aim of 'preservation and not restoration'. The Yorkshire Archaeological Society had suggested that the vegetation should be removed and the walls capped with *lias lime*⁶⁷ but the surveyor commented that this 'would be to reduce one of the most picturesque ruins in Yorkshire to a bald, uninteresting antiquarian record of doubtful value'. The approach differs notably from that later adopted under the Inspector of Ancient Monuments, Charles Peers, and Principal Architect, Sir Frank Baines (see below).

The Office of Works took charge of the castle buildings from the War Office in March 1908, although part of it continued in army use. The Duke of Richmond had not been consulted over the transfer. Negotiations to secure its guardianship began in 1909 and the Deed of Appointment was signed in February 1910. The barrack block was explicitly excluded under the terms of the Ancient Monuments Act regarding inhabited buildings. Sir Schomberg McDonnell complained of the 'shocking condition' of the buildings and the huge expense but acknowledged that since they were of 'great historical interest and beauty' it was 'well worth it'.⁶⁸ In 1912 an Office of Works Memorandum records that a diphtheria outbreak caused the army to abandon their lease due to expire in 1914:

*'the Barrack drains were examined and found to be so utterly bad that the War Office, rather than face a heavy expense for their removal, have decided to abandon the buildings as dwelling houses and to take houses in the town for their men. ... By the lease of 1877 the War Office were required to "repair, maintain, preserve and keep in good order the said Castle and the ruins thereof". Of course they have done nothing of the kind...'*⁶⁹

The Office of Works accommodated a caretaker in the abandoned quarters but had an 'earth closet' installed. Arrangements were made towards the display of the castle, although this was to be interrupted by the First World War when it was reoccupied by the army.

Dartmouth Castle, Devon, came into Office of Works care in 1909.⁷⁰ This 14th century enclosure castle was built on a rocky promontory at the entrance to the Dart estuary. From 1481 a chain tower was added to protect the harbour at Dartmouth. This is now recognised as one of only five to survive in England.⁷¹ An artillery fort called the 'Old Battery' was also built in the 19th century. On the 8th March 1907 a letter from the Army Council to the Office of Works stated that since the castle was a building 'of considerable historic interest' the Department might wish to take over its maintenance. This took place although there was a minor dispute over whether the transfer included the existing furniture to be used by the caretaker or whether this was to return to the Exeter Army Service. The Old Battery was added a few years later. In May 1911 the Office of Works accepted a request from the Trinity Pilots of Dartmouth, a group of mariners, to take up shelter in the 19th century Old Battery 'during the time of overhauling their cutter'.⁷²

Chester Castle, Cheshire, first came under the charge of the Office of Works in 1912.⁷³ This was a Norman motte and bailey that developed into an enclosure castle in the 13th century. In 1911 the Office of Works, asked that the late 12th century gateway tower, known as the Agricola Tower, be transferred given that it was a 'fine specimen' of 'great archaeological interest'.⁷⁴ The War Office raised no objection provided that the stored articles in the tower could be accommodated elsewhere. The Department complied, sending a letter to the Treasury requesting £103 expenditure on storage 'strictly for Army purposes' but 'necessitated on archaeological grounds'.⁷⁵ The Office of Works formally took charge of what was described as a 'great acquisition' in February 1912.⁷⁶



Figure 7: Maiden Castle from the air.

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'The finest Iron Age fortress in England'

One of the most significant acquisitions in the early 20th century was **Maiden Castle**, Dorset (Figure 7). This is one of the largest and most complex Iron Age hillforts in Europe, well known for the scale and extent of its ramparts and the well developed entrance earthworks. In 1906 the Office of Works began discussions for bringing the hillfort under guardianship from its owner, Lord Alington.⁷⁷ A letter from J.E. Acland, Curator of Dorset County Museum, may have brought it to the attention of Acting Inspector James Fitzgerald:

*'Maiden Castle is the finest example of such fortresses in England, perhaps in the world. An effort ought to be made to get it in safe custody.'*⁷⁸

The Office of Works contacted Lord Alington informing him that many other prehistoric hillforts were already held under the Act:

*'As you know we, as the official protectors and guardians of Ancient Monuments and Historical Remains, are very anxious that you should transfer to us the care of the Great Camp, known as Maiden Castle, near Dorchester.'*⁷⁹

The transfer was delayed by Lord Alington's concern over public access. He was reassured by Fitzgerald.⁸⁰ It was taken under State care on 22nd June 1908, the Board noting that they had 'nothing like it in their charge...the finest specimen of a prehistoric Hill Camp in the Kingdom'.⁸¹

An Inspector appointed: Charles Reed Peers

In spring 1909, James Fitzgerald the long-serving civil servant who had taken the role of Acting Inspector of Ancient Monuments unexpectedly died. He had taken the role temporarily in 1900. It was probably, at least in part, his efficacy as Acting Inspector that meant that a professional appointment did not occur for a decade. Charles Reed Peers (1868-1952) was appointed Inspector on 25th March 1910 (Figures 8 and 9). Fitzgerald had cleared the backlog of reports and Peers could concentrate on creating a core of professionals within the Department.⁸² Peers had trained as an architect, setting up practice towards the end of the 19th century, but also taken time out to excavate on archaeological sites in Egypt.⁸³ In 1903 Peers was appointed architectural editor to the recently founded Victoria History of the Counties of England (VCH) and helped to develop its approach to the recording of historic buildings.⁸⁴ The phased period plans and descriptions Peers wrote for the VCH set the standard at the time, eventually influencing the output of the Royal Commission on the Historical Monuments of England (RCHME (see below)). Peers was a member of the sub-commissions on English ecclesiastical and secular monuments for the RCHME and visited those sites put forward as worthy of preservation. He also served as the Secretary to the Society of Antiquaries from 1903 to 1910. Thus he had all the credentials to take up the post of Inspector of Ancient Monuments in 1910.



Figure 8: Sir Charles Reed Peers, Inspector of Ancient Monuments 1910-33, photographed in 1922.

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Figure 9: A 'suggested' uniform for Charles Reed Peers, Inspector of Ancient Monuments, perhaps drawn as a Departmental joke rather than a serious suggestion.
© Oxfordshire History Centre, Oxford. Reference Number: Peers XVII/iii/1w.



The Royal Commissions on Historical Monuments

During the period through to 1913 there is no sense of a structured programme of acquisition for ancient monuments or historic buildings by the Office of Works. The initial Schedule attached to the 1882 Act was formed almost exclusively of prehistoric monuments. These were considered to be the best preserved and most representative of their class.⁸⁵ Thereafter unscheduled sites had been taken into guardianship in a piecemeal manner, generally according to what was offered. During the first decade of the 20th century the Office of Works had also received the many transfers from other Government departments. The need for a more scientific approach based on the relative importance of buildings and monuments was well appreciated by contemporaries.

In 1906 Baldwin Brown read a paper at the Seventh International Congress of Architects stressing the need for a national survey:

*'One work of essential value has been taken up in almost every European country, and this is the work of inventurisation. It is obvious that the first step towards securing effective measures of protection for ancient monuments is to ascertain what objects of value in this department are actually in existence, where they are located, and what is their condition'*⁸⁶

Many years earlier there had been calls for the establishment of a central commission. It even formed part of the measures set out in Sir John Lubbock's proposed Ancient Monuments Bill in 1873. One of the major contributions to the debate was David Murray's publication: 'An Archaeological Survey of the United Kingdom. The Preservation and Protection of our Ancient Monuments' (1896). On a small scale the Society of Antiquaries of Scotland had used the expertise of the archaeologist John Romilly Allen (1847-1907) to complete a detailed survey of Early Christian monuments in 1903. This analysis and classification of early medieval sculpture became a model for medieval art methodology in later years.⁸⁷ However it was not until 1907 that the first systematic survey of all archaeological sites and buildings was established under the auspices of the Royal Commissions on the Historical Monuments of England, Wales and Scotland. The First Interim Report published in 1910 outlined the mission of the English organisation:

*'...[to] make an inventory of the ancient and historical monuments and constructions connected with or illustrative of the contemporary culture, civilization, and conditions of the life of the people of England, excluding Monmouthshire, from the earliest times to the year 1700, and to specify those which seemed most worthy of preservation'*⁸⁸

The inventory was to be carried out on a county-by-county basis in each country. Lord Burghclere (1846-1921) was appointed Chairman of the Commissioners. Four sub-commissions were established.⁸⁹

1. Pre-Roman monuments and earthworks other than Roman
2. Roman monuments and earthworks
3. English ecclesiastical monuments
4. English secular monuments

The staff of the Royal Commissions included a body of Investigators of historic buildings and archaeological sites from April 1910. The inventories created included one Schedule of individual sites with descriptions and condition reports (Schedule A) and another outlining those worthy of preservation (Schedule B). The reports of the Royal Commissions were detailed and thorough, incorporating measured plans and photographs, but there were an immense number of monuments that had to be covered. Consequently by 1958 only 20% of the country had been completed.⁹⁰ The Government could not therefore solely rely on the Commission to determine sites of national importance.

The 1910 Ancient Monuments Protection Act

In 1910 a minor Act was introduced to supplement the provisions of the existing legislation. The need had arisen during negotiations to bring **Fountains Abbey**, Yorkshire into guardianship. The owner, Lord Ripon, had consented to the transfer in July 1909 but by October changed his mind and no longer wished to transfer the abbey. King Edward VII had taken a personal interest in the transfer and was informed of the news by a letter sent to the Palace on the 21st October 1909:

*'Mr. Harcourt [the First Commissioner] with his humble duty to The King begs to inform your Majesty that he has to-day with great regret received from Lord Ripon a letter saying that...he is unable to make the proposed transfer... It is a great disappointment to Mr. Harcourt that this arrangement should have broken down as Fountains Abbey is a priceless National Possession which ought not to be exposed to the danger of Vandalism after Lord Ripon's death, and its transfer would have been a splendid example to others owning similar historic monuments.'*⁹¹

On further negotiation with Lord Ripon the following month he agreed to bequeath the abbey to the nation in his will.⁹² However the terms of both the 1882 and 1900 Ancient Monuments Acts presented difficulties. Under the 1882 Act only monuments in the Schedule could be bequeathed. Since Fountains Abbey was not in the Schedule it could only be added by Order in Council. However it was clear that this may not be legal since the Act laid down that only monuments 'of a like character' to those on the Schedule could be added in this way. Furthermore under the 1900 Act proprietors had the power to transfer any building of 'historic or architectural interest' but not to bequeath it. A new Act was required which allowed Central and Local Government to receive ancient monuments as gifts.⁹³ The case was set out in a letter from Sir Schomberg McDonnell to Sir Arthur Thring, Office of Parliamentary Counsel:

'...the Monuments described in the [1882] Schedule are of such a kind that they cannot be held to include such Monuments as the remains of Abbeys, ruined churches or other buildings of historical interest...'

This omission has put us in a position of some difficulty; and Mr. Harcourt has asked me to enquire if you could, in consultation with the Treasury Solicitor who is fully acquainted with the difficulties which have arisen, draft a Bill of one Clause, which could be introduced next Session in the House of Commons. As soon as the Clause is ready, he would bring it before the Cabinet.'

I suppose it would be cited as "The Ancient Monuments Protection Act, 1910."⁹⁴

The first Roman guardianship sites

In 1912 the first Roman site in England was taken into State care; the Saxon Shore Fort known as **Richborough Castle**, Kent.⁹⁵ An unscheduled Roman camp at Rispsay, Scotland, had been brought into guardianship by Order in Council on 8th February 1890. However that was truly exceptional at the time. The Pharos at Dover also came under the maintenance responsibility of the Office of Works under the War Office Memorandum of 1908 but the land continued to be occupied by the army.

The Roman site at Richborough developed from an early fortification to a civilian town and port before the construction of the Saxon Shore Fort in the late 3rd century AD. The owner of Richborough was the Archbishop of Canterbury who met Charles Peers at Lambeth Palace to discuss guardianship proposals on the 29th March 1911.⁹⁶ In a memorandum to Sir Schomberg McDonnell, Peers wrote:

*'... within the walls is the very remarkable cross-shaped concrete foundation on a rectangular platform, supposed to have carried a lighthouse. ... I think it is most satisfactory that this important Roman building should be placed in our charge, the first of its kind to be so placed.'*⁹⁷

The cross-shaped platform was in fact the remains of a Roman signal station predating the Saxon Shore Fort. The signal station had been constructed for maritime observation; the news of any perceived threat being conveyed along the coast or inland by means of fire or smoke signals.⁹⁸ The definition of the guardianship boundaries at Richborough proved difficult because in places the walls of the fort were no longer extant. The barbed wire fence improvised as the limit of the Commissioners jurisdiction. Upon taking charge of the fort the Office of Works appointed a custodian who took a portion of the entrance fees and was given right to graze his stock within the fort walls. It was not until 1913 that the position was formalised so that the Office of Works took the gate receipts and the custodian received a weekly salary. He was paid 10 shillings to open the fort from 10am – 7pm from April to October. The monument required few repairs since the fort was found to be extremely well built:

*'The mortar of the walls is so hard and good, in spite of sixteen hundred years of English weather, that pointing would be a mere futility'*⁹⁹

As part of the guardianship agreement for Richborough Castle the Archbishop also offered **St Augustine's Cross** near Minster in Kent¹⁰⁰. This was a particularly remarkable acquisition since it was only 17 years old; the youngest 'ancient monument' to ever come into guardianship.¹⁰¹ The cross was constructed to a Saxon design in 1884 to commemorate the traditional spot where St. Augustine was thought to have held his first mass after landing in England in AD 597. It was taken into State care on the 16th October 1912.

In March 1912 the Office of Works received a letter from the Yorkshire Archaeological Society calling attention to a Roman road being destroyed near Egton.¹⁰² The surface metalling of the road was being removed for boundary walls and other purposes. The Society called upon the Commissioners to take the intact section on **Wheeldale** Moor under guardianship. According to the Society this was 'one of the best preserved pieces of Roman road in Yorkshire and 'well worth preserving'. However it was on Duchy of Lancaster land. Following guardianship negotiations the Chancellor of the Duchy informed the Department he would consent provided that Section 6 of the 1882 Act was not binding upon successors to the title. Section 6 allowed the prosecution of the owner of a guardianship site if they were to damage the monument. The reply from Sir Schomberg McDonnell stated:

*'It is true that the owner of a Monument is punishable under this section, but it is more than doubtful whether the Commissioners could exercise such powers against the Chancellor, nor of course would they require to do so. They would, however require to exercise these powers against third persons.'*¹⁰³

On this understanding the Chancellor duly agreed and the Office of Works secured what they considered to be a major coup:

*'It is a triumph to have induced the Chancellor to allow the Board to become the Guardians of an ancient monument in the Duchy. It is unfortunate that he cannot use any influence with the proprietors of other portions of the road, but the fact the portion in the Duchy has been transferred to us will probably be of assistance and may induce others to follow the Chancellor's example'*¹⁰⁴

Defining the limits of guardianship proved more difficult, the Secretary asking Charles Peers whether a plan should be attached or to leave the description vague 'so as to have a touring Commission to explore where the site of the road is ill defined'.¹⁰⁵ Peers recommended a plan, based on the OS map be attached to the Deed. This appears to be the first guardianship plan attached to a site, clearly showing the outline of the road marked in red.



Figure 10: Meare Fish House. South Elevation 1924.
Reproduced by permission of English Heritage. Reference Number: CC001334

Office of 'last resort'

The Wheeldale Roman road is one of several sites offered to the Commissioners at about this time in view of the increasing perception that they could undertake maintenance of a site where the owner was unable to do so. Such was the case for The Abbots Fish House and Kirby Muxloe Castle. The **Abbots Fish House** near **Meare** in Somerset is the only surviving monastic fishery building in England (Figure 10). Built in 1322-35 it housed the Abbot of Glastonbury's water bailiff and provided facilities for fish-salting and drying.¹⁰⁶ In September 1910 the agent for the owner, Lord Brougham, wrote to the Office of Works:

*'There is an ancient building at Meare near Glastonbury known as The Abbots' Fish House, which was burned down some years ago, and of which only the walls are standing. It is thought that the ruin ought to be maintained as a relic of the Abbots of Glastonbury but the present Owner is not disposed to spend anymore money upon it and I am therefore writing to ask whether the Government would be willing to take it under their charge for the future.'*¹⁰⁷

Charles Peers inspection report noted that despite the loss of the roof and floor the building was 'nearly complete, and of great interest, as small houses of this date are very rare'¹⁰⁸. The Deed of Appointment was signed on the 2nd March 1911 and a neighbouring farmer appointed to act as caretaker for one pound a year.

Kirby Muxloe Castle, a fortified manor house, was acquired under the same conditions after the owner could no longer afford the upkeep:

*'[An architect] tells me that it is possible in approved cases to put ancient buildings in a state of repair. Personally I know nothing of the details but should be very glad to correspond with you on the subject... [regarding] Kirby Castle of the same type as Ashby de la Zouch. The chief things that require attention believe me are underpinning the main tower, clearing out the moat, and repointing the chimneys. I fear another winter will be the end of these...'*¹⁰⁹

The manor house had been constructed from 1480 by Lord William Hastings during the period of the War of the Roses. It was laid out to a rectangular plan, enclosed by walls with towers and a surrounding moat. However construction was never completed after Lord Hastings was executed for treason by Richard III in 1483.

Charles Peers met the owner, Major Winstanley, to inspect Kirby Muxloe in October 1911. He reported to Sir Schomberg McDonnell that the castle was of 'exceptional interest'; the details of the brickwork were 'extremely interesting' and the loopholes for canon 'a remarkable feature'.¹¹⁰ However it was the case that the 'whole place' was 'in pressing need of repair'. Nevertheless it was 'probably the latest example of a fortified house built in the Country' and therefore well worthy of protection.

The Office of Works architect, Sir Frank Baines, inspected the manor house later that year, reporting that if it was to be preserved then immediate repairs would need to be effected. The goats grazing the land needed to be fenced out since they were 'proving most destructive to the wall heads', none of which appeared 'to be outside of their reach'. Most notably he looked upon the educational value of the buildings:

*'These buildings, in my opinion, have a decidedly educative value, illustrating as they do, the best work of the period within which they were erected, and it would be in the public interest to acquire control of them...many people visit this castle, in conjunction with an ancient camp and other historical remains within easy walk of it.'*¹¹¹

In May 1912 the Commissioners took the manor house into guardianship and a major programme of works commenced. These included excavating the moat, the garderobe shafts and the tower floor; repointing and repairing the walls by making use of old bricks found in the moat; underpinning the gatehouse tower; waterproofing with Medusa cement and blue lias lime the vault of one of the turrets; and repairing the 15th century

oak doors, 'every bit of their old timber' of which was to be preserved.¹¹² Through these measures the Department secured the preservation of the first medieval manor to be taken into guardianship.

At about this time the Yorkshire Archaeological Society again proved the chief campaigner for the protection of another monument: **Skipsea Castle**. A large part of the motte and bailey castle was held by the Ecclesiastical Commissioners and an appeal from the Society secured guardianship in March 1911:

*'As the earthworks are almost unique it is most important that every step should be taken to prevent their destruction, and the Council of this Society would be glad if the Ecclesiastical Commissioners would avail themselves of the Acts and thus ensure their preservation as a National Monument for all time... [by doing this you will] earn the gratitude of all Archaeologists, besides setting an example to private owners of important monuments.'*¹¹³

The first Parliamentary Report

In 1911 Charles Peers produced the first of a series of annual reports on ancient monuments and historic buildings submitted to the Houses of Parliament. This contained a detailed account of the number and classes of monuments and buildings in State care as well as their condition and any repair works underway.¹¹⁴ There were 104 monuments under Government protection, including those transferred from the War Office.¹¹⁵ Peers divided these into two groups: Prehistoric monuments (a) and historic monuments (b). The latter group amounted to 60 of which 19 were in England and Wales, and 41 in Scotland. These were further divided into constituent types. For England and Wales there were thirteen castles, two town walls, one ecclesiastical building, one domestic building, one earthwork and one sculptured stone. The majority of historic monuments in Scotland were ecclesiastical buildings (18) and castles (9). Peers extolled the benefit given by the wider scope of the 1900 Act but pressed Parliament for greater responsibilities:

*'Since the passing of the Second Act, in 1900, the advantages of its wider scope have become most evident, as it has been possible to include under its provisions a certain number of valuable historic buildings which were already in the charge of various Government Departments. But that the number of such monuments now under State protection is lamentably inadequate may be clearly realised...'*¹¹⁶

Thus medieval buildings already in the ownership of the State were the first such structures to come under management of the Office of Works as 'historic monuments' (See Appendix 2 and 3).¹¹⁷ These also formed the first official preservation moves on buildings in Government care.¹¹⁸ The internal papers attached to Peers' report illustrate that he intended to continue expanding the Department's responsibilities from other parts of Government:

'The treatment of other antiquities situated on Crown land in the charge of the [Office of] Woods is a matter which might advantageously be inquired into; and it would be interesting to know whether any list of such antiquities exists (camps, tumuli, etc). I believe I am right in saying that the camp on Penmaenmaur now being destroyed by quarrying is in the charge of the Woods.'

The case was emphasised by Sir Schomberg McDonnell in a paper presented to the Society of Antiquaries in December of the same year. In reference to cases of damage and neglect by owners to their ancient monuments he referred to the case of the quarrying at Penmaenmaur.¹¹⁹

Besides providing an account of monuments in care, Charles Peers also outlined the preservation works and management measures under way at individual sites. There was, for instance, repointing of the castle walls at Carisbrooke, excavations at Old Sarum¹²⁰, rabbit extermination at Maiden Castle and a problem with the effects of pollutants on the stonework of the Tower of London. Most notably the photography and preservation of former prisoners inscriptions were being carried out at the Tower. Peers also provided brief mention of maintenance practice. Lime lias had been the subject of a general order and a maintenance record would now be kept for all monuments. Attached in the appendix was a critique on the proposals for the repair and refitting of St. Magnus Cathedral, Kirkwall. Peers had visited the cathedral in August 1910 under the instruction of the First Commissioner, sending a subsequent report to all three Royal Commissions. The town council had appointed the architect J. M. Watson to draw up the plans to repair and refit the building. Peers noted the proposal to complete the pinnacles and gable of the central doorway of the west front as they were conceived to have been in the 13th century:

'This will only destroy the history of the doorway... the Cathedral is too valuable a building to be used as a subject for experiments in the beautiful.'

He concluded that the restoration of the cathedral with the consent of the local authority did not inspire confidence in the treatment of an ancient building and was 'only one more piece of evidence for the need of some system of control over historical monuments of the country'.

The Parliamentary report for 1912 shows that by then the Office of Work had appointed a 'special staff' to deal exclusively with preservation work to ancient monuments and historic buildings.¹²¹ The former practice was for this work to be shared out among the Board's architects across the branch offices, supported by a clerk of works, foreman and contractors. A new division was now formed under the leadership of Frank Baines (1877-1933) as Principal Architect (Figure 11).¹²² Baines had trained as an architect under Charles Robert Ashbee, founder of the Survey of London, before working as a temporary assistant draughtsman at the Office of Works. By 1920 he became Director of Works.

Following the creation of a unit of specialist staff, Baines issued a set of 'General Instructions to foremen in charge of the works of preservation'. Here he specified that work was to be 'preservation only with every attempt made 'to keep the original portions of the structure in position'. This was the beginning of the 'repair as found' policy, although in some cases it can be seen that this only applied to specific historic phases (see Volume Four in this series). Baines dictated that new work should be in harmony with the original building yet clearly of modern origin. Emerick suggests that the approach adopted by the Office of Works hereafter signified 'the victory of the scientific over the picturesque'. The monument was established as an academic document of the past, to be exposed so that it could inform understanding for the future. This is clearly apparent in the Memorandum by the First Commissioner of Works, serving as the preface to the 1912 Parliamentary report:

'the principles upon which the Commissioners are proceeding are to avoid, as far as possible, anything which can be considered in the nature of restoration, to do nothing which could impair the archaeological interest of the Monuments and to confine themselves rigorously to such works as may be necessary to ensure their stability, to accentuate their interest, and to perpetuate their existence in the form in which they have come down to use.

It is hoped that, in this way, the various Monuments throughout the country, in the charge of the Commissioners, will become object lessons of the manner in which such remains should be treated, and will thus possess an educational, as well as an archaeological and artistic, value.'

The reference here to an educational value is significant. It would partly apply to educating the public as to the treatment of monuments but also to their value as physical evidence of the past. In his report of the previous year Charles Peers had set out measures to be adopted in order to secure the most effective protection of a monument:

- i. Structural and superficial repairs (e.g. grouting, pointing, removal of ivy)
- ii. Enclosure by fencing (where necessary)
- iii. Care of the site (e.g. grass cutting, appointment of caretakers)
- iv. The preparation of accurate and complete measured plans, elevations, and sections
- v. Photographs
- vi. The compilation of official guidebooks

He observed that the first three were long recognised but the last three were very far from being applied. Thus the Inspector set out direct action to realise the educational value of these monuments.

The remark in the Commissioner's Memorandum that monuments were to be 'object lessons' indicates that the State should serve as an exemplar to the public regarding the care of ancient monuments and historic buildings. Thus there was greater justification for

removing control over monuments in the hands of other Government departments that were suffering damage, such as Penmaenmawr. Peers acknowledged the same in the main body of his report:

'...the preservation...of monuments, while in itself an end...is a step to a still more valuable end, namely, the making available to the general public of all the information which may be obtained from a careful study of their structure and history. The educational value of our national monuments has too long been overlooked by the State, but it only needs demonstration to be generally appreciated. The result must be the creation of a body of educated public opinion sufficiently strong to oppose the "acts of vandalism" which are still unhappily so common. The State, as the experience of all civilized countries shows, must set the example, but the ultimate protectors of national antiquities are the people themselves.'

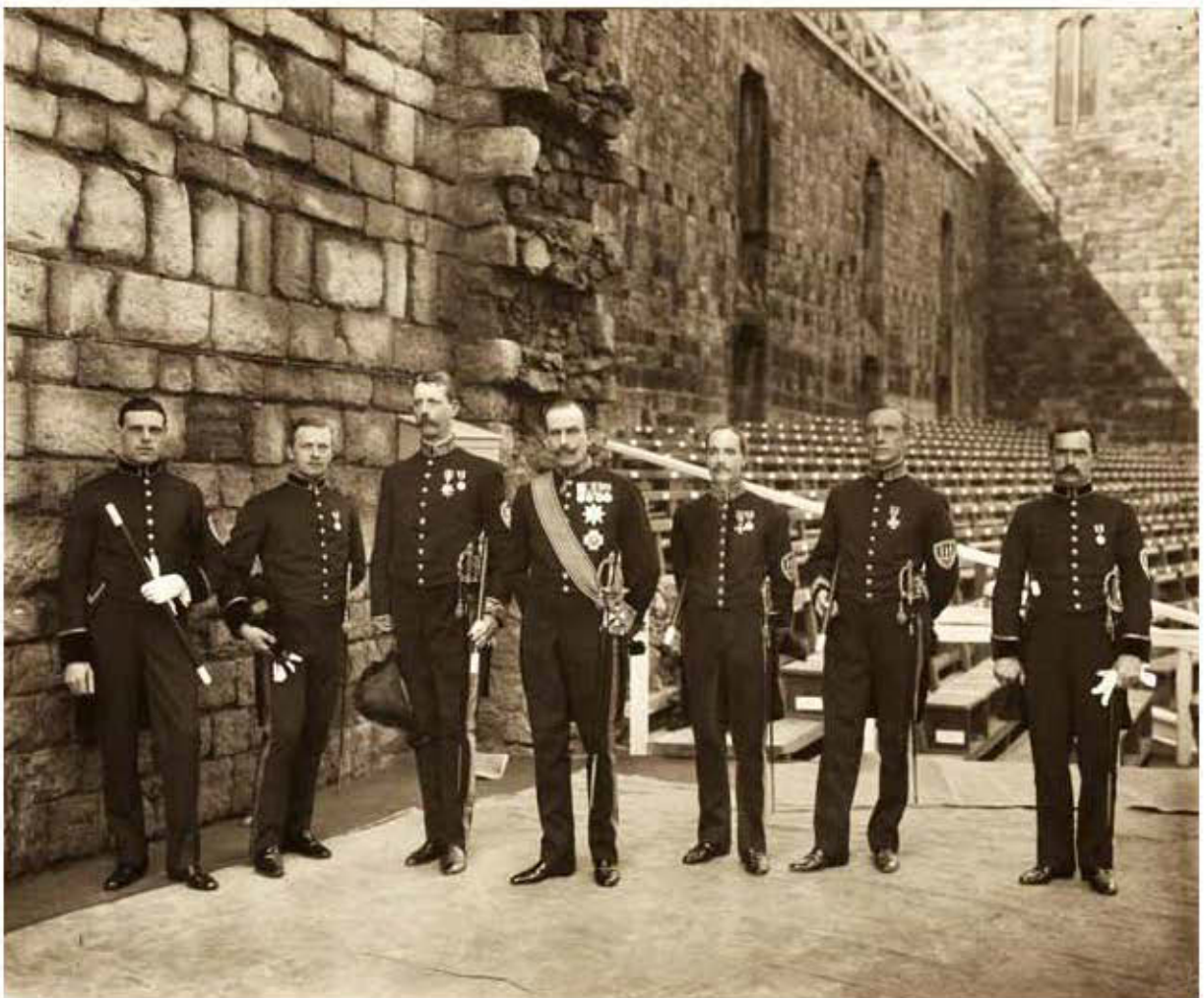


Figure 11: Staff at the Office of Works in civil uniform levée dress at the Investiture of the Prince of Wales at Caernarfon Castle in 1911. From left to right: James Eggar, Frank Baines, W.J. Downer, Schomberg McDonnell, A. Durrant, E. Bright, and an unknown officer. Reproduced by permission of English Heritage.

This level of Government interest contrasts notably with the system encountered by Lt. Gen. Augustus Pitt-Rivers in the late 19th century. He observed the limited concern for ancient monuments in 1891:

*'...I don't think much reliance can be placed on Government. I question whether it is right to tax the people for the maintenance of Antiquities, which none but the educated classes, and not all of them, are in a position to appreciate.'*¹²³

The pressure for a new Act

The concept of State as exemplar formed an important part of the argument for more effective legislation that included compulsory powers of protection. Pressure was now applied to Government by senior staff at the Office of Works. This is clearly apparent in the Inspector of Ancient Monuments's Parliamentary reports:

*'While the progress made in the protection of monuments during the past few years...is highly encouraging, it becomes increasingly evident that no adequate and comprehensive scheme for dealing with the matter can be carried through without increased Parliamentary powers, giving the State the right of initiative in cases where monuments of national importance are in danger.'*¹²⁴

Thus having organised a professional core of staff at the Department, Peers sought to ensure it had the necessary legislative tools to protect ancient monuments. In 1911 Sir Schomberg McDonnell's address to the Society of Antiquaries presented the blue print for a new Act. He suggested categories of sites for protection, a separate legislative process for churches in use, as well as a new 'Advisory Board on Historical Monuments' formed of representatives from leading bodies such as the Society itself, the British Museum and the RIBA. Sir Schomberg also catalogued the many losses of monuments that had occurred in the past.¹²⁵ He made a clear case for the moral obligation the Government should hold towards the protection of the nation's ancient monuments and historic buildings:

'I do feel that this Society a hundred years hence may sit and say "what were those people about?" Here they had plain evidence that monuments were in danger and yet we cannot find that they took any steps whatever beyond endeavouring to obtain the custody of the monuments out of their fortunate or unfortunate possessors.'

The stage was set for the birth of a modern system of heritage protection under the 1913 Ancient Monuments and Consolidation Act.

ENDNOTES

- ¹ Memorandum entitled 'Ancient Monuments Protection Bill'. Sent from the Permanent Secretary, Lord Esher, to the First Commissioner of Works, Aretas Akers-Douglas, on 25th July 1899. Office of Works file AA5489/1 – TNA WORK 14/135.
- ² Section 6 (1). Ancient Monuments Protection Act [63 & 64 Vict, Ch.34].
- ³ Thompson 1963, 224.
- ⁴ Section 5. Ancient Monuments Protection Act [63 & 64 Vict, Ch.34].
- ⁵ Letter from First Commissioner Akers-Douglas to the Treasury, 12th March 1900. Office of Works file AA5489/1 – TNA WORK 14/135.
- ⁶ As above.
- ⁷ Baldwin Brown 1905, 162.
- ⁸ Hartshorne 1863, 227.
- ⁹ Northampton Borough Council 1984, i.
- ¹⁰ Baldwin Brown 1905, 163.
- ¹¹ Ibid, 163.
- ¹² Hobhouse 1994, 5.
- ¹³ Ibid, 12.
- ¹⁴ Baldwin Brown 1905, 159.
- ¹⁵ Ibid, 159.
- ¹⁶ Ashbee 1900, XVI.
- ¹⁷ Hobhouse 1994, 13.
- ¹⁸ Ibid, 13.
- ¹⁹ Baldwin Brown 1905, 157.

- ²⁰ The National Archives Catalogue Information: <http://www.nationalarchives.gov.uk> (accessed 27 May 2012).
- ²¹ Saunders 1983, 15.
- ²² Following the 1851 separation the two Government departments were officially called: 'The Office of Works' and 'The Office of Woods, Forests and Land Revenues'. This is shortened in the following text to the 'Office of Works' and 'Office of Woods' or simply 'Woods' and 'Works'.
- ²³ Act 14 and 15 Vict. Cap 42.
- ²⁴ Guardianship file AA66221/3 PTI – TNA WORK 14/17.
- ²⁵ Act 37 and 38 Vict. Cap 84.
- ²⁶ Saunders 1983, 15.
- ²⁷ Ibid, 15.
- ²⁸ *Proceedings of the Society of Antiquaries* XXI, 171, 447 cited in Saunders 1983, 30.
- ²⁹ Emerick 2003, 81.
- ³⁰ Guardianship file AA71513/3.
- ³¹ Saunders 1983, 16.
- ³² Chippindale 1983, 40.
- ³³ Preface to the Report of the Inspector of Ancient Monuments for the year ending 31st March 1911.
- ³⁴ Preface to the Report of the Inspector of Ancient Monuments for the year ending 31st March 1911.
- ³⁵ Emerick 2003, 81.
- ³⁶ Ibid, 71.
- ³⁷ Huddleston, 2004.
- ³⁸ Saunders 1982, 17.

- ³⁹ Reference as above.
- ⁴⁰ The following section draws upon the Memos, Letters and Reports contained in the TNA file entitled 'Ancient Monuments: Transfer of Ancient Monuments from War Office to Ministry of Public Buildings and Works', AA5745/1 PT1 – TNA WORK 14/3001.
- ⁴¹ Internal Memorandum: Tower of London – Question of change of Barracks and remarks on design for proposed new Barrack, 13th March 1897.
- ⁴² Letter of reply dated 29th August 1898.
- ⁴³ Letter Gen.No.2/136.
- ⁴⁴ Letter 16357/98 dated 7th November 1898.
- ⁴⁵ Letter Gen.No. 2/1059 dated 25th August 1903.
- ⁴⁶ Letter from R. Holland to James Fitzgerald dated 15th July 1904.
- ⁴⁷ Internal Memorandum: War Department Historic Buildings dated 22nd July 1904.
- ⁴⁸ Letter dated 22nd October 1904.
- ⁴⁹ Emerick 2003, 70.
- ⁵⁰ Letter 5553/05 from the Treasury to the Office of Works, 12th May 1905.
- ⁵¹ Gen. No. 2/291 'Alterations to and Maintenance of Historic Buildings'.
- ⁵² Internal Memorandum: Historic Buildings in use for army purposes. War Office assent to proposal that all works should be carried out by Board. 22nd February 1911.
- ⁵³ After 1924 The Forestry Commission took charge of the Royal Forests and the the title of the Commissioners of Woods, Forests and Land Revenues was changed to Commissioners of Crown Lands.
- ⁵⁴ Ancient Monuments Terrier: Scheduled Monument KE68.
- ⁵⁵ Guardianship file AA50059/3 PT1 – TNA WORK 14/85.
- ⁵⁶ War Office Memorandum dated 2nd June 1904.

- ⁵⁷ Internal Memorandum dated 2nd November 1904.
- ⁵⁸ Letter from the Admiralty dated 24th February 1905 followed up by a telephone call as noted in the guardianship file.
- ⁵⁹ Recommendation of the Office of Works Law Officers 6th February 1905.
- ⁶⁰ Letter 6th March 1905.
- ⁶¹ Office of Works file AA50059/11/1.
- ⁶² Reference as above.
- ⁶³ Internal Memorandum 13th April 1905.
- ⁶⁴ Guardianship file AA 10342/3 – TNA WORK 14/64.
- ⁶⁵ Richmond Online: A History of Richmond: <http://www.richmond.org/guide/history.html> (accessed 17 May 2012).
- ⁶⁶ Surveyors Report contained in the guardianship file.
- ⁶⁷ Letter and Condition Report from the Yorkshire Archaeological Society to the Office of Works, 7th November 1907.
- ⁶⁸ Memorandum addressed to the First Commissioner dated 13th January 1909.
- ⁶⁹ Memorandum addressed to the Secretary by Charles Peers, 7th December 1912.
- ⁷⁰ Guardianship file AA76150/3 PT1 – TNA WORK 14/27.
- ⁷¹ Information from the Scheduled Monument Record: Entry No.1014610 on the National Heritage List for England (<http://list.english-heritage.org.uk/resultsingle.aspx?uid=1014610>).
- ⁷² Letter from the caretaker to the Secretary dated 22nd May 1911.
- ⁷³ Guardianship file AA100513/3 PT1 – TNA WORK 14/22.
- ⁷⁴ Letter No.6172 dated 2nd August 1911.
- ⁷⁵ Letter No.160 dated 15th January 1912.

- ⁷⁶ Comment of the Inspector of Ancient Monuments, Charles Reed Peers.
- ⁷⁷ Guardianship file AA60675/3 PT1 – TNA WORK 14/55.
- ⁷⁸ Undated and fragmentary letter in the guardianship file.
- ⁷⁹ Letter from Sir Schomberg McDonnell to Lord Alington, 31st March 1906.
- ⁸⁰ Internal Memorandum dated 21st August 1907.
- ⁸¹ Undated note in the guardianship file.
- ⁸² Emerick 2003, 82.
- ⁸³ Doggett 2004.
- ⁸⁴ Reference as above.
- ⁸⁵ Lubbock 1879, 163.
- ⁸⁶ Baldwin Brown 1906, 457.
- ⁸⁷ Sorensen 2000.
- ⁸⁸ Royal Commission on Ancient and Historical Monuments and Constructions of England: First Interim Report on the Monuments and Constructions in the County of Hertford. Presented to both Houses of Parliament by the Command of His Majesty.
- ⁸⁹ As set out in the Royal Commission minutes entitled: 'Scheme of Work agreed upon by the Royal Commission on Historical Monuments (England) at their Third Meeting held on Thursday, 17th December 1908, at 12 noon, at Scotland House, Victoria Embankment, S.W.'
- ⁹⁰ As noted by Dr Thurley in the Gresham lecture 'The birth of heritage and the fabrication of history', 2010.
- ⁹¹ A copy of the letter sent is contained in guardianship file AA20107/3 PT1 – WORK 14/205.
- ⁹² Despite the negotiations Fountains Abbey was not taken into guardianship until 1966.
- ⁹³ Mynors 2006, 8-9.

- ⁹⁴ Letter dated 16th December 1900 contained in guardianship file AA20107/3 PT1 – WORK 14/205.
- ⁹⁵ This was the first guardianship site in England where the primary phase was Roman, discounting earlier guardianship sites such as Old Sarum and Maiden Castle, which were initially Iron Age hillforts but saw activity or occupation in the Roman period.
- ⁹⁶ Guardianship file AA56224/3 PT1 – TNA 14/63.
- ⁹⁷ Internal Memorandum dated 25th July 1911.
- ⁹⁸ Information from the Scheduled Monument Record: Entry No.1014642 on the National Heritage List for England (<http://list.english-heritage.org.uk/resultsingle.aspx?uid=1014642>).
- ⁹⁹ Memorandum on Charles Peers Inspection dated 16th May 1913.
- ¹⁰⁰ Guardianship file AA050934/3 PT1 – TNA WORK 14/1093.
- ¹⁰¹ Relative to the date of its transfer.
- ¹⁰² Guardianship file AA11260/3 – TNA WORK 14/192. Letter dated 1st March 1912 addressed to Charles Peers.
- ¹⁰³ Letter dated 16th April 1912.
- ¹⁰⁴ Internal Memorandum: 'Roman road on Wheeldale Moor: H. E. Mitchell returning map and photographs.' Comment by Sir Schomberg McDonnell addressed to Charles Peers.
- ¹⁰⁵ Reference as above.
- ¹⁰⁶ English Heritage website: <http://www.english-heritage.org.uk/daysout/properties/meare-fish-house/> (accessed 18 May 2011).
- ¹⁰⁷ Guardianship file AA76207/3 PT1 – TNA WORK 14/566. Letter from Richard Harris to the Secretary dated 15th September 1910.
- ¹⁰⁸ As recorded in a letter to the Treasury dated 16th February 1911.
- ¹⁰⁹ Guardianship file AA30652/3 PT1 – TNA WORK 14/42. Letter from Major Richard Winstanley to the Secretary dated 7th July 1911.

- ¹¹⁰ Internal memorandum dated 8th November 1911.
- ¹¹¹ Sir Frank Baines report dated 2nd December 1911.
- ¹¹² Internal memorandum dated 29th February 1912.
- ¹¹³ Guardianship file AA20167/3 – TNA WORK 14/72. Letter from the Yorkshire Archaeological Society to the Ecclesiastical Commissioners dated 16th August 1910.
- ¹¹⁴ 'Ancient monuments and historic buildings: Report of the Inspector of Ancient Monuments for the year ending 31st March 1911. Presented to both Houses of Parliament by Command of His Majesty'. London: HMSO. Contained in TNA WORK 14/ 2470 C442196.
- ¹¹⁵ Excluding Schedule C: Historic buildings in this category were used and maintained by the army but all additions or alterations required prior consultation with the Office of Works.
- ¹¹⁶ 'Report of the Inspector of Ancient Monuments for the year ending 31st March 1911', 10.
- ¹¹⁷ With the exception of the medieval chapel on the Isle of Whithorn, Scotland, brought under the 1882 Act by Order in Council in 1888. However this ruinous chapel was an anomaly in terms of 19th century guardianship. It was also managed in much the same way as the prehistoric guardianship sites rather than as a historic building that might be opened to a paying public.
- ¹¹⁸ Emerick 2003, 71.
- ¹¹⁹ McDonnell 1911, 18.
- ¹²⁰ Under the jurisdiction of the Society of Antiquaries.
- ¹²¹ 'Ancient monuments and historic buildings: Report of the Inspector of Ancient Monuments for the year ending 31st March 1912. Presented to both Houses of Parliament by Command of His Majesty'. London: HMSO. Contained in TNA WORK 14/ 2470 C442196.
- ¹²² Black & Black 2007.
- ¹²³ Letter to Sir John Lubbock dated 24th January 1891. Contained in Pitt-Rivers file FL01551 held at the English Heritage archive, Swindon.

¹²⁴ Page 11 of 'Ancient monuments and historic buildings: Report of the Inspector of Ancient Monuments for the year ending 31st March 1912. Presented to both Houses of Parliament by Command of His Majesty'. London: HMSO. Contained in TNA WORK 14/ 2470 C442196.

¹²⁵ Schomberg McDonnell 1911, 18-21.

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AA5745/1 PT2	WORK 14/3002	Ancient Monuments and Historic Buildings: Transfer from War Office to Office of Works: with schedules (1911-1931)
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APPENDIX I

War Office Memorandum:

'Alterations to and maintenance of historic buildings'

28th September 1908

(Copyright The National Archives. File AA5745/I PT1 – PRO WORK 14/3001)

ALTERATIONS TO AND MAINTENANCE OF HISTORIC BUILDINGS.

Arrangements made between the Army Council and the First Commissioner of H.M. Works, &c., in respect of the Historic Buildings now, or until recently, provided for in Army Estimates.

Custody of Buildings and Incidence of Cost.

The buildings in question are enumerated in Schedules A, B, and C hereto.

1. Buildings not required for Army use (Schedule A) have been transferred to the Office of Works, and no expense for alterations or maintenance is now borne by the War Department.

2. Buildings required for Army use, enumerated in Schedule B, will be maintained by and at the cost of the Office of Works, except as provided in para. 3.

3. In the cases of the Tower of London, Edinburgh Castle, and Stirling Castle, the buildings have been transferred to the Office of Works, subject to Army occupation, and all works services are carried out by that Department. At these places the incidence of cost will be as follows:—

Expense borne by

- | | |
|---|------------------|
| (a) Maintenance | Office of Works. |
| (b) Additions and alterations if undertaken at the instance of the Military Authorities and for Army purposes | } War Office. |
| (c) Other additions and alterations | |

4. Buildings required for Army use, enumerated in Schedule C, will be altered and maintained at the cost of the War Department, except as provided in para. 5, plans for any alterations or additions being prepared by that Department and referred for the concurrence of the First Commissioner, by whom the work will be carried out.

5. If any works are needed at the buildings referred to in Schedule C, solely, from the point of view of historic interest and not clearly incidental to Army occupation, the *special funds* required will, with Treasury sanction, be found by the Office of Works.

Conduct of Correspondence.

6. In the cases of the Tower of London, Edinburgh Castle, and Stirling Castle, the Commanding Royal Engineer will apply direct to the local representative of the Office of Works for the execution of all services under (b), informing him at the same time that the necessary funds are available. Maintenance services will ordinarily be undertaken on the initiative of the local representative of the Office of Works, but it will be competent for the

* In certain cases under para. 5 (b) the cost of the alteration required by the Military Authorities may be considerably increased by the necessity for harmonising new and old work. In such cases the Office of Works will, with Treasury sanction, bear a proportion of the cost, such proportion to be agreed upon beforehand between the two Offices.

Officer Commanding the troops in occupation, or the Commanding Royal Engineer, to bring to the representative's notice any repairs, urgent or otherwise, which appear necessary.

7. As regards the buildings referred to in Schedule C, the proposals will be submitted by the General Officer Commanding to the Army Council, for reference to the First Commissioner.

8. Any proposals under para. 5 will, as a rule, emanate from the Office of Works, and will be referred by the War Office for the remarks of the General Officer Commanding before being adopted. In the case of minor services the Office of Works will refer direct to the General Officer Commanding.

Provision and Expenditure of Funds.

9. For services to be paid for by the War Department under para. 3 and for services under para. 4, the provision and allotment of funds will follow the usual rules relating to the Estimates for Army works services, but no payments will be made locally, except that the actual cost of damages by the troops will be recovered by the Office of Works direct from the Officer Commanding the troops in occupation, subject to the limitations mentioned below.*

Method of Accounting for Army Funds placed at the Disposal of the Office of Works.

10. The Office of Works will make periodical requests to the War Office for advances, specifying where possible the particular service or services in respect of which the advances are desired.

11. The War Office will advance the money required, after reference, if necessary, to the General Officers Commanding concerned, charging the Suspense Account "Commissioner of Works—Engineer Services."

12. The Office of Works will furnish periodical accounts of actual expenditure, and the War Office will enter corresponding credits in the Suspense Account, charging the Command and the part or parts concerned, and notifying, as far as necessary, the General Officers Commanding.

WAR OFFICE,

28th September, 1908.

*—The Sub-District Commanding Royal Engineer is responsible that damages by the troops to buildings are not made good at the public expense, with the following exceptions:—(a) When caused by levatics, (b) in the case of loss of, or injury to, any of the fittings enumerated below, in which case not more than 10s. including cost of fixing, will be charged for each article, except baths, for which the sum charged will be £1.

W.C. apparatus.	Lavatory basins.	} Fixed.
Urinal pans.	Foot pans.	
Slop sinks.	Baths.	
Sinks of glazed stoneware, in sculleries.		

(c) In the case of lost keys replaced, the cost of removing the lock, if found necessary, will not be charged.

If the expense occasioned by the loss or injury is less than these amounts, the actual cost of repairing or replacing only will be charged. This limitation of charge does not apply in the case of damages chargeable against Officers, whether caused by them or their servants.

SCHEDULE A.

Berwick-on-Tweed Ramparts, but not the Married Quarters thereon.
(This property, which adjoins the Barracks, is transferred subject to such use for Military purposes as may be necessary.)

Deal Castle.

Vale Castle, Guernsey.

Walmer Castle.

SCHEDULE B.

Dartmouth Castle.

Dover Castle, parts of, viz. :-

The Pharos. The Church. Colton Tower.
The Bredenstone in Drop Redoubt.
The Knights Templars Church Foundations.
The King's Gateway. St. John's Tower.
The Keep—as regards the Chapel.
Peverell's Tower. Moats Bulwark Battery.
The Constable's Tower.

Edinburgh Castle.

Falmouth, Old Blockhouse at Pendennis Point.

London, The Tower.

Ludgershall Castle, Salisbury Plain.

Portsmouth, Landport, Lion and St. James's Gates.

Richmond Castle, Yorkshire, except the Keep and Married Quarters.

Stirling, The Castle.

" Military Hospital (Argyle's Lodging).

" Bothwell's House.

Tynemouth, The Priory.

SCHEDULE C.

Blackness Castle, Linlithgowshire.

Broughty Castle, Forfarshire.

Carlisle Castle.

Chester Castle.

Colchester, St. John's Abbey.

Dover Castle, parts of, viz. :-

The Keep and other old parts of the Castle.

Dunbarton Castle.

Falmouth: Pendennis Castle } as regards outer walls and fabric.
St. Mawes Castle }

Fowey, St. Catherine's Castle.

Gravesend, The Chantry Fort (New Tavern).

Minmouth Castle.

Portland Castle, as regards outer walls and fabric.

Richmond Castle, Yorkshire, The Keep and Married Quarters only.

Tilbury Fort Gateway.

Wooden Pavillion, Northamptonshire.

APPENDIX 2

List of guardianship sites by 1913*

(Copyright The National Archives. File: PRO WORK 14/2470 C442196. From 'Ancient monuments and historic buildings: Report of the Inspector of Ancient Monuments for the year ending 31st March 1913. Presented to both Houses of Parliament by Command of His Majesty')

*Those sites taken into Guardianship after 31st December 1912 are discussed in Volume IV of this series.

SCHEDULE OF ANCIENT MONUMENTS AND HISTORIC BUILDINGS.

ENGLAND AND WALES.

CLASS I :—

Ancient monuments and historic buildings placed in charge of the Commissioners of Works under the provisions of the Acts :—

	County.
The Dolmen at Bodowyr	Anglesey
The Dolmen at Din Dryfol	" "
The Dolmen at Lligwy	" "
The Dolmens at Presaddfed	" "
The Dolmen at Trefignath with the standing stone on Ty Mawr Farm	" "
The hut circles on Holyhead Mountain	" "
The standing stones at Peurhos Feilw	" "
The standing stones at Tregwhelydd	" "
The walled camp known as Caer-y-Twr on Holyhead Mountain	" "
Berwick-on-Tweed, Town walls	Berwick
*The stone circle on Castle Rigg, near Keswick	Cumberland
Penrith Castle	" "
*The tumulus known as Arborlow	Derbyshire
The tumulus and circle at Eyam Moor	" "
Hob Hurst's House, West Moor	" "
*The stone circle, known as the Nine Ladies, Stanton Moor	" "
Maiden Castle, Dorchester	Dorsetshire
The stone circle at Kingston Russell	" "
The Nine Stones, Winterbourne Abbas	" "
Colchester : St. Botolph's Priory Church	Essex
The sculptured stones and crosses at Margam and Kenfig	Glamorganshire
Weobley Castle, Gower	" "
*The tumulus at Uley	Gloucestershire
Arthur's Stone, Dorstone	Herefordshire
*Kit's Coty House, Aylesford	Kent
Little Kit's Coty House, Aylesford	" "
Richborough Castle	" "
Kirby Muxloe Castle	Leicestershire
Mattersey Abbey	Nottinghamshire
*The Rollrich Stones	Oxfordshire
*The Dolmen at Pentre Evan	Pembrokeshire
The Abbot's Fish House, Meare	Somersetshire
*The ancient stones at Stanton Drew	" "
*The chambered tumulus at Stoney Littleton, Wellow	" "
Framlingham Castle	Suffolk
*Arthur's Round Table, Penrith	Westmorland
*Mayborough, near Penrith	" "
*Old Sarum	Wiltshire
*Silbury Hill	" "
*The long barrow at West Kennet, near Marlborough	" "
Richmond Castle	Yorkshire
Roman Road on Wheeldale Moor, Goathland	" "
Skipsea Brough (part of)	" "

CROWN PROPERTY. ✕

CLASS II :—

Carnarvon Castle	Carnarvonshire
Carisbrooke Castle	Hampshire (Isle of Wight)
Chelsea Hospital	Middlesex

NOTE.—The buildings in England and Wales transferred by the War Office to the Office of Works, separately scheduled below, belong to this class.

SCOTLAND.

CLASS I :—

Ancient monuments and historic buildings placed in charge of the Commissioners of Works under the provisions of the Acts :—

	County.
Old Machar Cathedral, Aberdeen : the ruined transepts	Aberdeenshire
Sculptured stones in Dyce Churchyard	" "
Kinkell Church	" "
Crossraguel Abbey	Ayrshire
*The circular walled structures called "Edin's Hall" on Cockburn Law...	Berwickshire
The Ancient Runic Cross at Ruthwell	Dumfriesshire
Kirkconnel : Gravestones at Fair Helen and Adam Fleming	" "
Merkland Cross	" "

* Scheduled to the Act of 1882.

	County.
St. Andrews : Blackfriars Church	Fife-shire
Culross Abbey	Forfarshire
Aberlemno : sculptured stones	"
Affleck Castle	"
Arbroath : The Abbot's House, the Abbey pend, the Regality Tower, &c.	"
*The British forts on the hills called the "Black and White Caterthuns"	"
The sculptured stones at Eassie	Haddingtonshire
Haddington : St. Martin's Church	Inverness-shire
*The Pictish Towers at Gleneig	"
Harris : Rodal Church	"
Urquhart Castle	Kirkcudbrightshire
Carluith Castle	"
Kirkcudbright : Maclellan's Castle	"
Orchardton Tower	"
Threave Castle	Linlithgowshire
Cramond : The Eagle Rock	Orkney
The Dwarfie Stone, Hoy	"
Egilsay Church	"
Eynhallow Church	"
Kirkwall : The Earth-house known as the Gallery Grave, at Grain	"
Kirkwall : the Bishop's Palace	"
Kirkwall : the Earl's Palace	"
*The chambered mound of Maeshowe	"
Noltland Castle, Westray	"
Old Church on West side, Westray	"
Pierowall Church, Westray	"
*The Ring of Brogar, and other stone pillars, at Stennis, and the neigh- bouring pillars	"
Huntingtower, or Ruthven Castle	Perthshire
Newark Castle, Port Glasgow	Renfrewshire
*The stones at Callernish	Ross-shire
The Pictish Tower at Carloway	"
Jedburgh Abbey	Roxburghshire
*The Burgh of Clickanim	Shetland
*The Pictish Tower at Mousa	"
Scalloway Castle	"
Cambuskenneth Abbey	Stirlingshire
"Mar's Wark," Stirling	"
The Old Bridge, Stirling	"
Semi-circular earthwork, Barsalloch	Wigtownshire
Standing stone at Blairbowie, known as the Wren's Egg	"
The moat hill at Druchtag	"
Cup-marked rock and standing stones, Drumtroddan	"
*The pillars of Kirkmadrine	"
Two stones, with incised crosses, on a mound in a field at Laggairn	"
Rectangular Camp at Rispaig	"
The ancient chapel of Whithorn	"
Whithorn Priory Church	"
Sculptured stones at Whithorn Priory	"
*The inscribed slab formerly standing on the roadside leading from Wigton to Whithorn, but now in Whithorn Priory	"
St. Ninian's Cave, Whithorn	"

CROWN PROPERTY. ✱

CLASS II :—

Holyrood Palace	Midlothian
Elgin Cathedral	Elginshire
Dunfermline Abbey	Fife-shire
Dunfermline Palace	"
St. Andrews Cathedral and precincts	"
St. Andrews Castle	Forfarshire
Arbroath Abbey	"
Brechin : the Maison Dieu Chapel	"
Brechin Cathedral : the Round Tower	"
Glasgow Cathedral	Glasgow
Haddington Church	Haddingtonshire
Beaulieu Abbey	Inverness-shire
Dundrennan Abbey	Kirkcudbrightshire
Linlithgow Palace	Linlithgowshire
Dunblane Cathedral	Perthshire
Fortrose Cathedral and precincts	Ross-shire

NOTE.—The buildings in Scotland transferred by the War Office to the Office of Works, separately scheduled below, belong to this class.

* Scheduled to the Act of 1882.

ALTERATIONS TO, AND MAINTENANCE OF, HISTORIC BUILDINGS.

Arrangements made between the Army Council and the First Commissioner of H.M. Works, &c., in respect of the historic buildings now, or until recently, provided for in Army Estimates.

Custody of Buildings and Incidence of Cost.

The buildings in question are enumerated in Schedules A, B, and C hereto.

1. Buildings not required for Army use (Schedule A) have been transferred to the Office of Works, and no expense for alterations or maintenance is now borne by the War Department.

2. Buildings required for Army use, enumerated in Schedule B, will be altered and maintained by the Office of Works. The incidence of cost will be as follows:—

	Expense borne by
(a) Maintenance	Office of Works
* (b) Additions and alterations if undertaken at the instance of the Military Authorities and for Army purposes	War Office
(c) Other additions and alterations	Office of Works

3. In the cases of the Tower of London, Edinburgh Castle, and Stirling Castle (included in Schedule B), the buildings have been transferred to the Office of Works, subject to Army occupation.

4. Buildings required for Army use, enumerated in Schedule C, will be altered and maintained at the cost of the War Department, except as provided in paragraph 5, plans for any alterations or additions being prepared by that Department and referred for the concurrence of the First Commissioner, by whom the work, whether of alteration, addition, or maintenance, will be carried out.

5. If any works are needed at the buildings referred to in Schedule C, solely from the point of view of historic interest, and not clearly incidental to Army occupation, the special funds required will, with Treasury sanction, be found by the Office of Works.

Conduct of Correspondence.

6. In the cases of the Tower of London, Edinburgh Castle, Stirling Castle, and the other buildings in Schedule B, the Commanding Royal Engineer will apply direct to the local representative of the Office of Works, for the execution of all services under (b), informing him at the same time that the necessary funds are available. Maintenance services will ordinarily be undertaken on the initiative of the local representative of the Office of Works, but it will be competent for the Officer Commanding the troops in occupation, or the Commanding Royal Engineer, to bring to the representative's notice any repairs, urgent or otherwise, which appear necessary.

7. As regards the buildings referred to in Schedule C, the proposals for alterations and additions will be submitted by the General Officer Commanding to the Army Council, for reference to the First Commissioner.

8. Any proposal under paragraph 5 will, as a rule, emanate from the Office of Works and will be referred by the War Office for the remarks of the General Officer Commanding; and will be referred by the War Office for the remarks of the General Officer Commanding before being adopted. In the case of minor services the Office of Works will refer direct to the General Officer Commanding.

Provision and Expenditure of Funds.

9. For services to be paid for by the War Department under paragraphs 2 to 4, the provision and allotment of funds will follow the usual rules relating to the Estimates or Army works services, but no payments will be made locally, except that the actual cost of damages by the troops will be recovered by the Office of Works direct from the Officer Commanding the troops in occupation, subject to the limitations mentioned below.† The Commanding Royal Engineer will notify to the Office of Works representative the correct Army classification in each case.

* In certain cases under paragraph 2 (b) the cost of the alteration required by the Military Authorities may be considerably increased by the necessity for harmonising new and old work. In such cases the Office of Works will, with Treasury sanction, bear a proportion of the cost, such proportion to be agreed upon beforehand between the two Offices.

† "The Division Officer, Royal Engineers, is responsible that wilful injuries to buildings are not made good at the expense of the public, except as authorized below.

The whole cost will be borne by the public in the following cases:—(a) When the damage has occurred in a building occupied solely by recruits, and the cost cannot be brought home to any individual; (b) when caused by lunatics; (c) when the damage has been committed by a prisoner sentenced to be dismissed from the service.

Method of Accounting for Army Funds placed at the disposal of the Office of Works.

10. The Office of Works will make periodical requests to the War Office for advances, specifying, where possible, the particular service or services in respect of which the advances are desired.

11. The War Office will advance the money required, after reference, if necessary, to the General Officers Commanding concerned, charging the Suspense Account "Commissioners of Works—Engineer Services."

12. The Office of Works will furnish periodical accounts of actual expenditure, quoting the Army classifications as notified by the Commanding Royal Engineer, and the War Office will enter corresponding credits in the Suspense Accounts, charging the Command and the part or parts concerned, and notifying, as far as necessary, the General Officers Commanding.

War Office,

8th June, 1911.

SCHEDULE A.

Berwick-on-Tweed ramparts, but not the married quarters thereon. (This property, which adjoins the barracks, is transferred subject to such use for military purposes as may be necessary.)

Carlisle Castle. The cùffain walls, with Richard III.'s Tower.

Chester Castle. The Gate Tower of the Inner Ward, formerly called Julius Cæsar's Tower.

Deal Castle.

Dumbarton Castle.

Fowey, St. Catherine's Castle.

Richmond Castle, the castle walls and ruined buildings.

Vale Castle, Gurensey.

Walmer Castle.

York Castle, Round Tower (or South Bastion).

SCHEDULE B.

Dartmouth Castle.

Dover Castle, parts of, viz. :—

The Pharos. The Church. Colton Tower.

The Bredenstone in Drop Redoubt.

The Knights Templars Church Foundations.

The King's Gateway.

St. John's Chapel in the Keep.

Peverell's Tower. Moats Bulwark Battery.

Edinburgh Castle.

Falmouth, Old Blockhouse at Pendennis Point.

London, The Tower.

Ludgershall Castle, Salisbury Plain.

Portsmouth, Landport and St. James's Gates.

Richmond Castle, Yorkshire, the Keep (until December, 1914).

Stirling, the Castle.

" Military Hospital (Argyle's Lodging).

" Bothwell's House.

Tynemouth, the Priory.

SCHEDULE C.

Blackness Castle.

Broughty Castle.

Carlisle Castle, the Keep and other old parts of the Castle.

Chester Castle.

Colchester, St. John's Abbey.

Dover Castle, parts of, viz. :—

The Constable's Tower.

The Keep and other old parts of the Castle.

Falmouth : Pendennis Castle } As regards outer walls and fabric.

St. Mawes Castle }

Gravesend, the Chantry Fort (New Tavern).

Monmouth Castle.

Portland Castle, as regards outer walls and fabric.

Richmond Castle, Yorkshire, the Married Quarters only.

Tilbury Fort Gateway.

Weedon Pavilions, Northamptonshire.

Part of the total cost will be borne by the public as follows :—(a) In the case of loss or injury to a bath, any excess in the cost of repair over £1 ; (b) in the case of loss of or injury to any of the following fittings, any excess in the cost of repair over 10s. :—

W.C. apparatus,

Urinal pans,

Slop sinks,

Lavatory basins,

Foot pans,

Glazed stoneware sinks.

} Fixed.

The limitation of charge authorized above does not apply when the damage is chargeable against officers, whether caused by them or their servants.

APPENDIX 3

English sites added to the National Collection of Ancient Monuments and Historic Buildings in 1900-1913

Name	County	Date	Type
Pyx Chamber, Westminster Abbey	London	1901	
Deal Castle	Kent	1904	War Office Transfer
Walmer Castle	Kent	1904	War Office Transfer
Berwick-on-Tweed Town Walls	Northumberland	9 th October 1905 Berwick Castle added in 1931.	Office of Woods transfer
Maiden Castle	Dorset	22 nd June 1908	Guardianship
Carlisle Castle	Cumbria	Part (curtain walls) transferred between 1908 & 1912 but fully transferred in 1963	War Office Transfer
Richmond Castle	North Yorkshire	Part (curtain walls) transferred in Feb 1910 but fully transferred in 1916	War Office Transfer
St Catherine's Castle	Cornwall	1909	
Arthur's Stone	Herefordshire	1 st July 1909	Guardianship
Meare Fish House	Somerset	2 nd March 1911	Guardianship
Skipsea Castle	East Yorkshire	16 th March 1911	Guardianship
Kirby Muxloe Castle	Leicestershire	8 th May 1912	Guardianship
St Botolph's Priory Church	Essex	1912	
Chester Castle	Cheshire	9 th February 1912	War Office Transfer
St Augustine's Cross	Kent	16 th October 1912	Guardianship
Richborough Roman Fort	Kent	16 th October 1912	Guardianship
Wheeldale Roman Road	North Yorkshire	17 th June 1912	Guardianship
Mattersey Priory*	Nottinghamshire	6 th August 1913	Guardianship
Yarmouth Castle*	Isle of Wight	23 rd September 1913	Office of Woods transfer
Lindisfarne Priory*	Northumberland	28 th September 1913	Office of Woods transfer
Framlingham Castle*	Suffolk	19 th December 1913	Guardianship
Penrith Castle*	Cumbria	19 th December 1913	Guardianship

*These sites are mentioned in Volume Four in this series of research reports.

† Note that the Office of Works took over the repair and maintenance of several other properties, such as Dartmouth Castle in 1909 – See Appendix 1 and 2. Chelsea Hospital was a Crown Property that appears to have been temporarily taken into the care prior to 1913.



ENGLISH HERITAGE RESEARCH AND THE HISTORIC ENVIRONMENT

English Heritage undertakes and commissions research into the historic environment, and the issues that affect its condition and survival, in order to provide the understanding necessary for informed policy and decision making, for the protection and sustainable management of the resource, and to promote the widest access, appreciation and enjoyment of our heritage. Much of this work is conceived and implemented in the context of the National Heritage Protection Plan. For more information on the NHPP please go to <http://www.english-heritage.org.uk/professional/protection/national-heritage-protection-plan/>.

The Heritage Protection Department provides English Heritage with this capacity in the fields of building history, archaeology, archaeological science, imaging and visualisation, landscape history, and remote sensing. It brings together four teams with complementary investigative, analytical and technical skills to provide integrated applied research expertise across the range of the historic environment. These are:

- * Intervention and Analysis (including Archaeology Projects, Archives, Environmental Studies, Archaeological Conservation and Technology, and Scientific Dating)
- * Assessment (including Archaeological and Architectural Investigation, the Blue Plaques Team and the Survey of London)
- * Imaging and Visualisation (including Technical Survey, Graphics and Photography)
- * Remote Sensing (including Mapping, Photogrammetry and Geophysics)

The Heritage Protection Department undertakes a wide range of investigative and analytical projects, and provides quality assurance and management support for externally-commissioned research. We aim for innovative work of the highest quality which will set agendas and standards for the historic environment sector. In support of this, and to build capacity and promote best practice in the sector; we also publish guidance and provide advice and training. We support community engagement and build this in to our projects and programmes wherever possible.

We make the results of our work available through the Research Report Series, and through journal publications and monographs. Our newsletter *Research News*, which appears twice a year, aims to keep our partners within and outside English Heritage up-to-date with our projects and activities.

A full list of Research Reports, with abstracts and information on how to obtain copies, may be found on www.english-heritage.org.uk/researchreports

For further information visit www.english-heritage.org.uk

