



Historic England

Biennial Report on the Care of the Government Historic Estate 2023-25

Compiled by the Government Historic Estates Unit







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Foreword

I am delighted to present the *Biennial Report on the Care of the Government Historic Estate for 2023-25*. These Reports have been produced, within and then outside government, for nearly thirty years. This Report covers the year in which Historic England and the English Heritage Trust completed their first decade. In line with the last three Reports, we have again assessed the performance of government in its role as owner of historic sites against its own advice document – the *Protocol for the Care of the Government Historic Estate* – which was first produced over twenty years ago.

Today, there is renewed interest in the condition of historic sites, and in the government estate, so varied, so striking, and much of it so important to the public and our national story. The Culture, Media and Sport Select Committee Report on Protecting Built Heritage was recently published, amongst other things reflecting on the state of heritage assets including those in the hands of government; the National Audit Office has revealed the extent of the maintenance backlog in public service buildings; climate change presses the need for adaptation; and all governments seek land and property to release to support growth. The opportunities for proactive management, including appropriate disposal, of the government estate are considered in that context.

We are acutely conscious of the challenges faced daily by those who manage these properties, and of the ingenuity and dedication displayed in these pages; we thank all those involved. Whilst there are undoubted challenges, examples in this report also show what can be achieved.

Louise Brennan, Director of Regions, Historic England, July 2026

Figure 1 (cover image): Keighley Station in West Yorkshire reopened in April 2025 following a major eighteen-month renovation project led by Network Rail in collaboration with the Keighley & Worth Valley Railway (KWVR), also backed by the Railway Heritage Trust and the Keighley Towns Fund. The project included works to the roof, the ornate glass and cast-iron front canopy, as well as timber and glazing repairs to the Keighley Signal Box (pictured here). It was awarded two prizes at the 2025 National Railway Heritage Awards, in the ‘Urban Heritage’ and ‘Volunteers’ categories. [© Network Rail]

Figure 2 (inside cover): At the twelfth-century Orford Castle in Suffolk, a yellow-ochre lime sheltercoat has been applied to the exterior following thirteen years of research and trials. The work, undertaken by Paye Stonework and Restoration, was completed in 2023. The sheltercoat will act as a protective, breathable barrier to prevent further damage and decay to the soft, porous Septaria main walling stone that is particularly vulnerable to extreme weather events. [© Historic England Archive / James O. Davies]



1. Introduction

Government and its agencies hold a great deal of property: in 2024 the central civil service estate (excluding local authority assets and devolved administrations) comprised 203,300 central government properties.¹ Central government departments and the more extensive bodies care for many designated heritage assets (see [Glossary](#) and [Table 1](#) on p.13). The central estate continues to contract under a long-term plan.

Governments have long recognised that they cannot ask the property-owning public, or institutions, to conserve the historic environment unless they set a good example. [The Protocol for the Care of the Government Historic Estate](#) (2017, hereafter the *Protocol*) sets out how departments and agencies will ensure that the right standards are maintained to sustain the significance of heritage assets (see [Glossary](#)).

This Report, produced biennially, grows from the *Protocol* and examines how the contributing bodies have performed in relation to its recommendations. It first outlines the broad form of government property, the way in which it is controlled and understood, who the contributing bodies are and some of the heritage management tools available to them. It then covers some of the most prominent challenges including the maintenance backlog, the shortage of heritage skills, vacancy, disposals, and climate change. It finally describes the result of our enquiry into the care of the government historic estate, conducted by a questionnaire that broadly echoes the *Protocol* standards (see [The Biennial Questions](#) below), followed by an analysis of the results in a [scores table](#) and discussion of how they are doing (see [What the answers tell us](#) below).

It is illustrated by a superb variety of government heritage assets, both those in the process of being conserved and those that remain under threat. A list of sites that are specifically ‘at risk’ appears in [Annex 2](#) and a short glossary is included in [Annex 3](#).

Building maintenance is an area where we cannot afford to compromise; it is essential for effective public service delivery and for fostering community resilience. By approaching this challenge with urgency and ambition, we will ensure that our government estate continues to be a strategic asset that supports local places, drives economic growth, and meets the needs of future generations.²

(Mark Chivers, Government Chief Property Officer, 2024)

¹ Government Property Function, *State of the Estate 2023-24*: www.gov.uk/government/publications/state-of-the-estate-in-2023-24

² Mark Chivers (Government Chief Property Officer), in the Foreword to *ibid*.



Figure 3: Formerly an important strategic port for transporting coal and timber, Lydney Harbour on the Severn Estuary remains an active working harbour managed by the Environment Agency, also enjoyed for its views, walks, sailing and birdwatching. This scheduled monument has been on the national Heritage at Risk Register for decades. Working in Partnership with the Forest of Dean District Council and Lydney Town Council, the Environment Agency has established a Coastal Community Team and successfully completed £2.1m of improvements. These included the upgrade of transport routes into the harbour, new safety fencing around parts of the operational harbour, and the refurbishment of two historic buildings into a visitor information hub, toilets and a new café. The facilities for recreational mooring have also been greatly improved. A Conservation Management Plan is now complete, accompanied by funding and sensitive designs to address the canal basin's poor condition. [© Environment Agency / Ed Wilson]



2. Care of the government historic estate

2.1 Overview and pressures

Government aims still at consolidation and, always, at a more efficient estate. In 2023-24 the disposal of 228 assets brought in £449 million; in 2024-5 the figure was £367 million (compared to a total of 306 disposed assets with gross receipts of £1.1bn in 2022-23).³ The apparent slow-down in disposals has a concerning aspect, as it illustrates an enduring problem. Organisations that might have hoped to dispose of a site seen as surplus to requirements, and could have ceased to budget for it, may find it still with them (for example Hewell Grange in Worcestershire, see [text box](#) overleaf).



Figure 4: Crossing the Basingstoke Canal, the Inglis Portable Military Bridge (Light Type), is a rare survival of military structures in England that date from the First World War. Made of lightweight steel, it was quick and easy to construct with little training and could be reused, making it particularly appealing for use by the military. The design was still used in the Second World War and hugely influential in developing future military bridges. This original example, thought to have been brought back to Aldershot from France, was listed at Grade II in 2024. [© Historic England / Chris Redgrave]

³ Figures as reported in the *State of the Estate* reports, issued by the Government Property Function:
State of the Estate 2023-24: www.gov.uk/government/publications/state-of-the-estate-in-2023-24
State of the Estate 2024-25: www.gov.uk/government/publications/state-of-the-estate-in-202425



Our [Questions](#) aim to tease out whether heritage assets are being inspected, whether their needs are then noted and fed into forward works programmes, and whether those no longer in use have appropriate supervision until they can have another life. The answers to this series of interconnected questions (Questions 4-7) remain disappointing. The Questions have not to date included one directed explicitly at the issue of the maintenance backlog (see [below](#)), although this already colours our overall assessment and will remain a future focus.

Aside from the issues raised by the poor condition of sites still in use, a large estate will often hold property not in active use, some of which could be moving towards disposal. For heritage assets this often leads to decay setting in, with assets formally being identified as 'at risk' (see [Annex 2](#)). Our list of at-risk government sites identifies 27 that have been on the books for 20 years or more, for reasons ranging from location to indecision and everything in between (see [Chronic risk](#) below). Few of these assets are receiving the care they need. Some, like the Grade II* listed Woolwich Rotunda (see the [Biennial Report for 2021-23](#)), have experienced decades of uncertainty, only to be released onto an open market which may not know what to make of them.

Hewell Grange, Worcestershire

Hewell Grange is a Grade I listed mansion in a Grade II* registered park (both on the national Heritage at Risk Register), which together form part of the last great Victorian country house designs in England. The site had been, and still partly is, in custodial use by HM Prisons and Probation Service. Historic England was apprised of the Ministry of Justice's intention to sell the historic core but was not directly involved in the sale process. The mansion remains vulnerable and empty following its prison closure in 2020.

In the first phase, a bid was accepted that was higher than at least one which might have been a better option for the heritage of the site. At that point, and apparently as a result, responsibility for the upkeep of the site ceased to be clear-cut (although it did not pass to the prospective owner). The offer has now been withdrawn, and the future of the mansion is a matter of deepening concern, as it has consequently deteriorated (see [photos](#) overleaf). This kind of uncertainty is clearly inadequate to the complexity and the timescale of difficult heritage disposal cases.

The MoJ has undertaken repairs to some of the Grade II listed structures in the park, including the cast-iron bridge at the head of the lake (now removed from the list of 'at risk' government heritage assets) and the ruins of Old Hewell Grange (see [Figure 14](#) on p.27). The spend required to finalise the ruins project (discussions about which started in 2017) was a pre-condition of the putative sale.



Figure 5a and b (above): Protracted negotiations with a prospective buyer for Hewell Grange in Worcestershire have now fallen through, leaving its future even more uncertain due to continued maintenance and repair challenges. These photos show the damage that a blocked hopper and downpipe can cause to external stonework and decorative interiors. Both its superb Grade I listed mansion and Grade II* registered park and garden are long-standing features of the national Heritage at Risk Register. [© Historic England]

Figures 6a and b (following page): Livestock damage and intrusive vegetation had caused serious damage to Hepple Lime Kiln in Northumberland, with the collapse of its eastern chamber (above image). Its conservation has secured its future and restored its unusual design (below image). With its distinctive triangular chambers and canted bay side, Hepple Lime Kiln is once more appreciable in the dramatic landscape within the Ministry of Defence military training area of the Otterburn Ranges. [© Crown copyright]





2.2 Government property – knowledge and control

The Cabinet Office oversees the management of government property, including that which is historic, through two key bodies: the [Office of Government Property](#) (OGP) and the [Government Property Agency](#) (GPA), now in its ninth year. The OGP formulates policy and strategy, manages data collection and publishes professional standards, including the *Government Standard for Property* ([GovS 004](#)).⁴ The GPA is responsible for the operational management and delivery of property services, and manages an office portfolio that includes most of the historic Whitehall ‘core’ estate. Efforts in this area have so far centred on acquisition and some significant renovations, such as that of 22-26 Whitehall (including the Grade I listed Admiralty, see [Figure 7](#) overleaf).

We are now (in 2026) half-way through the Plan period of the [Government Property Strategy 2022-30](#).⁵ It announced that:

This strategy will ensure that the government estate helps to transform places and services; is smaller, better and greener; and is managed in a professional and increasingly commercial way.

The influence of this policy is felt not only in a renewed interest in disposals (see [Disposals and public value](#) below) but also in moves to decarbonise and increase climate resilience, objectives now covered by our Biennial Questions (see [below](#)).

In the 2025 Budget, the government announced a ‘Strategic Asset Review’ to be done ahead of the next spending review in 2027.⁶ It will be led by the Treasury, working closely with government departments, in support of a target of saving £1 billion through more efficient use of assets. It will look at the value for money of the maintenance of public sector assets and ‘opportunities to monetise assets and address barriers to disposal’.⁷

A universal definition of ‘maintenance backlog’ – promised for 2025 as a first step to accurate assessment of the overall problem – has not yet been issued. Furthermore, GPA has no in-house heritage expertise yet, which the responsibility of the ‘core’ of Whitehall would clearly merit. A commitment to this would chime with the OGP’s overarching responsibility for government property with a heritage designation, recently the topic of discussion by the [Culture, Media and Sport Select Committee Inquiry on Protecting Built Heritage](#), the findings of which were published in 2026.⁸ It is often difficult for public bodies

⁴ *Government Standard for Property GovS 004 (version 2.2 2026)*:

www.gov.uk/government/publications/government-standard-for-property-govs-004

⁵ *Government Property Strategy 2022-2030*: www.gov.uk/government/publications/government-property-strategy-2022-2030

⁶ *Budget 2025*: www.gov.uk/government/publications/budget-2025-document/budget-2025-html

⁷ Parliamentary Question UIN HL13133 on public sector assets, tabled on 17 December 2025: <https://questions-statements.parliament.uk/written-questions/detail/2025-12-17/hl13133>

⁸ Culture, Media and Sport Committee, *Protecting Built Heritage* (2026):

<https://committees.parliament.uk/publications/54168/documents/301497/default/>



to give their historic stock the kind of specific care such property requires, especially if this falls outside its operational purposes.

In better news, OGP has now activated 'InSite', a register of government property which will, in due course, provide accurate information on the condition, as well as the location, of heritage assets (at present limited to buildings) in government hands.⁹ This will be greatly assisted by the accompanying definitions promised by OGP, once these have worked through to description and survey on the ground.



Figure 7: The Government Property Agency has recently completed a major refurbishment of 22-26 Whitehall, London. This includes the Grade I listed Admiralty, built in the 1720s to house the Lords Commissioners of the Admiralty, making it amongst the oldest of all Government offices. The vaulted and panelled interior of the Captains' Waiting Room, pictured above, where the body of Lord Nelson rested before his burial at St Paul's Cathedral on 8 January 1806, demonstrates the sensitive adaptation of historic spaces. This included the installation of secondary glazing, complete reservicing and new lighting and other office equipment. [© Government Property Agency]

⁹ Further information on the Insite service is available here: <https://www.gov.uk/guidance/insite-service>



2.3 Contributors to the Biennial Report

The public bodies represented in this report (see [Table 1](#) overleaf) are mostly either departments of government, agencies of those departments, or ‘arm’s-length bodies’ mostly deriving income from government. The enormous range in the number of heritage assets forming the historic estates managed by these bodies conceals a more complex picture of designation types; for a breakdown of these see Table 5 in [Annex 1](#). The figures were supplied in 2025 from the bodies themselves. While every effort has been made to check the data, in some cases full verification has not been possible.

The list of contributing bodies has changed regularly since the first reporting period of 1995-97, as have their responsibilities, titles and holdings. The English Heritage Trust and the Royal Parks both became charities in 2015 and 2017 respectively, but they are still included as they both care for government assets. A body that has a public purpose, but which is financially and managerially almost entirely separate from government (such as Trinity House, the ancient institution that maintains and runs the country’s lighthouse system), will generally not be included.

The list of contributors also includes several voluntary members, namely Historic Royal Palaces, the Royal Household and the Parliamentary Estate, all of which have submitted material voluntarily since 2001. They bear comparison with the departments and agencies but are not subject to the *Protocol* (see [Introduction](#)) and have therefore not been scored.

Many departments have satellite organisations (arm’s-length bodies) with varying degrees of devolution, and, therefore, varying degrees of oversight of the assets in their wider care. Obtaining up-to-date information for devolved bodies is challenging. There are instances where we know organisations have assets within their responsibility, but which are still in the process of gathering the relevant information.

Some departments report on behalf of satellite organisations (for example the National Highways submission also covers the Historical Railway Estate) whereas some satellites are invited to make their own submissions. The latter includes Network Rail and Highways England, two of the most active satellites of the Department of Transport, and the Mining and Remediation Authority, a satellite of the Department for Science, Innovation and Technology.

We try always to contact those who are closest to the work that needs to be done to care for these sites. We are, as ever, very grateful to all those who have contributed.

**Table 1:** Government departments and other public bodies contributing to this Biennial Report.

Name of organisation	Type ¹⁰	Total no. of heritage assets ¹¹
Driver & Vehicle Standards Agency	EA	1
English Heritage Trust	Charity	1270
Environment Agency	ENDPB	211
Foreign, Commonwealth and Development Office	MD	6
Forestry England	EA	881
Government Property Agency	EA	21
Historic England	ENDPB	21
<i>Historic Royal Palaces (voluntary)</i>	<i>PC</i>	<i>44</i>
HM Revenue and Customs	NMD	3
Homes England	ENDPB	81
Maritime and Coastguard Agency	EA	2
Mining Remediation Authority	ENDPB	3
Ministry of Defence	MD	1515
Ministry of Justice (HM Courts & Tribunals Service)	MD	48
Ministry of Justice (HM Prisons & Probation Service)	MD	140
National Highways (including Historical Railway Estate)	ENDPB	454
Network Rail	ENDPB	1494
<i>Parliamentary Estate (voluntary)</i>	<i>Other</i>	<i>23</i>
Royal Botanic Gardens Kew	ENDPB	51
<i>The Royal Household (voluntary)</i>	<i>Other</i>	<i>91</i>
The Royal Parks	Charity	203
UK Supreme Court	NMD	1
TOTAL		6,564

¹⁰ EA = Executive Agency; ENDPB = Executive Non-Departmental Public Body; MD = Ministerial Department; NMD = Non-Ministerial Department; PC = Public Corporation. A full list with their affiliations can be found at www.gov.uk/government/organisations

¹¹ The total numbers of designated heritage assets (see [Glossary](#)) listed here conceal a more complex picture; for a more detailed breakdown of designation types see Table 5 in [Annex 1](#)



10 Years of the English Heritage Trust

In 2015, English Heritage moved from being a public body to become a new independent charity responsible for managing the National Heritage Collection. The government initially awarded £80m towards safeguarding and improving historic buildings in its care.

Operating under a new licensing model, the new body has seen through some major projects to improve the public presentation of some of the nation's most significant sites. The Covid 19 pandemic brought tough times for many visitor attractions. However, the Trust has continued to invest in its properties and won Green Impact Awards in 2024/2025 for its environmental improvements and community action at Dover Castle and Marble Hill.

In common with many bodies in this report, the maintenance and preservation of these sites continue to pose a financial challenge, which is likely to become more pronounced in the years to come.



Figure 8: Richborough Roman Fort and Amphitheatre in Kent witnessed the very start, and possibly the very end, of Roman rule in Britain as the main entry point from mainland Europe. Managed by the English Heritage Trust, a recent project supported by The National Lottery Heritage Fund and other donors, has created new interpretation across the site and a new eight-metre replica gateway, pictured above. The new gateway has been constructed in oak, using Roman-style dovetail, lap and scarf joints. The tower takes inspiration from depictions of Roman fortifications on Trajan's Column in Rome, including the crenelated parapet with its frame of timber uprights connected to rails to which vertical boards are nailed using hand-made iron nails similar to Roman types. [© English Heritage Trust]



2.4 Heritage Management Tools

Heritage assets require good management principles for their significance (see [Glossary](#)) to be sustained. For some time, government has sought to facilitate this management through a variety of tools, which can be used to ease and control the process of change on complex historic sites.

Key management tools for heritage

The available instruments and documents all have a family resemblance in that they aim to establish what the significance of the site or building is, to assess where that significance is vulnerable to change, and to put in place processes to make sure that the significance is conserved. Conservation specialists often call this the ‘golden thread’ (see [Question 3](#) and discussion under [What the answers tell us](#) below).

Key management tools relating to heritage assets (all of which are defined in the Glossary in [Annex 3](#)) include world heritage site management plans (WHMPs), conservation management plans (CMPs), listed building heritage partnership agreements (LBHPAs), local listed building consent orders (LLBCOs) and standing consent or management agreements for scheduled monuments. Meanwhile, the simpler option of producing a conservation statement is being more often adopted, to make clear how the significance of a site can influence decisions on its future, without expensive new research.

Historic England offers Enhanced Advisory Services (EAS) and Service Level Agreements (SLAs) for major projects (see [Glossary](#)), both on a cost-recovery basis, to extend the range of traditional advice and support the management of heritage assets and historic estates. By these routes services, such as pre-application advice and listing screening / assessment, are provided at set rates to government departments or other high-volume customers.

Progress

During this reporting period, progress was made by many contributors in producing and updating CMPs. An SLA was agreed between the Defence Infrastructure Organisation on behalf of the Ministry of Defence and Historic England. More local planning authorities are considering the use of LLBCOs to facilitate formulaic changes to listed buildings, such as installing solar panels, which might have advantages for large and repetitive buildings in public ownership.

But, across the range of tools available and the spread of possible sites, progress in general remained slow – a product, in part, of the complexity of the process needed to produce these documents, and perhaps sometimes of their unwieldiness in use. It is unsurprising that Government is considering the possible deployment of simpler and more extensive instruments, such as National Listed Building Consent Orders (see [Glossary](#)) for some types of development.



Figure 9: The restoration of the exterior of the Grade II listed Victorian station at Peckham Rye in London was the subject of considerable investment from Network Rail, the Railway Heritage Trust and Southwark Council. Working carefully from historic plans and photographs, as well as surviving historic fabric, the original roof materials and design were reintroduced and the elevations cleaned and repaired. The restoration project won a National Railway Heritage Award and ‘Best heritage roof’ award in 2023. [© Network Rail]



Further advice and guidance

Historic England publishes an extensive range of expert [advice and guidance](#) to help those responsible for historic places to care for and protect them.¹² Recently published topics include [emergency planning for heritage](#), which also covers accidents, natural disaster and [counter-terrorism security](#) in advance of the 2025 [Terrorism \(Protection of Premises\) Act](#) that is due to come into force in 2027.¹³

Railway 200 Celebrations

[Celebrations marking the 200th anniversary of the modern railway](#) began in January 2025, with thousands of events and activities held throughout the year across the heritage rail network. In the build-up to the bicentennial, a Heritage Action Zone (HAZ) was launched for the Stockton and Darlington Railway, the first passenger railway, to better manage, preserve and utilise the heritage assets to help stimulate economic growth.

Network Rail is responsible for thousands of listed structures on the rail network including stations, bridges, viaducts and tunnels (see Table 5 in [Annex 1](#)). Some railway heritage assets no longer in its ownership have passed to charitable operators, such as the [Bluebell Railway Trust](#), who have helped to pioneer the railway preservation movement.

The Railway Heritage Trust is a not-for-profit company funded by Network Rail that gives grants and advises on repairs to historic stations and infrastructure, such as signal boxes. Restoration projects, such as those at Keighley Station (see [cover image](#)), are an important part of the Railway 200 commemorations and Network Rail, together with the Railway Heritage Trust and heritage line operators, continue to be important champions of our unique rail heritage.

Figure 10 (following page): The Grade II listed bronze statue of Robert Stephenson, a pioneer of railway engineering, has gone on display at the railway museum, Locomotion in Shildon, County Durham as part of the [Railway 200 celebrations](#). Since its removal from the piazza at London's Euston station as part of the HS2 redevelopment in 2020, the statue has been kept in safe storage. Collaboration between HS2 Ltd, Network Rail and the Science Museum Group together with the London Borough of Camden and Historic England has enabled a loan that will see the 150-year-old monument on display to the public for the next 10 years. [© HS2 Ltd]

¹² Historic England advice webpages: <https://historicengland.org.uk/advice>

¹³ Terrorism (Protection of Premises) Act 2025: <https://www.legislation.gov.uk/ukpga/2025/10/contents>





3. The challenges

3.1 The maintenance backlog

The National Audit Office report: *Maintaining Public Service Facilities*

It is now clear that, whereas there was a speedy and effective response from government to the need for immediate support to cultural sites during the Covid crisis, the bones of a much wider and more durable crisis are showing. In early 2025 the National Audit Office (NAO) published *Maintaining Public Service Facilities*, which discusses the recent growth of a backlog in maintenance.¹⁴

The report does not attempt to break down the estates into categories by the age of their buildings, but it tends to assume that historic buildings are more expensive and challenging to maintain – even though it acknowledges the complicated skein of reasons why so many remain in public use. It might be fairer to point out also that more modern structures (particularly those with proprietary or inadequately tested materials) may be just as problematic and that all buildings, regardless of age, require maintenance; the challenge can often be related not just to fabric but the management regime.

*Out of 17 main government departments, five have identified a risk relating to property failure, safety or suitability as one of their principal risks, including the departments which lead on three of the four largest government and public sector property portfolios. These are the Department for Education (DfE), MoD and the Ministry of Justice (MoJ).*¹⁵

(National Audit Office, 2025)

The Scale of the Challenge

This translates into a maintenance backlog, across all Departments, which the NAO estimates to be at least £49 billion. Figures from a few years ago suggested a much lower total; and the NHS, which estimates its annual liability for maintenance, sees a steady rise - suggesting this is a general trend. These figures cannot be taken to indicate the actual repair costs now required where maintenance has been deferred, which would certainly be many times as much.

¹⁴ National Audit Office, *Maintaining Public Service Facilities* (2025): www.nao.org.uk/reports/maintaining-public-service-facilities

¹⁵ Ibid.



Feltham House, Hounslow, Greater London

The 30-acre Feltham site owned by the Ministry of Defence (MoD) is earmarked for disposal and a major residential-led redevelopment; a Memorandum of Understanding setting out how to deliver this was signed by MoD, the London Borough of Hounslow and the Greater London Authority in October 2025. Since at least 2018, however, the at-risk historic Grade II-listed house (see [Table 6 in Annex 2](#)) has been inaccessible due to safety concerns and a lack of maintenance. The house is a key heritage asset that has the potential to play an important role in shaping the character and identity of the redevelopment.

The building has been on the national Heritage at Risk Register since 1994 and it continues to deteriorate. The onus has been placed on a third-party purchaser to implement and fund a programme of works. This must be challenging in the context of current access constraints, and without enabling works prior to disposal. While full access to the building is not currently possible due to safety constraints, MoD has progressed some desk-based and remote survey work. In the meantime, however, the interiors and other significant historic fabric may be lost. MoD has said it will continue to work with Historic England and other stakeholders to support its long-term conservation and reuse.

It is usually cheaper to maintain assets than to repair them, and often cheaper to bring assets in disrepair back to use than to build from scratch. When considering investments in their asset base, organisations should assess whether the investment is best directed at maintaining existing assets, bringing those in disrepair back into service or investing in new assets.

The scale of the challenge will become intractable unless the OGP urgently addresses strategic planning gaps across government, so it and departments can understand what the full picture of maintenance requirements is across government, ahead of the next and subsequent spending review periods.¹⁶

(National Audit Office, 2025)

Within the ranks of our contributors many of these problems are already apparent. For example, the Ministry of Justice, putting together His Majesty's Courts and Tribunals Service and the more independent Prisons and Probation Service, has a maintenance

¹⁶ Ibid



backlog above £3 billion. The full bill for the Ministry of Defence is unknown, but the National Audit Office puts what is known at £15 billion.

This deepening crisis is likely to colour the strategy towards public buildings, including those covered in this Report, in years to come. The problem is of course not confined to government buildings and has been the subject of [recent investigations for DCMS](#) into the repair, maintenance and renewal needed for the English cultural sector and by the [Culture, Media and Sport Select Committee Inquiry into Protecting Built Heritage](#) (for further information on this see [Government property – knowledge and control](#) above).¹⁷



Figure 11: A programme of repairs to the west range of Rufford Abbey in Nottinghamshire has enabled it to re-open to the public. Works included a new waterproofing solution to prevent further moisture ingress to the twelfth-century Fraternity Undercroft. The remains are among the best preserved in the country and form part of Rufford Abbey Country Park, a popular tourist attraction. [© English Heritage Trust]

¹⁷ Purcell commissioned by DCMS, *England's cultural infrastructure: repair, maintenance and renewal* (2025): www.gov.uk/government/publications/englands-cultural-infrastructure-repair-maintenance-and-renewal; Culture, Media and Sport Committee, *Protecting Built Heritage* (2026): <https://committees.parliament.uk/publications/54168/documents/301497/default/>



Building services present particular challenges and are one of the highest areas of expenditure. They are also the most important category of unfunded, necessary works. Replacing older heating systems with new, more efficient low-carbon alternatives is a particular priority, but high upfront costs make it difficult to realise the resulting potential environmental and financial benefits.¹⁸

(Purcell Report for DCMS, 2026)



Figure 12: The Grade I listed Banqueting House in London is widely regarded as one of Inigo Jones' finest buildings. It is a survivor of the Royal Palace of Whitehall, the majority of which was destroyed by fire in 1698, completed in 1622 for King James VI and I (whose successor Charles I was later executed there in 1649), with canvas ceiling paintings by Rubens installed in the main hall in 1636. Historic Royal Palaces have recently completed a major reservicing project, which included installation of sustainable heating and cooling systems, access improvements and the replacement of the 1960s narrow boarding in the Hall with wide English oak boards, more appropriate to this historic space. [© Historic Royal Palaces]

¹⁸ Purcell commissioned by DCMS, *England's cultural infrastructure: repair, maintenance and renewal* (2026): www.gov.uk/government/publications/englands-cultural-infrastructure-repair-maintenance-and-renewal



3.2 Heritage skills

Demand and supply

Heritage construction skills are in short supply. England's 5.5 million traditional buildings (built before 1919) make up around 20% of homes and 30% of non-domestic properties. These buildings require specific skills to maintain them, make them more climate resilient and allow them to be used productively.

Many departments and arm's length bodies do not have the skills and capabilities to manage their property portfolio effectively. There is a shortage of skilled property professionals across departments. Departments are finding it difficult to recruit and retain property professionals. The lack of capacity and capability in departments impacts their ability to maintain properties effectively, including both carrying out the work required and managing contractors.¹⁹

(Committee of Public Accounts, 2025)

The industry has an estimated 'on-site' workforce of c.190,000, of which c.106,000 need specific heritage skills.²⁰ This demand is expected to surge; retrofitting traditional buildings to achieve Net Zero by 2050 could generate £35 billion of output each year, but will require another 86,500 skilled workers.²¹ Meeting this demand is likely to need a fundamental change in attitude to workforce growth from clients and their supply chains, with a sustained development of specialist traditional building skills among contractors.

In 2024, a quarter of firms working on traditional buildings reported skills shortages, leading them to turn down work at three times the rate of the wider construction industry. The more ceremonial historic government sites (mostly managed by *Biennial Report* contributors) require highly specialised trades, for which there is high demand and short supply. An insufficient supply of training, with only 40% of relevant qualifications currently being delivered, is a barrier to people entering the industry upskilling.²² Working with partners and policy makers to tackle these problems and increase the supply of heritage construction skills is a key objective of Historic England's new *Strategic Plan for 2026-31*.²³

¹⁹ Committee of Public Accounts, *Condition of Government property* (2025):

<https://committees.parliament.uk/publications/48247/documents/252576/default/>

²⁰ *Skills Needs Analysis for the Repair, Maintenance and Retrofit of Traditional (Pre-1919) Buildings in England* (2024): www.historicengland.org.uk/images-books/publications/skills-needs-analysis-2024-repair-maintenance-retrofit-traditional-pre1919-buildings

²¹ Historic England: <https://historicengland.org.uk/advice/climate-change/delivering-net-zero-local-data-demand-for-retrofitting-skills/>

²² Ibid

²³ *Historic England Strategy 2026-2031*: www.historicengland.org.uk/about/what-we-do/strategy



Mismatch of organisation type and frameworks

Major contributors to the Biennial Report will usually engage contractors through a commercial framework (see [Glossary](#)), typically from the suite of frameworks under the Crown Commercial Services (CCS), now called the [Government Commercial Agency](#).²⁴ At present these do not include a specific 'heritage' framework or facilitate the direct involvement of heritage advice and support.

This often leads either to the indirect employment of these specialists – whose work may nonetheless be central to the project – or to the employment of firms operating, for these purposes, beyond their expertise; either route has its pitfalls for the health of the building and the efficiency of the process.

As appointment of local contractors usually involves going 'off the Framework' we would produce an internal business case to demonstrate the need for use of a contractor with specialist skills, which would be approved on a case-by-case basis.

(Homes England Response to the Biennial Questions, 2025)



Figure 13: The recent conservation project at the Banqueting House in Whitehall (see Figure 12 on p.22) enabled careful recording of the original floor structure and the 1960s interventions before re-boarding with wide English oak boards. [© Historic Royal Palaces]

²⁴ Government Commercial Agency: <https://www.gca.gov.uk>



3.3 Vacancy and disposal

The dangers of vacancy

Vacancy, which often occurs while assets are in the course of disposal, poses a significant challenge for keeping heritage assets in good condition, particularly in the face of the forces of physical decay and other risk factors. Consequently, we ask contributors what steps they take to maintain and inspect assets that are either vacant or in the course of disposal (Question 7), beyond standard cycles for condition surveys and forward works plans (Questions 4 and 5).

There are many historic sites that are not in operational use or are intended to be taken out of operational use, but where there is no clear plan for disposal. This is a particular challenge for the Ministry of Justice and Ministry of Defence, reflecting the complexity and operational challenges of their estates (for example Hewell Grange in Worcestershire, [see p.7](#) and [p.8](#), and Feltham House in Greater London, [see p.20](#)).

If sufficient protection measures are not put in place and decay sets in, heritage assets can end up being formally identified as ‘at risk’ and in need of safeguarding for the future (see [Annex 2](#)). Assets can remain in this deteriorated state for decades (see [Chronic Risk](#) below). Neglect can occur in surprising places, but it particularly thrives where public scrutiny is currently excluded. The cost of not repairing and maintaining sites may be extremely high in the long run (see [Maintenance backlog](#) above).

If government property has been identified as of historical, architectural, or archaeological interest, disposal should take account of how its heritage value might be conserved.²⁵

(Cabinet Office, 2025)

Disposals and public value

Although in recent years we have seen a decrease in the rate of disposals, government will inevitably turn again to large-scale divestment of public property. This will be crucial to the growth agenda, which is at the heart of Historic England’s new Strategic Plan. HM Treasury has announced a Strategic Asset Review (see above). [Guidance on the disposal of heritage assets](#) advises early engagement with key stakeholders;²⁶ for significant heritage assets (Grade I and II* listed buildings, large or complex Grade II sites or

²⁵ See Annex 2 on Heritage Assets in Cabinet Office, *Managing Surplus Government Property* (2025): <https://www.gov.uk/government/publications/managing-surplus-government-property>

²⁶ Historic England, *The Disposal of Heritage Assets* (2010): <https://historicengland.org.uk/images-books/publications/disposal-heritage-assets>



scheduled monuments) this is essential to ensure their significance (see [Glossary](#)) is maintained as part of the disposal process.

Problems often arise due to a failure to get early, realistic advice on the scope for redevelopment. This either means it is challenging to market and dispose of the property, or the property is sold for an unrealistic price, and the developer cannot bring forward a viable scheme.

For significant or complex heritage sites, early engagement enables Historic England to advise on what is likely to be feasible, helping to inform valuation and establish whether a planning brief would be beneficial. This provides developers with a realistic understanding of what might be achieved, limiting financial risk and further deterioration of the heritage asset.

In line with HMT Green Book guidance, social and public value must be considered alongside economic value in assessments’.²⁷

(Government Property Function, 2022)

The Green Book makes clear that Departments can look at social and public value in the round in appraising the disposal and do not have to target the highest possible receipt (which in the case of historic buildings, can have perverse outcomes in terms of their subsequent development). However, it is not clear how far this informs internal departmental decision-making, where, in the case of the disposal of heritage sites, it often appears that financial concerns and the need to maximise receipts predominate.

What can be done

The results from this reporting period (see [Risk and redundancy](#) below) encouragingly suggest that some contributing bodies increasingly understand the specific responsibility to produce a plan for at-risk assets, with the ultimate aim of removing them from the national Heritage at Risk (HAR) Register through repair, repurposing or responsible disposal to a more suitable owner. Almost 25% of at-risk sites (see [Annex 2](#)) are under repair in some form, consistent with the previous two reporting periods. This reflects a general degree of ‘good intentions’ to tackle issues but also indicates the often insufficient resources available to complete the task. Even when not in use, assets should be actively managed. Historic England has published [guidance](#) on managing risks to vacant historic buildings through mothballing and other precautionary measures.²⁸

²⁷ Government Property Function, *Government Property Strategy 2022-*

2030: www.gov.uk/government/publications/government-property-strategy-2022-2030

²⁸ Historic England, *Vacant Historic Buildings (2018)*: www.historicengland.org.uk/images-books/publications/vacanthistoricbuildings



Figure 14 (above): Extensive repair and stabilising work to the ruins of Old Hewell Grange in Worcestershire, carried out over many years, was concluded in 2025-26. The building, originally built in 1712 by Francis Smith of Warwick with a portico by Thomas Cundy added in 1815-16, was reduced to a ruin in 1889 after fire damage caused by a fireworks display. The three remaining outer walls survive in Hewell Grange Park, to which the ruins of Old Hewell Grange make a significant contribution. [© Bromsgrove District Council / Mary Worsfold]

Figure 15 (following page): The Broad Arrow Tower at the Tower of London is of exceptional significance as a relatively unaltered thirteenth-century guard tower that forms part of the eastern battlements. Its condition was deteriorating with water ingress causing damage to its interior. The first phase of conservation works focused on the repair of the lead roof. As part of these works, the leadwork was redesigned to increase its resilience to climate change. [© Historic Royal Palaces]





3.4 Climate resilience

Climate change is one of the greatest challenges of our time. Buildings are the UK's second highest carbon emitting sector, accounting for 18% of total UK emissions in 2024.²⁹ Heritage assets are vulnerable to many climate-driven hazards, including increased temperatures, storms and rainfall, flooding, coastal erosion and sea-level rise. We need to respond to climate change through the responsible management of historic estates to reduce greenhouse gas emissions and adapt to the current and future impacts of our changing climate. While increasingly at risk from a changing climate, the historic environment has a significant role to play in building climate resilience.³⁰



Figure 16: Hurst Castle on the Hampshire coast, built between 1541-44 by Henry VIII as part of a chain of artillery fortresses, was always out on a limb, strategically positioned at the end of Hurst Spit to guard the Needles Passage leading to the Solent. Changing coastal dynamics are causing the natural shingle spit to retreat, leaving the Castle at risk and in a highly vulnerable position. A new rock armour revetment was erected following the partial collapse of the East Wing in 2021 (see the *Biennial Report for 2021-23*), the event that led to its inclusion on the national Heritage at Risk Register in 2023. An options appraisal for the whole site, carried out in 2023-4, concluded that options to permanently defend the castle from projected sea level rises with extensive engineered defences could cost up to £110m, while a simpler option of depositing more rock armour, providing up to 50 years of protection, could cost in the region of £6m. Doing nothing would otherwise likely result in further collapse of the West Wing, leading to the eventual closure and ruination of the Castle as rising sea waters, worsening storms and tidal surge events continue to undermine and destabilise the structure. [© English Heritage Trust / James O. Davies]

²⁹ Climate Change Committee, *Progress in reducing emissions*, (June 2025): www.theccc.org.uk/wp-content/uploads/2025/06/Progress-in-reducing-emissions-2025-report-to-Parliament.pdf

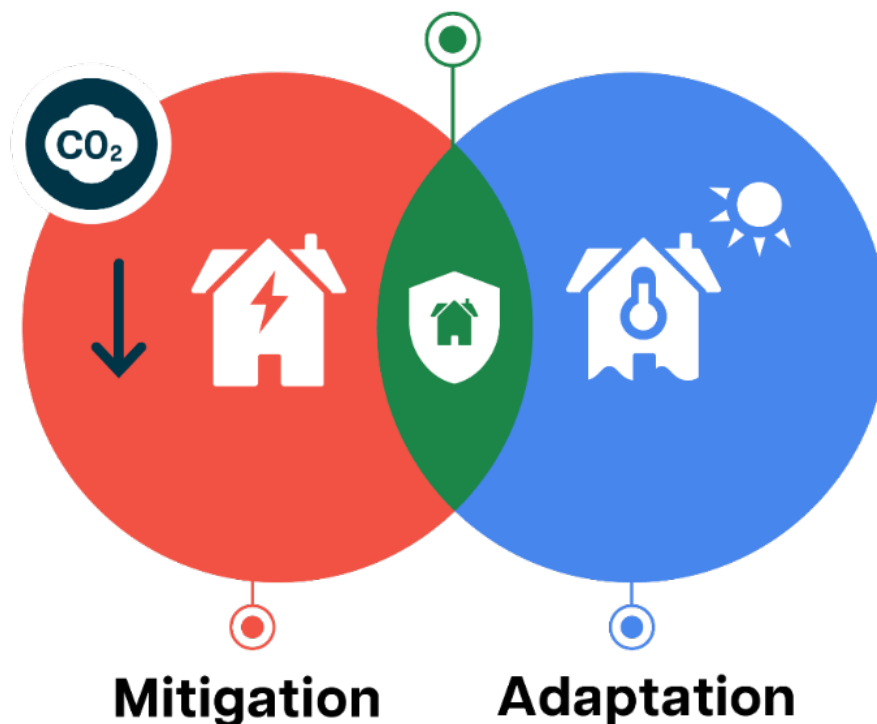
³⁰ See the Historic England climate change webpages: historicengland.org.uk/advice/climate-change/



Government recognises the importance and scale of the problem,³¹ which is likely to be covered in the next version of the *Protocol* (see [Introduction](#) above). The 2008 [UK Climate Change Act](#) sets out government duties, including committing public bodies to contribute to legally binding greenhouse gas reduction targets, promoting sustainable development, making provisions for assessing risk and adapting to climate change (including regular reporting cycles) and establishing the independent Committee on Climate Change.³²

Climate change response measures

The two main climate change response measures are mitigation and adaptation. *Mitigation* relates to the reduction of greenhouse gas emissions through a range of strategies, including improving energy efficiency across operations, developing a carbon reduction plan for scope 1, 2 and 3 emissions (see [Glossary](#)), and enhancing carbon sinks. *Adaptation* focuses on building resilience and readiness for climate change, including assessing risks and taking appropriate action to prevent or minimise negative impacts. Both have a key role to play in building climate resilience.



Source: Historic England

Figure 17: Climate resilience simplified: diagram to help explain the different but related and linked concepts of mitigation and adaptation.

³¹ UK Government guidance on climate change: www.gov.uk/guidance/climate-change

³² Climate Change Act 2008: www.legislation.gov.uk/ukpga/2008/27/contents



While in recent decades mitigation has been the focus of much action by successive governments, increasingly adaptation planning is being seen as essential to respond to the effects of expected unavoidable climate change.³³ Climate change adaptation plans must be informed by the condition and significance of heritage assets and detailed risk assessments, including an understanding of vulnerabilities and a range of scenarios.

Climate resilience for heritage is intrinsically linked to the financial resilience of organisations as well as the well-being of people. The [Heritage Sector Resilience Plan 2025-2035](#) provides a clear roadmap for partnership working to strengthen the resilience of the historic environment and heritage sector in England.³⁴ In addition, sector networks are promoting vital knowledge-sharing and collaboration to help those involved to adapt, learn and build resilience.

Sector networks

[Fit for the Future](#) is a long-standing environmental sustainability network, founded by the National Trust with over 250 member charities, heritage organisations, cultural venues, and public sector bodies. It aims to facilitate knowledge-sharing and collaboration across organisations and sectors to achieve the rapid and far-reaching changes needed to decarbonise, adapt to climate change and drive positive environmental impacts.

[Coastal Connections](#) was launched in 2023 by the English Heritage Trust and the World Monuments Fund to build an international network of coastal heritage sites for sharing knowledge and practical solutions to address the impacts of climate change and other challenges. Resources and principles for guiding future management decisions are in development, ranging from implementing hard-engineering and nature-based sea defences, to citizen-science initiatives for remembering and recording heritage.

Government commitments

To help reach the 2050 net zero target, the government has adopted a suite of related policies and strategies, the most recent being the 2025 [Carbon Budget and Growth Delivery Plan](#).³⁵ This aims to reduce scope 1 emissions (that an organisation owns or controls) by 75% from public sector buildings by 2037 against 2017 levels. The [Greening Government Commitments](#) set out actions government departments and their agencies

³³ House of Commons Library, *Climate Change Adaptation and Resilience in the UK Research Briefing*: <https://commonslibrary.parliament.uk/research-briefings/cbp-9969/>

³⁴ *Heritage Sector Resilience Plan 2025-35*: www.historicenvironmentforum.org.uk/hef-activities/resilience-plan/

³⁵ *Government Carbon Budget and Growth Delivery Plan (2025)* www.gov.uk/government/publications/carbon-budget-and-growth-delivery-plan



will take to reduce emissions and develop organisational climate change adaptation strategies across estates and operations (including risk assessments and action plans).³⁶

Progress reporting

The government reports on the risks and opportunities from climate change and proposed adaptation actions on a five-year cycle. The fourth *Climate Change Risk Assessment – Independent Assessment (CCRA4-IA)* was published in 2026, accompanied by the report, *A Well Adapted UK*, which underpins the CCRA4 delivered by the UK Government

and devolved administrations. The third *National Adaptation Programme (NAP3)* report was published in 2023, with the next due in 2028.³⁷ All acknowledge risks to heritage alongside the need to develop a better understanding of, and response to, how these risks will impact the historic environment under different climate change scenarios.

In addition, some arm's-length bodies report to government under the *Adaptation Reporting Power* (introduced by the 2008 Act), including Historic England jointly with the English Heritage Trust, the Environment Agency, Forestry England, National Highways and Network Rail, on how they are assessing the predicted effects of climate change on their estates, operations and their adaptation proposals. Other organisations voluntarily report on their progress on decarbonising and adapting estates (see below under *What the answers tell us*).

The Greening Government Commitments require departments to publish their own sustainability reports, either in their annual report or separately, and report on their progress on reducing emissions, assessing risk and preparing adaptation action plans.³⁸ In 2025 the Committee on Climate Change identified the need to establish a comprehensive programme and set of policies (both currently lacking) to support the decarbonisation of public sector buildings to build on the progress made by departments towards meeting the Greening Government Commitments.

Further advice

Guidance on climate change for government departments is provided in the *2022-2030 Government Property Sustainability Strategy*, which supports the wider Government Property Strategy for the 2022-2030 period (see above).³⁹

³⁶ Greening Government Commitments: <https://www.gov.uk/government/collections/greening-government-commitments>

³⁷ *Climate Change Risk Assessment 4-IA*: www.ukclimaterisk.org/publications/technical-report-ccra4-ia; *A Well Adapted UK*: www.theccc.org.uk/publication/a-well-adapted-uk; and *National Adaptation Programme 3*: www.gov.uk/government/publications/third-national-adaptation-programme-nap3

³⁸ *Greening Government Commitments Summary Report* covering the period April 2021 to March 2024: <https://www.gov.uk/government/publications/greening-government-commitments-april-2021-to-march-2024-report/greening-government-commitments-april-2021-to-march-2024-report>

³⁹ *Government Property Sustainability Strategy 2022-2030* (2022): <https://www.gov.uk/government/publications/government-property-sustainability-strategy>



Historic England publishes a wide range of [advice and guidance](#) relating to climate change; recently published subjects include producing [decarbonisation plans](#), the [viability of installing water-source, ground-source and air-source heat pumps](#), and [flooding and historic buildings](#). It also publishes research relating to climate change and the historic environment, for example the recent report on [architectural measures to reduce overheating](#) and [climate change risk assessments](#).⁴⁰

Historic England is also working with sector partners on long-term climate change responses, including through climate change adaptation pathway approaches (see [Glossary](#)) for sites specifically ‘at risk’.



Figure 18: Although the Westonbirt National Arboretum has witnessed many uses over the centuries, it is regarded today as one of the best tree collections and picturesque landscapes in Britain. A new rainwater harvesting and filtering system has been installed at the Grade I registered park and garden using an innovative slow sand filter system to pump, clean and use the rainwater collected in an existing underground tank. The system has the capacity to collect 90,000 litres of rainwater per year. It improves the biosecurity of the nursery and supports Forestry England’s aim to be net zero by 2030. [© Forestry England]

⁴⁰ Historic England latest published guidance: <https://historicengland.org.uk/advice/find/latest-guidance/>





4. Biennial Reporting

Nineteen bodies responded to the Biennial Questions, with three additional voluntary contributions (see [Contributors to this report](#) above), reflecting the variety of organisations that hold historic property within the government estate. The series of questions sit under twelve headings, the first eleven of which directly relate to the *Protocol* (see [Introduction](#)). The questions usually have more than one part, each assessed to produce the overall appraisal against a set of criteria (see [Table 2](#) and [Table 3](#) below on p.40-41).

The questions bear a close resemblance to those included within previous [Biennial Reports](#), with some minor updates. The answers to the questions were scored (apart from Question 12 on climate change responses) for the fourth time and mostly contributed to an aggregate score for each body in similar terms to those of 2021-23. The scoring reflects the whole set of answers and any subsequent clarification, supplemented by what we may already know. The results appear in [Table 4](#) on p.43-44.

As this process acquires time depth, we can begin to trace what may be trends and discern the more problematic areas (see [What the answers tell us](#) below). The turbulence of the Covid era appears to have been largely surmounted, but the overall picture remains mixed. There is a continuing lack of consistent application of the ‘golden thread’ by contributors and less certainty on the ‘hard yards’: the incorporation of results from regular condition surveys into forward works plans; and the solving of risk and redundancy.

Scoring the answers is more of an art than a science, and we aim to refine our approach each time, responding to the dialogue with our contributors and to the changing nature of the government historic estate.

Figure 19 (previous page): The new pump house at London’s Royal Botanic Gardens, Kew is a simple timber building designed by Hugh Broughton Architects, whose design inspiration came from a fallen leaf. It forms part of the new irrigation system that stores 280,000 litres of water in below-ground tanks reducing the reliance on mains water. The system is designed to allow for harvested rainwater to be added in future, further helping to improve the sustainability of the internationally significant plant and fungus arboretum and botanical collection. [© Royal Botanic Gardens, Kew / Dirk Linder]



4.1 The Biennial Questions for 2023-25

Q1. Nominate a heritage officer

Are you the nominated heritage officer?

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

Q2. Ensure that professional advisers and contractors have appropriate expertise

- a) Who is responsible for ensuring that professional consultants and contractors have appropriate expertise, including where necessary heritage expertise/professional accreditation?
- b) How is this checked?

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

- a) Where change has been proposed, has the significance of any heritage asset affected been appropriately assessed?
- b) Are heritage impact assessments (HIAs) standard?
- c) Do you have any current heritage management tools (for example Conservation Management Plans (CMPs), Heritage Partnership Agreements (HPAs) etc) for your heritage sites? If so for how many and when were they published/updated?

Q4. Commission regular condition surveys

Heritage assets generally have very specific maintenance requirements. Are you confident that, in the case of your organisation, these are being identified through regular condition surveys?

- a) If yes, with what regularity? (3/4/5 years)? When was the most recent set of surveys carried out? Do they identify a backlog?
- b) If no, how do you 'identify and prioritise repair and major maintenance requirements' (*Protocol* Section 4)?

Q5. Implement a planned programme of repairs and maintenance

- a) Do you prepare detailed maintenance/forward works plans or Asset Management Plans (AMPs) and do they build on condition survey recommendations?



b) What period(s) are covered by forward work plans and how are works prioritised?

Q6. Secure heritage at risk (HAR)

a) Do you have any HAR assets? If so, do you have an agreed strategy for each HAR site, arrived at in discussion with the local authority and / or Historic England?

b) Do you have any assets that have been recently removed from the Register?

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

Do you have any heritage assets that are currently not in active use? If so, please provide details.

a) What is the regular inspection period for unused heritage assets?

b) How are unused heritage assets monitored and kept in a safe, secure and stable condition?

c) For heritage assets in the course of disposal, how do you take their significance into account as part of your practice?

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

a) How many designated heritage assets do you count as within your estate, broken down by designation type/grading?

b) How many applications for listed building consent (if applicable) has your organisation made in the period 2023-25?

c) How many applications for scheduled monument clearance or scheduled monument consent (if applicable) has your organisation made in the period 2023-25? (or how many standing clearance or consent agreements are in operation)?

d) Do you have any active Development Consent Orders affecting heritage assets?

Q9. Ensure that the design quality of any new work enhances the historic environment (question not scored as pass or fail)

a) Do you have any examples of new works undertaken during the current reporting period (2023-25) that have enhanced your heritage assets or their settings?

b) Are you willing to share them as exemplars or case studies which we can publish?

Q10. Prepare biennial conservation reports (question not scored as pass or fail)

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



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

Q11. Records and archives

- a) How are your records relating to how you manage your estate held and archived?
- b) Does your organisation transfer relevant material over 20 years old to the National Archives (or another repository) when no longer required?

Q12. Climate change mitigation and adaptation (question not scored)

This question relates to how your organisation is responding to the challenges posed by climate change on the historic environment in two main areas:

- a) What action are you taking to reduce emissions, increase energy efficiency and sustainability? (climate change mitigation)
- b) How are you preparing your heritage assets to increase their resilience to the adverse effects of climate change to prevent or minimise damage? (climate change adaptation)

Figure 20 (following page): Built between 1924-32 to designs by Herbert Rowse and Arnold Thornley, the magnificent Grade II* India Buildings in Liverpool is now well established as a regional hub for over 4500 HMRC staff. The inner walls of the lightwells are faced in distinctive ‘Silver Sand’ bricks from the Ruabon Brickworks, specifically chosen by the architects to maximise natural light to internal spaces from the deep lightwells. [© HMRC / Sonia Jones]





4.2 The scores

Questions 1-11 are scored out of 10 except for those on enhancing the historic environment and on biennial reporting, which are scored out of five (9 and 10); the pass mark for compliance on the full questions (1-8 and 11) is half the possible mark, i.e. a pass scores six or above. Questions 9 and 10 are not noted as being passed or failed as they relate to areas that go beyond the compliance requirements of the *Protocol*; nonetheless a good score demonstrates a best-practice approach to the care of heritage assets.

Many questions have more than one part; the answers to each sub-question are not given equal weighting in the overall scoring, but the score given reflects the whole set of answers to all parts of the question and any subsequent clarification.

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

Scoring criteria

Table 2: Overall scoring criteria for Q1-8 and 11, scores out of 10 and noted as pass or fail

Score range	Criteria
10	Very strong response demonstrating excellent overall stewardship of heritage assets and exceeding the obligations of the relevant part of the Protocol (pass)
8-9	Strong or good response demonstrating good overall stewardship of heritage assets and meeting the obligations of the relevant part of the Protocol (pass)
6-7	Satisfactory response demonstrating a reasonable level of compliance with the relevant part of the Protocol (pass)
4-5	Poor response demonstrating some understanding of the relevant Protocol obligations but limited compliance (fail)
0-3	Very poor response demonstrating no awareness of or compliance with the Protocol (fail)

0-5: Fail 6-7: Satisfactory response 8-10: Strong or very strong response



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

Score range	Criteria
5	Strong response demonstrating excellent overall stewardship of heritage assets
3-4	Good or satisfactory response demonstrating effective overall stewardship of heritage assets
0-2	Poor or very poor response demonstrating ineffective management of heritage assets



Figure 21 (above): Forestry England have recently completed works to this early fifteenth-century tower house in Mildenhall Forest, part of Thetford Forest in East Anglia. The house was originally used by the Warrener (the grounds keeper responsible for breeding and managing rabbits). The recent repairs have secured its condition, and research by the Breckland Society and Friends of Thetford Forest has helped to develop our understanding of the ancient use of the land and its agricultural past. The [Mildenhall Forest Plan for 2024-34](#) allows for active monitoring of the landscape and the structures within it.
[© Forestry England]

Figure 22 (following page): The prehistoric flint mining site of Grime's Graves in Norfolk was reopened in 2024 following a project supported by the National Lottery Heritage Fund. Access to the open mineshaft was improved and imaginative new interpretation installed. As visitors descend, they are immersed in the lives of the Neolithic flint miners and their subterranean world by a new multi-sensory digital projection.
[© English Heritage Trust]





Table 4: How the contributing bodies fared in 2023-2025

Question	1	2	3	4	5	6	7	8	9	10	11	Total	Total or % if applicable
Driving & Vehicle Standards Authority	7	6	9	6	6	5	5	10	0	2	10	66	66
English Heritage Trust	9	10	9	8	9	8	9	7	5	3	10	87	87
Environment Agency	10	9	7	6	7	7	8	9	3	3	10	79	79
Foreign, Commonwealth & Development Office	10	9	9	10	10	N/A	N/A	9	4	2	10	73	91
Forestry England	10	10	10	9	10	10	9	9	5	5	10	97	97
Government Property Agency	7	7	6	8	8	N/A	8	8	4	2	10	68	76
Historic England	10	10	8	7	8	8	8	10	5	2	10	86	86
HM Revenue & Customs	9	7	7	6	5	N/A	N/A	10	3	2	10	59	74
Homes England	8	9	8	8	9	8	10	10	0	5	10	85	85
Maritime & Coastguard Agency	4	3	3	8	8	N/A	N/A	10	0	2	6	44	55
Ministry of Defence	8	9	7	8	7	5	5	7	5	3	10	74	74

0-5 Fail
 6-7 Satisfactory response
 8-10 Strong or very strong response



Question	1	2	3	4	5	6	7	8	9	10	11	Total	Total or % if applicable
Ministry of Justice (HM Courts & Tribunals Service)	7	6	4	4	5	6	7	7	0	1	10	57	57
Ministry of Justice (HM Prisons & Probation Service)	4	3	3	5	4	6	5	5	0	2	10	47	47
Mining Remediation Authority	8	9	7	9	8	N/A	10	10	0	2	10	73	81
National Highways	9	10	7	10	10	N/A	8	10	3	2	10	79	88
Network Rail	8	6	8	8	9	7	6	9	5	1	10	77	77
Royal Botanic Garden, Kew	10	10	9	9	10	N/A	N/A	9	5	3	10	75	94
The Royal Parks	10	10	8	10	10	N/A	N/A	10	5	5	10	78	98
UK Supreme Court	7	8	9	10	8	N/A	N/A	10	0	3	10	65	81
Average	8.16	7.95	7.26	7.84	7.95	7.00	7.54	8.89	2.74	2.63	9.79		78.58
No. of fails	2	2	3	2	3	2	3	1	N/A	N/A	0		

0-5 Fail
 6-7 Satisfactory response
 8-10 Strong or very strong response



4.3 What the answers tell us

There has been a well-sustained general improvement (see [Table 4](#) above and Figure 23 below), which shows also in the higher average score of 78% (73% in 2019-21; 72% in 2021-23). This appears to be driven by a better understanding of holdings, better surveys and oversight. It also shows in the much lower number of answers which could not be scored above the pass mark (eighteen, as against 28 in 2021-23, see [Figure 24](#) overleaf).

However, there is a discernible downward trend on some of the most important areas relating to accessing the right people to do the work, understanding significance, undertaking regular condition surveys and ensuring the recommendations feed into forward works plans.

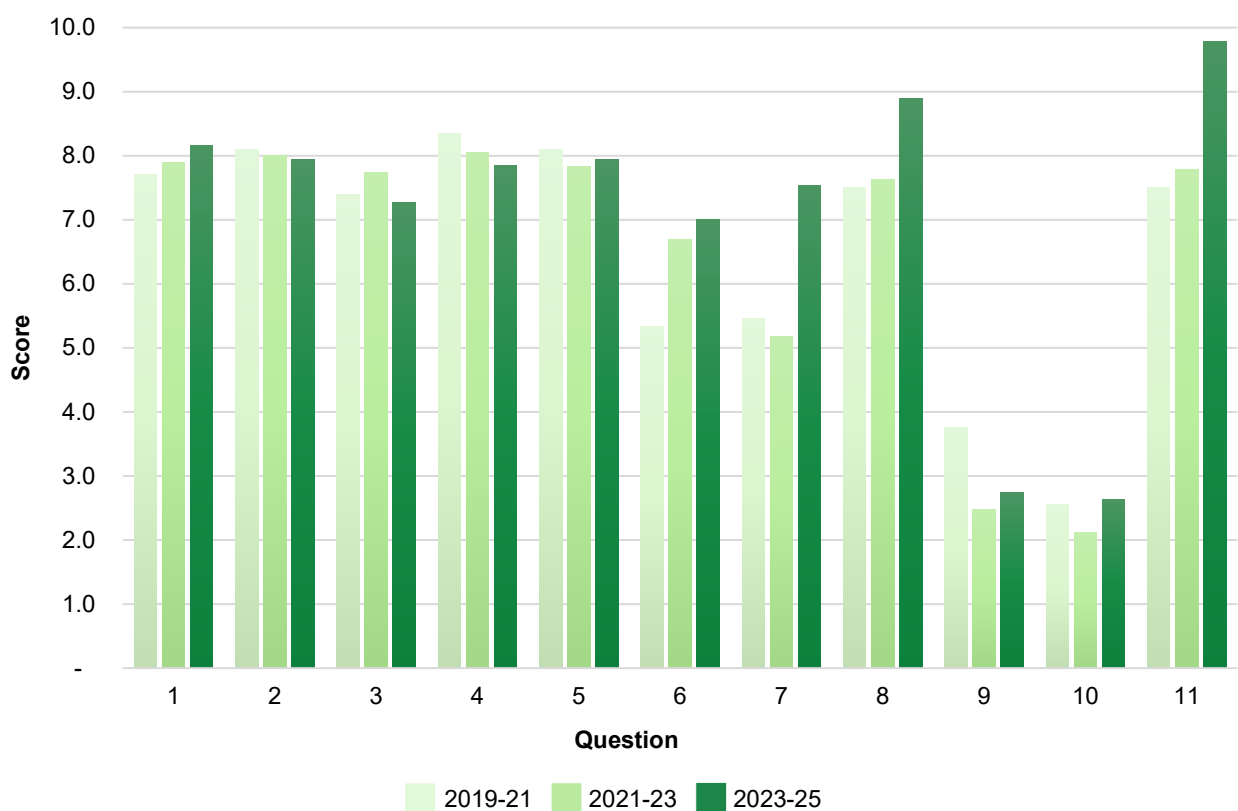


Figure 23: Graph showing the average scores for each question in 2023-25 as compared with the previous reporting periods of 2019-21 and 2021-23. Questions 9 and 10 are scored out of a total of five and are not marked as pass or fail.

The golden thread (Questions 1 to 3)

The first set of questions we call the ‘golden thread’ - those which prove that an organisation has a valid local focus on heritage, requires the right experience of its contractors and has the structures to acquire them, and thus makes sure that the significance of historic buildings or sites is taken into account in any proposals.



The scores graph (see [Figure 23](#)) shows a little improvement in the nomination, or identification, of Heritage Officers (Question 1), but not in the arrangements for contractors (Question 2), nor in the embedding of significance (Question 3). There is some indication that specialists in conservation are either not considered for framework contracts (see [Glossary](#)) or are employed at second hand, so that oversight might be less assured.

Some contributors, including Homes England, FCDO, Forestry England and Royal Botanic Gardens, Kew, have made clear progress on producing Conservation Management Plans or Conservation Statements (see [Heritage Management Tools](#) above and [Glossary](#) below), reflected in the improvement of scores in this area.

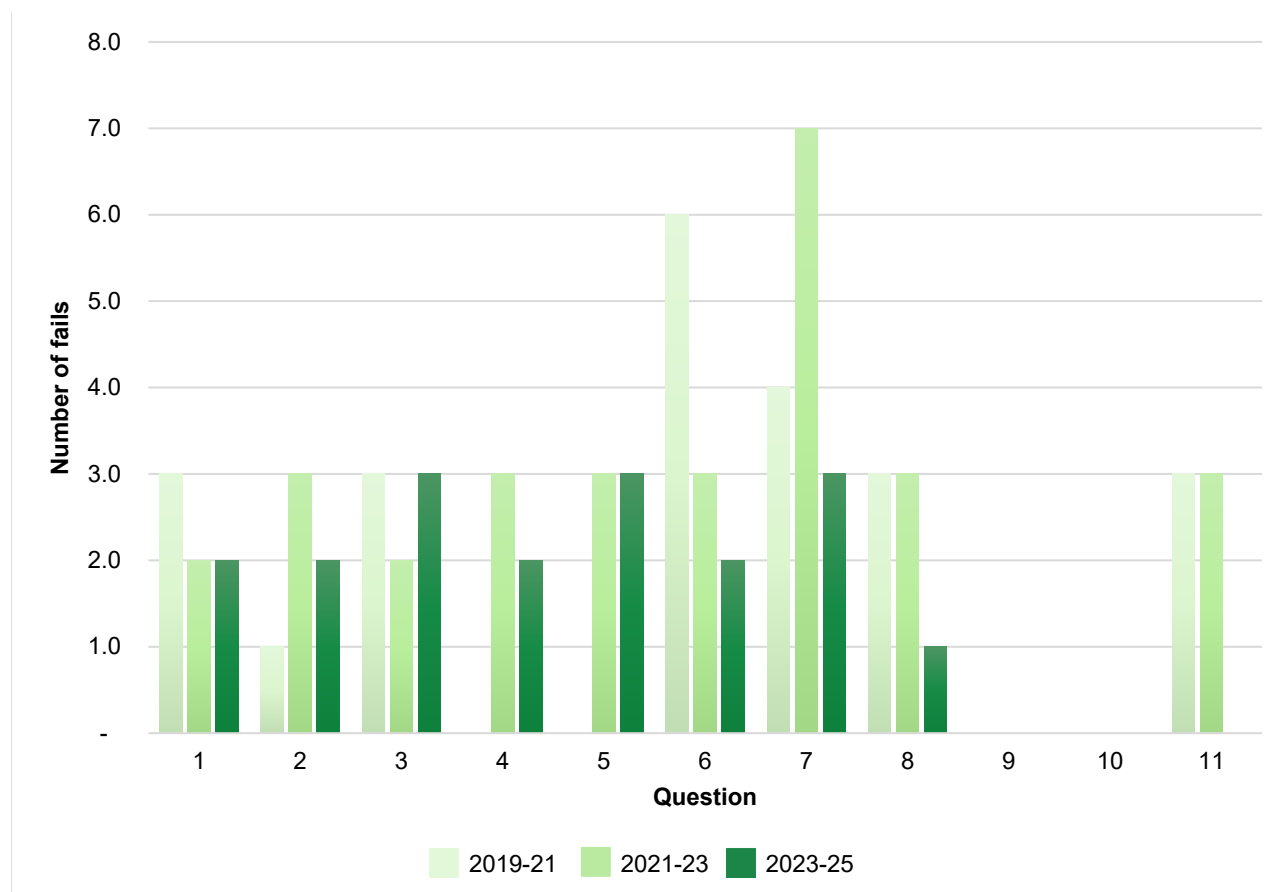


Figure 24: Graph showing the number of fails for each question as compared with the previous reporting periods of 2019-21 and 2021-23. Questions 9 and 10 are scored out of a total of five and are not marked as pass or fail.

The facts (Questions 8 and 11)

In this reporting period contributors did distinctly better in reporting what assets they hold and the planning activity around them, and also where and how they deposit the relevant records. These indicators help us to understand how well the historic estate is known and monitored on the ground. In extensive estates improving this knowledge base is a whole task in itself, but it is increasingly recognised as useful to each body, not just to us.



The Office of Government Property's InSite development (see [Government property – knowledge and control](#) above) is of a piece with this work and will feed off it. Question 8 also asks about applications, because we find that organisations which collect this information are usually more able to influence the outcome to benefit the heritage. Here the improvement was noticeable. The need to implement official advice on depositing records (as regards work on sites) may seem unrelated, but it is a requirement for public-sector organisations that can rightly be judged on how organised and accessible their archive is; this message seems now to have got across.

HMRC recognises the importance of its role as a custodian of nationally significant heritage assets and is committed to aligning its estate management practices with the principles set out in the Protocol for the Care of the Government Historic Estate. The establishment of a dedicated Heritage Lead, the development of new guidance and tools, and the strengthening of cross-team collaboration all signal a positive trajectory.

(HMRC Response to the Biennial Questions, 2025)

Condition (Questions 4 and 5)

Obviously, the condition of heritage assets is crucial to their usefulness and even their survival. Consequently, we pay particular attention to these questions that cover the regime for inspections and how, then, the need for action translates into cyclical maintenance plans. Averages for Question 4 (see [Figure 23](#)) show a slight fall, consistent with that in the last Report. Question 5 shows a slight recovery, suggesting that the recommendations in those surveys may have translated more consistently into forward work plans. Still, as before, there are several fails on these Questions (see [Figure 24](#)).

Hanging over these questions is the maintenance backlog (see [above](#)), not yet the subject of a direct question. If this problem applies to heritage stock (and it is surely not exempt), and if condition is being honestly assessed, the uncertainty about forward plans could reflect the enormity of the problem. In that case the doubts over these Questions may weigh more than the satisfaction of seeing better statistical information.

Risk and redundancy (Questions 6 and 7)

These Questions focus on problem sites, both those identified as 'at risk' (see [Annex 2](#)) and those that are vacant and perhaps earmarked for disposal, which can therefore be classed as 'vulnerable'. In the treatment of at-risk sites, the improvement of the last Report has continued in this one, signalling that while the *Protocol*'s requirement to have a



strategy for each site is a demanding one, there is a general awareness that having no strategy is a sure road to disaster.

The most dramatic improvement is in the approach to vacant or redundant sites, which are now largely recognised as needing frequent checks. There is still a sense that the care of these sites cannot be central to the work of the establishment, which is understandable, and consequently three contributors have failed this question, but this is many fewer than in previous reporting periods (see [Figure 24](#) above). Perhaps the mobility of government property is finally driving home the key message of the *Government Property Strategy* ('Smaller, Better, Greener' – see [above](#)), which recognises the need to act sustainably through the whole lifecycle of a property '*from procurement to construction to end of life*'.⁴¹

Enhancement and oversight (Questions 9 and 10)

In this category, there has been a modest revival in activity, as shown by a variety of projects illustrated in this Biennial Report. Enhancement of the environment (envisaged in the *Protocol* as referring, for example, to townscape improvements), has not proved so much of a casualty of austerity as we might have expected. And while we do not require full biennial conservation reports from contributors as we once did, these have been found useful by heritage managers as demonstrating their work within their own sphere.

Responses to climate change (Question 12)

We again asked contributors about what climate change response measures they are taking for their historic estates, both in terms of mitigation and adaptation (see [Climate Resilience](#) above). The answers were not scored, it being only the second time we have asked about these issues that are not yet reflected in the *Protocol* standards. However, seventeen contributors (77%) reported having adopted a climate change strategy, plan or set of corporate policies.⁴² The more detailed answers reflect the progress many have made over this reporting period on decarbonising their estates and increasing climate resilience.

Figure 25 (following page): In late 2023, the Historical Railway Estate (part of National Highways) completed a programme of works to the parapets of the Pensford Viaduct in Somerset. Opened in 1873, the long-redundant 95ft high Grade II listed railway viaduct crosses the Chew Valley and is an important landmark in the landscape. Although it no longer forms part of any public routes, its condition and stability at high level were of increasing concern. Instead of using scaffolding, a specially designed scaffolding rig (pictured here) moved along the tracks to provide access for the repointing and stabilisation works, which were carried out using traditional lime mortar. [© Historical Railway Estate]

⁴¹ *Government Property Strategy 2022-2030*: www.gov.uk/government/publications/government-property-strategy-2022-2030

⁴² A list of published climate change plans and strategies (dates of publication and weblinks) by contributors to this Report is provided in [Annex 4](#) below.





Mitigation (reducing carbon emissions)

Some non-departmental public bodies have set ambitious targets for reaching net zero (for example Environment Agency and Royal Botanic Gardens Kew by 2030 and Forestry England, Historic England and HMRC by 2040), however most contributors follow the government's target for UK net zero by 2050. Several have also set interim targets for reducing scope 1 (direct emissions that an organisation owns or controls) and Scope 2 (indirect emissions from purchased energy) emissions.⁴³ While only four contributors (18%) have published detailed decarbonisation or carbon reduction plans for their estates,⁴⁴ a further eight reported that such plans are in progress (in total amounting to 55% of report contributors).

The [Greening Government Commitments Report](#) for the 2021-24 period (published 2025) states that the overall emissions for the wider estate have been reduced by 41% compared to the baseline, with eleven departments (including MoD and HMRC) having already met or exceeded their individual overall emissions reduction targets for 2025 by the 2023-4 period.⁴⁵

The GPA reported that, as part of their Net Zero Programme, £19.8m has so far been invested in 62 projects delivering carbon savings of over 1,200 tCO₂e. The Royal Parks reported a reduction in scope 1 emissions (down from 67% of their total carbon footprint in 22/23 to 42% in 24/25) following various decarbonisation initiatives.

Adaptation (managing the effects of climate change)

Assessing climate change risk and adaptation planning for climate resilience remains relatively new ground for many contributors; however, it is noteworthy that climate change is increasingly becoming recognised on corporate risk registers. There is also a clear indication that climate resilience is being meaningfully incorporated into the scope of major projects (as shown by the many examples illustrated across this Biennial Report).

Only four (18%) of contributors have reported carrying out a detailed climate change risk assessment, with a further nine (41%) in progress. Only one contributor has reported on producing a detailed climate change adaptation plan in response to the threats identified, with a further eight (36%) reported as being in progress. The Royal Botanic Gardens, Kew have undertaken a climate change adaptation study including an adaptation assessment

⁴³ English Heritage Trust and Forestry England target scope 1 and 2 net zero by 2035, National Highways scope 1 by 2030 & scope 2 by 2040, Government Property Agency 50% reduction in scopes 1 and 2 by 2032, Homes England scope 1 by 2030.

⁴⁴ See FCDO [Carbon Reduction Plan](#) (2025); Forestry England [Net Zero Strategy](#) (2025); Historic England [Carbon Reduction Plan](#) (2022); Ministry of Justice [Net Zero Carbon Strategy](#) (2024)

⁴⁵ DEFRA, [Greening Government Commitments Report for April 2021 to March 2024](#):

www.gov.uk/government/publications/greening-government-commitments-april-2021-to-march-2024-report



Figure 26: The coastline teems with the signs of past activity. Here we see archaeological remains of the mid-nineteenth century and earlier salt making industry of canals, mounds, embankments, pans, ponds and boiler houses within the Hurst Spit to Lymington flood and coastal risk management Strategy Study Area in Hampshire. In response to predicted sea-level rises and increased storm events, the Environment Agency has recently purchased over 160 hectares of land around the village of Keyhaven, a key location for enabling the creation of new coastal habitats and grazing marshes. The Environment Agency is working with New Forest District Council, Hampshire County Council, Natural England, Historic England and other stakeholders to develop sustainable options for the coastline that encompass heritage assets and how they might be protected and/or recorded. [© Environment Agency / Ed Wilson]



and risk register, and Historic Royal Palaces have built on their comprehensive estate-wide climate change risk assessment carried out in 2022, identifying additional investigations needed in high-risk areas.

This slow overall progress is also reflected in the [Greening Government Commitments Report](#) for the 2021-24 period (published 2025), which states that only seven government departments have so far produced a climate change risk assessment and adaptation plan (of the departments contributing to this report this was only MoJ), although 16 have included a summary of their adaptation strategies in their annual report (including FCDO, MoD and MoJ).⁴⁶

Six arm's-length bodies who contribute to this report have published climate change adaptation reports during the 2023-2025 reporting period (as required by government under the Adaptation Reporting Power - see above under [Climate Resilience](#)). Reports produced by the English Heritage Trust and Historic England (jointly) and the Environment Agency all clearly recognise risks to heritage and recommendations for how sites could be adapted to increase resilience.⁴⁷ Reports produced by Forestry England, National Highways and Network Rail tend to focus more on challenges posed by climate change to their main operational responsibilities.⁴⁸

Figure 27 (following page): The major restoration project of Upminster Barn, a fifteenth-century tithe barn, was made possible with funding from National Highways through the Lower Thames Crossing Designated Fund together with the London Borough of Havering and Historic England (who also provided expert advice). One of the oldest and largest thatched buildings in London, its historic timber frame has been repaired and its roof re-thatched with 30 tonnes of water reed. New safety features including lighting, fire alarms and lightning protection have also been installed. This work has secured its future and enabled the building to be removed from the national Heritage at Risk Register. [© Historic England]

⁴⁶ Ibid.

⁴⁷ English Heritage Trust and Historic England [Climate Change Adaptation Report](#) (2024); Environment Agency [Climate Resilience for a Better Environment](#) (2025).

⁴⁸ Forestry England [Climate Adaptation Reporting Fourth Round](#) (2025); National Highways [Climate Change and the Strategic Road Network](#) (2024); Network Rail [Fourth Adaptation Report](#) (2024)





5. Conclusions

In this two-year period there was a better quality of response to the [Biennial Questions](#), reflecting a greater awareness of the need for the significance of historic sites to be respected in the work of those bodies that use them or look after them in the course of their work. These bodies typically know better what they have and how the significance of historic sites can be conserved or changed. Central government is making strides to master the huge volume of information on its built estate.

At the same time there have been fewer disposals – despite settled government policy to slim down the estate – and a concerning shortfall in maintenance, both of those sites still in active use and those that might eventually pass out of government hands. The rising number of assets at immediate risk (see [Annex 2](#)) shows how seldom departments and others have the funds to conserve what the country values for its intrinsic worth, and the ongoing issue of the lack of specialist heritage skills remains concerning.

As the Strategic Asset Review progresses in a bid to find £1 billion in efficiency savings, the focus on potential disposals will be greater than ever. Where candidates for disposal are heritage assets, the importance of understanding their significance, scope for change and the true costs of necessary repairs should underpin any valuation process. This is important to realise the social and public value and ensure that developers have a realistic expectation of a site's potential. Historic England can offer support through this process, including assisting with production of development briefs that set clear parameters for expectations on all sides.

Deterioration due to a lack of maintenance, now a widely accepted key issue highlighted by the *Maintaining Public Facilities* report by the National Audit Office (see [Maintenance backlog](#) above), is not only an existential threat to heritage assets; it is also dangerous in the face of accelerating climate change and undermines the action being taken to build climate resilience (see [above](#)).

The Government Historic Estates Unit, alongside other teams within Historic England, will continue to offer support to those responsible for the often-challenging task of caring for the government historic estate. We will endeavour to build on and strengthen relationships to encourage an open dialogue and provide advice where it can add most value.



Annex 1: Heritage assets by type

Table 5: Heritage assets managed by Biennial Report contributors broken down by asset type. The figures were supplied in 2025 from the bodies themselves. While every effort has been made to check the data, in some cases full verification has not been possible. See also [Contributors to the Biennial Report](#) above.

Organisation	Listed Buildings	Scheduled Monuments	Registered Parks and Gardens	Registered Battlefields	Protected Wrecks	Total
Driver & Vehicle Standards Agency	0	1	0	0	0	1
English Heritage Trust	661	552	54	3	0	1270
Environment Agency	75	83	49	4	0	211
Foreign, Commonwealth and Development Office	6	0	0	0	0	6
Forestry England	98	754	29	0	0	881
Government Property Agency ⁴⁹	21	0	0	0	0	21
Historic England	20	1	0	0	0	21
<i>Historic Royal Palaces (voluntary)</i>	39	4	1	0	0	44
HM Revenue and Customs	3	0	0	0	0	3
Homes England	54	20	4	3	0	81
Maritime and Coastguard Agency	2	0	0	0	0	2
Mining Remediation Authority	2	1	0	0	0	3
Ministry of Defence	692	792	7	7	17	1515
Ministry of Justice (HM Courts and Tribunals Service)	44	4	0	0	0	48
Ministry of Justice (HM Prisons and Probation Service)	139	0	1	0	0	140
National Highways	282	80	51	2	0	415

⁴⁹ This figure does not include the Grade I listed King Charles Street building despite it being part of the GPA portfolio, as it is listed under the FCDO who still occupy the building and report directly on it alongside their wider historic estate.



Organisation	Listed Buildings	Scheduled Monuments	Registered Parks and Gardens	Registered Battlefields	Protected Wrecks	Total
National Highways (Historical Railway Estate)	39	0	0	0	0	39
Network Rail	1320	173	1	0	0	1494
<i>Parliamentary Estate (voluntary)</i>	22	1	0	0	0	23
Royal Botanic Gardens Kew [6]	49	0	2	0	0	51
<i>The Royal Household (voluntary)</i>	86	2	3	0	0	91
The Royal Parks	189	4	10	0	0	203
UK Supreme Court	1	0	0	0	0	1
Total	3844	2472	212	19	17	6,564



Figure 28: The Kensington Palace Orangery in London reopened in 2024 with terrace repairs forming the final phase of an extensive building project to repair the building and bring it back into use as a restaurant. The stone was repaired, repointed and cleaned with some limited replacement before works to the ramp's iron rails and new handrails to the central steps were fitted. [© Historic Royal Palaces]



Annex 2: Heritage at risk on the government historic estate

While many heritage assets across the government historic estate remain in active use, some are more problematic and vulnerable, particularly those that have lost their original function. These sites may end up ‘at risk’, requiring complex solutions, significant investment and strong partnership working over several years. Finding the resources to meet the challenge can be challenging in itself. The maintenance backlog (see [above](#)) is a further hurdle to those already identified as at risk.

Government heritage assets at risk

The annexed table of heritage assets at risk (see [Table 6](#) on p.65) contains 99 assets of a variety of designation types (see Figure 29 below); this total has remained broadly consistent over the last three reporting periods. The list draws on information shared by the contributors represented in this report, together with data from the national Heritage at Risk (HAR) Register and other historical information. Whilst there is a considerable overlap between these sources, the list cannot be regarded as a comprehensive survey of the condition of the government historic estate, due to incomplete data.

It also includes some Grade II listed buildings outside of London, which do not feature on the national HAR Register unless part of another listing (for example in a registered park and garden); for these a description is provided in the table instead of a designation entry number and weblink to the national HAR Register (as is provided for the other entries).

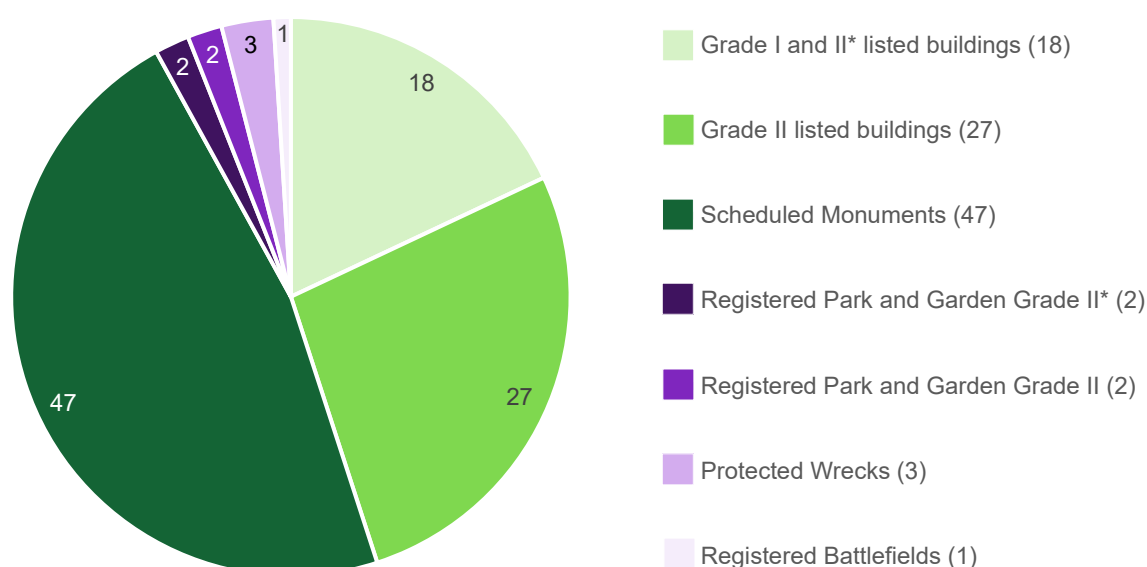


Figure 29: Government heritage assets at risk, broken down by the type of statutory designation



Removals and additions

Five sites have come off the list of government heritage assets at risk in this reporting period, each from a different contributing body (including Denmark Hill Station, see [Figure 33](#) on page 62). Two sites were simply transferred to another owner, taking them off this list but not necessarily resolving the issues. Six heritage assets were added during the period due to physical deterioration or continued vacancy, five of which are Grade II listed buildings outside London including several within Hewell Grange Park (see [above](#)).

As we are starting to better understand the scale of the [maintenance backlog](#), it is highly likely that there are more government heritage assets at risk than are identified here.

Chronic risk

The list of government heritage assets at risk in [Table 6](#) includes at least 27 assets that have been on the list for twenty years or more; these include Hewell Grange (see [p.7](#) and [p.8](#)), Feltham House (see [p.20](#)), Tregantle Fort (see [p.59](#)) and Baguley Hall (see [p.63](#)).

Clearly, this kind of risk could be described as chronic: not just of long continuance, but arising from a deep-seated cause that resists an easy cure. The reasons could include the asset's location; the obsolescence of its original function; a lack of operational relevance; or simply a lack of focus on the problem. While the restrictions of location may seem the most obvious, chronic risk can arise in the heart of the city as much as on a windswept upland. Few of these assets are receiving the care they need. In such cases the decay has often advanced to a point where a major conservation deficit (see [Glossary](#)) becomes a barrier to any form of action, due to exorbitant costs.

The [Government Property Strategy](#) urges those responsible to consider the whole lifecycle of the property;⁵⁰ this anticipates that such property needs to maintain not only its social and public value, but also its functional value against a time when it might be appraised for disposal. These aspirations could be as important in the negotiations around a site's future as the normal pressure on all departments (and thus all arm's-length bodies) to spend only where there is an immediate benefit, and realise maximum returns at sale.

Strategies

The *Protocol* (see [Introduction](#)) requires a strategy for each at-risk asset. This is a demanding requirement that few contributors find easy to meet. At-risk assets may be vulnerable because of their location, for example where they are situated 'behind the wire' for operational reasons or embedded within a large, complex site. Their condition is often deteriorating before risk is identified. Where a strategy does exist for a site, it is recorded within the description or reflected in the priority category.

⁵⁰ *Government Property Strategy 2022-2030*: www.gov.uk/government/publications/government-property-strategy-2022-2030

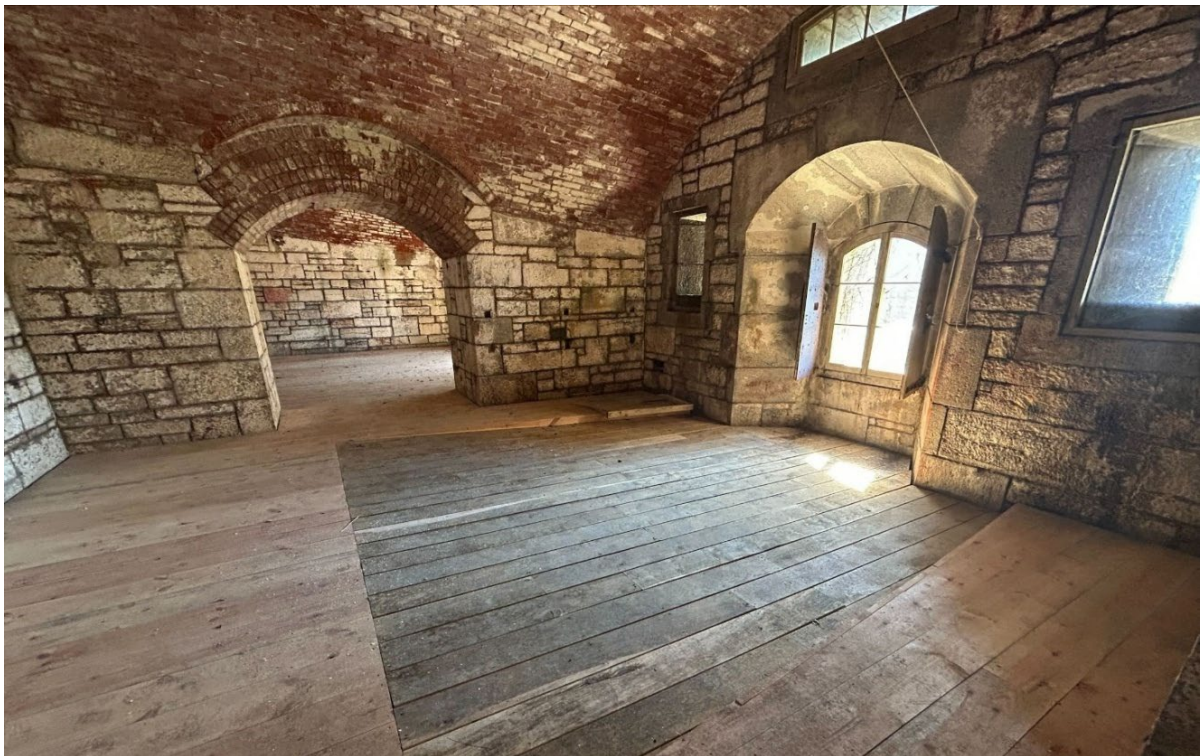


Figure 30a and b: Known as one of ‘Palmerston’s Follies’, Tregantle Fort, a long-standing feature of the national Heritage at Risk Register, is the most westerly fort in a chain of more than 20 forts and batteries around Plymouth built in response to the Napoleonic threat of 1859. The condition of the historic timber floor posed a risk to those entering the building for inspections and maintenance (top image). Following a detailed survey, the original floor was carefully repaired (bottom image) and, in some rooms, creatively adapted to allow rare greater horseshoe bats access to the voids beneath the floor. [© Crown copyright]



Sites in multiple ownership

Some scheduled sites, especially linear monuments, may be in several parts and their ownership split with varying condition and degrees of risk. In such cases we aim to identify only the body responsible for the at-risk element within their ownership. However, there is one case where more than one body is named as the responsibility for the asset is shared.

The Data

Heritage assets listed in [Table 6](#), whether listed or scheduled, have their 'condition' and 'priority category' (relating to the relative urgency for action to prevent further deterioration) identified in accordance with the [national HAR methodology](#).⁵¹ Priority categories range from 'A' to 'F', with 'A' being the highest priority for a site that is declining or deteriorating rapidly with no action or solution agreed to secure its future and 'F' being the lowest priority where a scheme is in progress; these categories broadly compare for standing buildings and area-based sites (scheduled archaeological sites, registered parks/gardens and protected wreck sites). The terminology for assessing condition differs for standing buildings and area-based sites, however for the purposes of this report we have summarised this information together. Detailed information about individual sites is available in [Table 6](#).

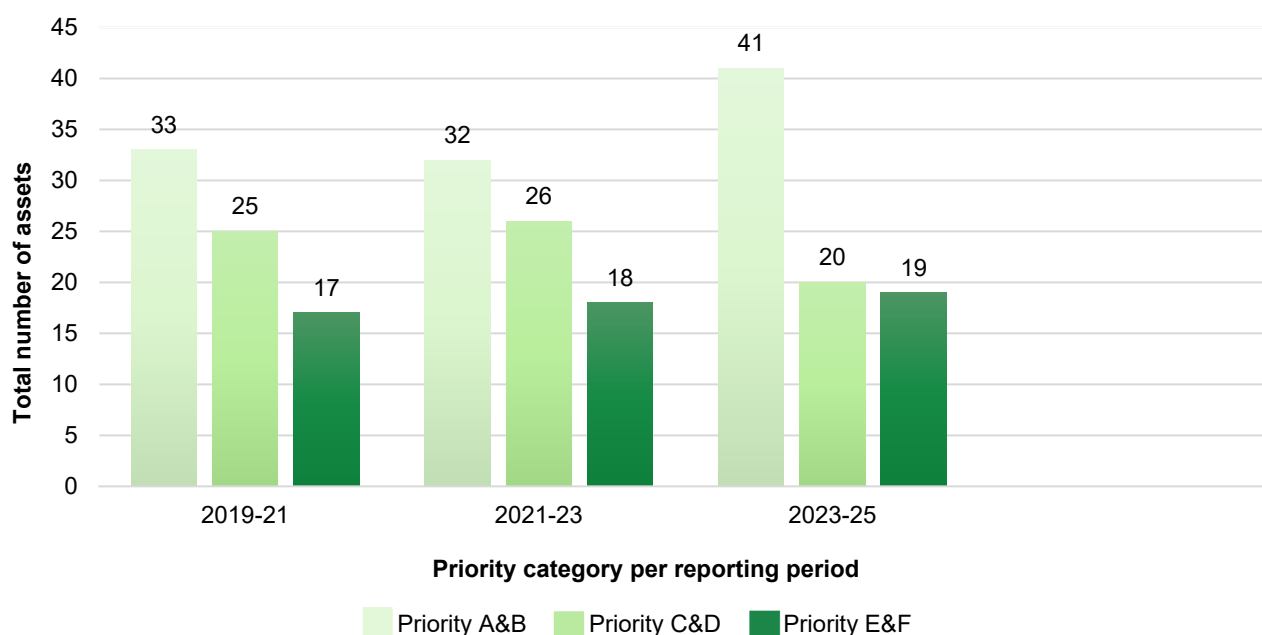


Figure 31: At-risk heritage assets by priority categories. Priority is assessed on a scale of A to F; 'A' is the highest priority for a site that is declining/deteriorating rapidly with no action/solution agreed to secure its future and 'F' is the lowest priority where a scheme is in progress. These categories are identified in line with the [national HAR Register methodology](#).

⁵¹ Historic England, key terms and abbreviations used in the national Heritage at Risk Register explained: www.historicengland.org.uk/listing/heritage-at-risk/search-register/key-to-terms-and-abbreviations



Analysis and trends

The snapshot of heritage assets at risk is deeply concerning:

- 41 assets (52% of the government assets identified on the national HAR Register in [Table 6](#)) are at immediate risk of further rapid deterioration or loss of fabric (priority categories A and B). This is a 10% increase from previous reporting periods (see Figure 31). Some of these are new entries and some have declined after a period of sitting in the middle categories (C and D).
- 20 assets (25% of the government assets identified on the national HAR Register in [Table 6](#)) are in the worst categories in terms of their condition ('very bad' or 'having extensive significant problems', see Figure 32).
- There is a steady rise in the number of at-risk buildings in 'poor' condition, linked to a steady decline in those in 'fair' condition (see Figure 32).

Of the 27 heritage assets identified as being on the list for twenty years or more (see [Chronic risk](#) above), 60% have declined in condition over the intervening twenty-year period. The condition of these persistent at-risk sites is also troubling with over a third being at the greatest risk (in the highest priority categories, A and B).

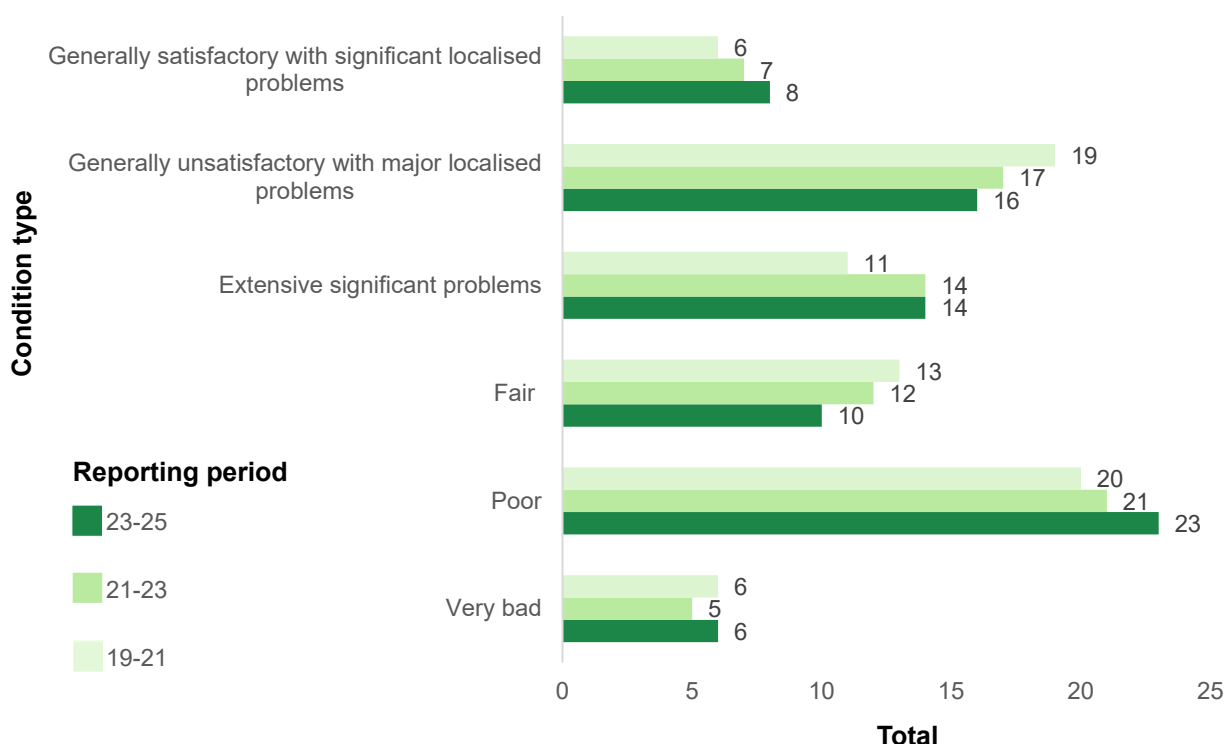


Figure 32: Government at-risk heritage assets by condition, as recorded over the last three reporting periods. 'Very bad' (standing buildings) and 'extensive significant problems' (area-based sites) are the worst categories within the range. These categories are identified in line with the [national HAR Register methodology](#).



However, some contributors are making considerable efforts to tackle problems on at-risk sites and implement repair schemes; 22% of the sites on this list are under repair in some form (listed under priority categories E and F), consistent with the previous two reporting periods. This reflects a general degree of 'good intentions' to tackle issues affecting assets that can be more easily repaired and repurposed but often the insufficient resources that are available to complete the task. There is also a small but steady reduction in assets that are experiencing slow decay but that may have an agreed solution that has not yet been implemented (listed under priority categories C and D).

In other good news: some of the at-risk Ministry of Defence sites at HM Devonport and Portsmouth Naval Bases have improved their registered condition and priority status, reflecting the benefits of an implemented strategy. The condition of both Lydney Harbour (see [Figure 3](#) on p.5) and Baguley Hall (see [Figure 34](#) overleaf) have also improved thanks to continuing long-term work to secure their futures.



Figure 33: The Grade II listed Victorian station at Denmark Hill, London has been extensively repaired, with a new entrance on Windsor Walk supported by The Railway Heritage Trust. Works included the rebuilding of the listed wall to its original design and gates, and the introduction of a photovoltaic film to the roof to generate renewable energy. The station was removed from the national Heritage at Risk Register in 2024. [© Network Rail]



Figure 34: Baguley Hall on the outskirts of Manchester is one of the great timber-framed buildings of Northern England and a long-standing feature of the national Heritage at Risk Register. Its hall, shown here, probably dates from the end of the fourteenth century. Historic England undertook some repairs in 2022-23 (see the [Biennial Report for 2021-23](#)). Following a comprehensive bidding process, in 2025 Heritage Trust North West (HTNW) was selected to take on the ownership of the Grade I listed building. Alongside their design team, they are in the process of working with local communities to develop future uses, including plans for public access. These are due to be submitted for pre-application advice later this year, with HTNW planning to start a limited event programme to allow the public to start enjoying this fabulous building as soon as possible. [© Historic England]



The benefits of proactive work

It is imperative that the large and growing proportion of designated heritage assets (see [Glossary](#)) in the worst condition are addressed. In advance of the next reporting period, the Government Historic Estates Unit (GHEU) will work with contributors to better understand the reasons behind these figures, consider potential solutions and share progress as part of the next Biennial Report. The benefits of proactive work are clear, and all contributors are encouraged to consider how to implement this on their own sites as part of the Biennial reporting process.

List of government heritage assets at risk

Specific government heritage assets categorised as being 'at risk' are listed in [Table 6](#) on the following pages. You can find the list for each contributing body by clicking on the links below:

[Department for Transport](#)

[English Heritage Trust](#)

[Environment Agency](#)

[Forestry England](#)

[Historic England](#)

[Homes England](#)

[Ministry of Defence](#)

[Ministry of Justice \(HM Courts and Tribunals Service\)](#)

[Ministry of Justice \(HM Prisons and Probation Service\)](#)

[Network Rail](#)

[Royal Household](#)



Table 6: Heritage assets at risk on the government historic estate in the 2023-25 period. Each HAR entry includes a weblink to the national HAR Register entry or, for Grade II listed buildings outside of London, descriptions are provided. If the weblink does not work it is possible that the asset has since been removed from the national HAR Register.

Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
The Department of Transport						
Devon						
Officers' quarters, Agaton Fort, Plymouth	1002613	Scheduled Monument	Fair	C	1997	47806
English Heritage Trust						
Durham						
Derwentcote steel cementation furnace, iron finery forge and drift coal mine	1015522	Scheduled Monument	Generally unsatisfactory with major localised problems	F (previously D)	2008	29956
Hampshire						
Hurst Castle and Lighthouse, Milford-on-Sea (see Figure 16 on p.29)	1015699	Scheduled Monument	Poor	A	2023	4364945



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Kent						
The north entrance, north-centre bastion and adjoining detached bastion on the Western Heights, Dover	1020298	Scheduled Monument	Poor	C	1997	46690
Environment Agency						
Cambridgeshire						
Long Barrow at South Fen, 180m south east of Between Ditches Drove	1009994	Scheduled Monument	Extensive significant problems	A	Pre 2009	26797
Long barrow at South Fen, 90m south west of the west end of Rymanmoor Long Turning	1019988	Scheduled Monument	Extensive significant problems	A	Pre 2009	27363
Gloucestershire						
Lydney Harbour and Docks, Severn Estuary (see Figure 3 on p.5)	1002079	Scheduled Monument	Poor	C	Pre 2000	48485
Hertfordshire						



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Panshanger	1000916	Registered Park and Garden: Grade II*	Generally satisfactory but with significant localised problems	F	2017	24828
Kent						
Dymchurch Redoubt, Hythe Ranges, Hythe	1017352	Scheduled Monument	Poor	E	Pre 2000	48657
Somerset						
Prehistoric timber trackways, 670 metres SSE of Parchey Bridge	1014430	Scheduled Monument	Unknown	A	Pre 2009	45615
Forestry England						
Cheshire						
Glassworking remains in Glazier's Hollow, 330 metres south of Kingswood Cottage	1020705	Scheduled Monument	Generally unsatisfactory with major localised problems	B	2008	32510
Cumbria						



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Prehistoric enclosure, field system and cairnfield, and medieval and early postmedieval settlements and field systems 600m SSW of Blacklyne House	1016089	Scheduled Monument	Extensive significant problems	F	2008	45127
Gloucestershire						
Offa's Dyke: section in Caswell Wood, 280 metres west of Beeches Farm	1020601	Scheduled Monument	Generally satisfactory but with significant localised problems	B	2008	33514
Offa's Dyke: section in Passage Grove, 660 metres west of Sheepcot	1020603	Scheduled Monument	Generally satisfactory but with significant localised problems	B	2008	35867
Offa's Dyke: section in Worgan's Wood, 800 metres west of Chase Farm	1020605	Scheduled Monument	Generally satisfactory but with significant localised problems	F	2008	41648



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Offa's Dyke: section in Lippets Grove, 680 metres WSW of Beeches Farm, Tidenham - Forest of Dean	1020602	Scheduled Monument	Generally satisfactory but with significant localised problems	E	2008	33515
Hampshire						
Castle Hill, Chilworth	1001885	Scheduled Monument	Generally satisfactory but with significant localised problems	A (previously B)	2009	27921
Isle of Wight						
Bouldnor Battery, Shalfleet, Isle of Wight	1010011	Scheduled Monument	Very bad	C	2013	407984
North Yorkshire						
Mount Misery Farmhouse, Estell Lane	1168024	Listed Building: Grade II (outside London)	Unknown	Unknown	1999	Late-eighteenth century farmhouse. A detailed survey and Conservation Management Plan have been produced, setting out the works that are needed to bring the building back into a good state of repair. The gable



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
						end of the barn has recently collapsed and will require like-for-like repair.
Northumberland						
Bran's Walls Romano-British enclosed settlements, 400m SSE of Kielder Head, Kielder	1009670	Scheduled Monument	Extensive significant problems	B (previously D)	2020	30120
Cross dyke, south of Campville, Harbottle	1011396	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	28313
Round cairn, 220m north of Tom's Crag, Greystead	1010040	Scheduled Monument	Generally unsatisfactory with major localised problems	B	2020	31683
Two cairn cemeteries west of Willie Law	1006451	Scheduled Monument	Extensive significant problems	B	2008	27525



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Kershope Castle, Kielder	1018956	Scheduled Monument	Extensive significant problems	B (previously D)	2000	28236
Romano-British enclosed settlement, 720m north east of Catcleugh, Kielder	1009669	Scheduled Monument	Generally unsatisfactory with major localised problems	B	2002	30004
South Yorkshire						
Iron Age and Roman quern workings on Wharncliffe Rocks	1004802	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	43806
Staffordshire						
Multivallate hillfort at Bury Bank, Stone Rural, Stafford	1008548	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2004	41981
Tyne and Wear						



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Gibside Hall, Rowlands Gill, Whickham	1017224	Scheduled Monument	Very bad	B	Pre-1999	48161
Wiltshire						
Hare Warren Control Station, Wilton	1417594	Scheduled Monument	Generally unsatisfactory with major localised problems	B	2021	410006
Historic England						
Greater Manchester						
Baguley Hall, Hall Lane, Manchester (see Figure 34)	1291962	Listed Building: Grade I	Poor	C (previously E)	1997	46504
Hampshire						
Fort Cumberland, Eastney, Portsmouth	1015700	Scheduled Monument / Listed building: Grade II*	Poor	C	1996	46658
Shropshire						



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Shrewsbury Flaxmill Maltings: Apprentice House, Shrewsbury	1254855	Listed Building: Grade II*	Poor	D	2005	49425
Shrewsbury Flaxmill Maltings: Cross Building, Shrewsbury	1428700	Listed Building: Grade I	Poor	B	1997	1644308
Shrewsbury Flaxmill Maltings: Flax Warehouse, Shrewsbury	1428731	Listed Building: Grade I	Poor	B	2005	1643810
Shrewsbury Flaxmill Maltings: Stove and Dye House, Shrewsbury	1270566	Listed Building: Grade II*	Poor	B	2005	49427
Homes England						
Kent						
No 8. Machine Shop, Dock Head Road, Chatham Dockyard	1267822	Listed Building: Grade II*	Poor	C	Pre-2001	48756
Lancashire						
Church of St John in Grounds of Whittingham Hospital, Whittingham Lane	1165188	Listed Building: Grade II (outside London)	Unknown	Unknown	2011	Built in 1875, this served as the church for Whittingham Mental Hospital that closed in 1995. Severely damaged due to neglect, theft and vandalism prior to its transfer to Homes England in 2005,



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
						development has commenced on the wider site. Works to repair the building are underway.
Nottinghamshire						
Regional Seat of Government, Government Buildings, Chalfont Drive	1390526	Listed Building: Grade II (outside London)	Unknown	Unknown	2007	An early 1950s War Room, extended c.1963 in the grounds of the former Land Registry office site, which is in the course of disposal. The bunker is in poor condition with no operable mains electricity. Asbestos removal was completed in early 2021 and proposals for conversion into a community hub as part of a wider residential redevelopment were approved in 2025.
Tyne and Wear						
Site of the Battle of Newburn Ford 1640	1000025	Historic Battlefield	Generally satisfactory but with significant localised problems	B	2009	24542
Ministry of Defence						



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Berkshire						
Former Infirmary Stables, Arborfield Garrison, Arborfield	1006949	Scheduled Monument	Fair	E	1998	47822
Buckinghamshire						
Halton House landscape, RAF Halton	1000601	Registered Park and Garden: Grade II	Extensive significant problems	A (previously D)	1999	26108
Cornwall						
Scraesdon Fort, Antony Training Area	1004347	Scheduled Monument / Listed building: Grade II	Poor	C	1999	48361
Tregantle Fort, Antony Training Area (see Figures 30a and b on p.59)	1004346	Scheduled Monument / Listed building: Grade II	Fair	C	1997	47813
Devon						
South Saw Mills, South Yard, HM Naval Base, Devenpot, Plymouth	1388413	Listed Building: Grade II*	Poor	E	1994	47828



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
South Smithery, South Yard, HM Naval Base, Devonport, Plymouth	1392692	Listed Building: Grade II*	Very bad	A	1994	49704
Fort Bovisand, (Joint Service Sub Aqua Diving Centre, JSSADC)	1002584	Scheduled Monument	Poor	D	2009	409228
Watch House battery and ditch, Staddon Heights	1002585	Scheduled Monument	Very bad	A	2009	408111
Dorset						
Bindon Hill camp, Lulworth Gunnery School	1002705	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	35205
Flower's Barrow: a small multivallate hillfort and associated outwork on Rings Hill	1008141	Scheduled Monument	Extensive significant problems	A	2008	41680
Two barrows known as 'Water Barrows' 650 metres WNW of Whiteway Farm: part of a round	1008144	Scheduled Monument	Extensive significant problems	A	2008	39446



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
barrow cemetery to the south east of East Lulworth						
Essex						
Environmental Test Centre Foulness: Bakehouse/Brewhouse at Quay Farm, Monkton Barns	1147739	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Bakehouse/Brewery of c.1811 associated with the site of Quay Farmhouse (Monkton Barns). The range is in poor condition, vacant and located on a MoD firing range (so is unsuitable for permanent occupation).
Environmental Test Centre Foulness: Barn Approximately 60 metres south east of Ridgemarksh Farmhouse, Court end	1308397	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Timber-framed barn c.1700 adjacent to Ridgemarksh Farmhouse. Located on a MoD firing range, the barn is used for storage.
Environmental Test Centre Foulness: Quay Farmhouse (or Monkton Barns), The Quay	1112641	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Farmhouse of c.1811. Derelict, vacant and on a MoD firing range (so unsuitable for permanent occupation).
Environmental Test Centre Foulness: Ridgemarksh Farmhouse, Court End, Courtsend	1112640	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Farmhouse of c.1700. Derelict and on a MoD firing range (so unsuitable for permanent occupation). Roof repairs are still needed. The local MoD



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
						conservation group has recorded the farmhouse in detail and is looking at options for re-use.
Environmental Test Centre Foulness: The George and Dragon Public House	1112635	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Seventeenth century former public house, now vacant. Re-opening as a public house is unlikely because of its location within a military area.
Suttons Manor House, Suttons Road, South Shoebury	1306855	Listed Building: Grade II*	Poor	A	1999	48360
The <i>London</i> , The Nore, Thames Estuary	1000088	Protected wreck site	Extensive significant problems	E	2008	24507
Greater London						
Feltham House, Elmwood Avenue, Feltham, LB Hounslow (see text box on p.20)	1189466	Listed Building: Grade II (London)	Very bad	A	1994	331060
The Rotunda, Green Hill, Woolwich Common LB Greenwich	1078987	Listed Building: Grade II*	Very bad	A	2005	49644



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Repository Woods, Woolwich, LB Greenwich	1001717	Registered Park / Garden: Grade II	Generally unsatisfactory with major localised problems	A	2023	26161
Hampshire						
Fort Elson, RNAD, Military Road, Gosport	1001841	Scheduled Monument	Poor	A	1994	46645
HM Naval Base Portsmouth: 2-8, The Parade, HM Naval Base, Portsmouth	1272307	Listed Building: Grade II*	Fair	F	2005	49443
HM Naval Base Portsmouth: Iron and Brass Foundry, 1/140, Victoria Road, HM Naval Base, Portsmouth	1272310	Listed Building: Grade II*	Fair	C	2001	48742
HM Naval Base Portsmouth: No. 25 Store, Yard Services Manager's Office, 1/118, Jago Road, HM Naval Base, Portsmouth	1244578	Listed Building: Grade II*	Fair	F	2001	48739



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
HM Naval Base Portsmouth: No.5 and No.6 Dock, Basin No.1, Portsmouth Dockyard	1001852	Scheduled Monument	Poor	C	2001	48740
Fort Rowner, Military Road, Gosport	1233871	Listed Building: Grade II (outside London)	Unknown	Unknown	2009	A polygonal fort of c.1860, part of the Gosport defence line, now located in HMS Sultan. Some parts of the fort are in poor condition, including the left flank gun casemates and officers' quarters. A condition survey is required.
HM Naval Base Portsmouth: Former Royal Naval Academy (Buildings 1/14 and 1/116-9), HM Naval Base, Portsmouth	1244573	Listed Building: Grade II*	Poor	C	2011	50121
Long barrow 400m south east of Moody's Down Farm	1012515	Scheduled Monument	Extensive significant problems	A	2008	28375
Old Military Swimming Baths, Queens Avenue, Aldershot Garrison	1272438	Listed Building: Grade II (outside London)	Unknown	Unknown	2007	Former military swimming baths of 1900 with minor later accretions; largely unused for many years. Most of the interior is inaccessible due to health and safety concerns however



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
						the main building was re-roofed in 2018. A scheme for conversion to a conference centre was developed but not implemented.
The Orangery, Southwick House (Defence Police College), Defence Police College	1096247	Listed Building: Grade II (outside London)	Unknown	Unknown	2009	A curtilage building to Southwick House, much altered in the 1990s. Overgrown and decaying however some vegetation clearance has been undertaken.
Three disc barrows on Longmoor Common, 250m north west of the church	1016843	Scheduled Monument	Generally satisfactory but with significant localised problems	F	2008	31186
Kent						
Dymchurch Redoubt, Hythe Ranges, Hythe	1017352	Scheduled Monument	Poor	E	2000	48657
The <i>Northumberland</i> , Goodwin Sands	1000058	Protected wreck site	Extensive significant problems	E	2017	24477



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
The <i>Restoration</i> , Goodwin Sands	1000057	Protected wreck site	Extensive significant problems	E	2021	24476
North Yorkshire						
Oran House and farmstead, Marne Barracks	1301661	Listed Building: Grade II (outside London)	Unknown	Unknown	2009	Small manor house of c.1830 with later additions and separately listed farmstead buildings, including barn, stables, cottages, outbuildings and a laundry. The three maisonettes within the manor house were last occupied c.1998, and the outbuildings currently are unused. Weatherproofing and basic maintenance works have allowed the house to dry out, and it is now in a stable condition. Disposal may be possible following major road upgrades close to the barracks.
Wiltshire						
Defence Science & Technology Laboratory, Porton Down: Bell barrow, three bowl barrows and	1014818	Scheduled Monument	Generally unsatisfactory with major	A	2008	33092



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
gas testing trenches on Idmiston Down			localised problems			
Defence Science & Technology Laboratory, Porton Down: Bronze Age enclosure and two bowl barrows 520 metres north east of Moll Harris's Clump on Idmiston Down	1014819	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	32309
Defence Science & Technology Laboratory, Porton Down: Saucer barrow 400 metres north east of the sports ground: one of a group of round barrows north west of Idmiston Down	1013970	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	41223
Defence Science & Technology Laboratory, Porton Down: Two disc barrows and two bowl barrows 900 metres north of Moll Harris's Clump on Idmiston Down	1015557	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	40440



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Defence Training Estate, Salisbury Plain: Enclosure and linear earthworks between Bishopstrow Down and South Down Sleight	1010283	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	39057
Horse barrow, Defence Nuclear Biological & Chemical Centre	1005610	Scheduled Monument	Generally unsatisfactory with major localised problems	A	2008	33028
Ministry of Justice (HM Courts and Tribunals Service)						
Durham						
Cottage/outbuilding adjacent to Southill Hall, Judges' Lodgings, Plawsworth, Durham	1323089	Listed Building: Grade II (outside London)	Unknown	Unknown	2002	A self-contained gardeners cottage attached to the Judges' Lodgings. It requires extensive repairs but is subject to a full repairing lease held by a private tenant.
West Yorkshire						
Wirral Magistrates Court: 26 King Street, Cliff Parade, Wakefield	1242757	Listed Building: Grade II (outside London)	Unknown	Unknown	2025	Later nineteenth-century restoration of an early nineteenth-century building. Part of the building has been converted



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
						to apartments and an application to convert the twentieth-century section has been approved.
Ministry of Justice (HM Prisons and Probation Service)						
Devon						
Chapel and kitchen block, HM Prison Dartmoor, Princetown	1429820	Listed Building: Grade II (outside London)	Unknown	Unknown	2000	The prison was built in the early nineteenth century as a prisoner of war camp for the Napoleonic Wars. It was subsequently used to house American prisoners during the war of 1812, before conversion to a civil prison in the 1850s. The chapel and old kitchen block both date from the first phase of the prison's development and are now derelict.
Durham						
Durham Prison Officers' Club, ('The Tithe Barn'), Hallgarth Street, Durham	1120616	Listed Building: Grade II*	Fair	D	2001	48798
Kent						



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Chapel of the Good Shepherd at Maidstone Prison, Boxley Road	1336159	Listed Building: Grade II (outside London)	Unknown	Unknown	1997	Maidstone Prison's Anglican chapel of 1910, built almost entirely of concrete blockwork imitating smooth ashlar and rock-faced ragstone. The tracery of the aisle windows is in urgent need of repair but has been stabilised for the present.
Four Hangars, Eastchurch	1391502	Listed Building: Grade II (outside London)	Unknown	Unknown	2026	Steel-framed aircraft hangars. 1912, built by the engineers Harbrows for the Admiralty. It is only one of two sites in Britain where aircraft sheds built for the early pioneers of powered flight have survived. They are amongst the most historically significant structures associated with this pioneering era surviving anywhere in Europe or America. A Quinquennial Inspection of the Hangars has been commissioned to take place in 2026.
Worcestershire						



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Hewell Grange Mansion, Tutnall and Cobley (see text box on p.7 and Figure 5 on p.8)	1100160	Listed Building: Grade I	Poor	B	2021	107796
Hewell Grange: Arched Gate and Bridge, south of the Former Tennis Court, Hewell Grange	1436444	Listed Building: Grade II (outside London)	Poor	C	2025	Garden building, probably mid-nineteenth century, in the form of a bridge over a stream, with an attached architectural gateway. A wrought iron gate, designed to fit the archway, was lying on the ground near to the gateway in 2016 and still present in 2022. The structure is in need of repair.
Hewell Grange: Hewell Grange Park	1000886	Registered Park and Garden: Grade II*	Extensive significant problems	E	2009	24695
Hewell Grange: Wall Around Forecourt North of Hewell Grange	1100161	Listed Building: Grade II (outside London)	Poor	C	2025	Forecourt walls, 1902. The wall was hit by a vehicle and significantly damaged, the components remain where they fell.
Hewell Grange: Water Tower about 300m south of Hewell Grange	1296648	Listed Building: Grade II (outside London)	Poor	C	2025	Late nineteenth-century water tower, probably by Bodley and Garner. Vacant, in a poor condition and highly vulnerable to vandalism.



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Hewell Grange: Ruins of Old Hewell Grange, Hewell Park (see Figure 14)	1167984	Listed Building: Grade II (outside London)	Fair	E	1998	A classical building by Francis Smith of Warwick, 1712. The portico was added to the designs of Thomas Cundy 1815-16. It was reduced to a ruin by fire c.1890 and stands in Hewell Grange Park, to which it makes a significant contribution. Extensive repair and stabilising work have been carried out in 2025/2026.
Network Rail						
Greater London						
Battersea Park Station, Battersea Park Road SW8 - Wandsworth	1357652	Listed Building: Grade II (London)	Fair	E	2000	48659
Braithwaite Viaduct, Bishopsgate Goods Yard, Wheler Street / Brick Lane E1 - Tower Hamlets	1063895	Listed Building: Grade II (London)	Poor	D	2002	48920
Walls and gates to Bishopsgate Goods Station, Shoreditch High Street E1 - Hackney	1235316	Listed Building: Grade II (London)	Poor	D	1990	47601



Site name	Listing entry	Listing type	Condition	Priority Category	Year added	HAR entry details
Peckham Rye Station, Station Way, Peckham SE15 – Southwark (see Figure 9 on p.16)	1392389	Listed Building: Grade II (London)	Fair	C	2012	50149
Queenstown Road Station, Queenstown Road SW8	1389413	Listed Building: Grade II (London)	Poor	C (previously D)	2007	49634
Somerset						
Sydney Gardens Canal Footbridge, Bath	1395282	Listed Building: Grade II*	Poor	C	2022	407827
Royal Household						
Berkshire						
Royal Mausoleum, The Home Park, Windsor	1117781	Listed Building: Grade I	Fair	F	2006	49464



Annex 3: Glossary of terms

Building Information Modelling (BIM): a holistic and collaborative process for creating and managing information digitally on a construction project throughout its whole life cycle.

Climate change adaptation: actions required to manage the effects of unavoidable expected climate change.

Climate change adaptation pathway approach: a flexible decision-making approach to help owners, policymakers and communities develop long-term adaptation actions under uncertainty in the face of climate change by identifying and examining the potential of multiple different future pathways.

Climate change mitigation: actions to prevent or reduce greenhouse gas emissions to address the underlying causes of climate change.

Conservation deficit: the amount by which the cost of repair (and conversion to optimum viable use if appropriate) of a heritage asset exceeds its market value on completion of repair or conversion, allowing for appropriate development costs.

Conservation management plan (CMP): a strategic document that defines what is significant about a heritage asset or historic place and provides a detailed assessment of its vulnerability to current or future pressures and management policies, one of which will provide for the periodic revision of the Plan itself. It has no standing in law and does not substitute for any consent regime. Nor is it the same as an asset management plan nor a periodic condition survey, although it will draw on these. Further guidance on [Conservation Planning can be found from the National Lottery Heritage Fund](#).

Conservation statement: a strategic document that concisely defines what is significant about an individual heritage asset, and provides an assessment of its vulnerability, with consequent suggestions for its management and conservation. It differs from a *Conservation Management Plan* (q.v.) by not requiring original research or elaborate historical description, and by having few, if any, explicit policies. It also differs from a *Heritage Impact Assessment* (q.v.) or *Statement of Heritage Significance* (q.v.) in that it has not usually been prepared with a particular scheme in mind.

Designated heritage asset: a building, monument, site, place, area, or landscape of special architectural, archaeological, or historic interest formally protected by law through the planning system, namely a listed building, scheduled monument, protected wreck site, world heritage site, conservation area, registered park and garden or registered battlefield.



Enhanced Advisory Services (Historic England): paid for [planning and listing services](#) provided by Historic England that extend those that are free and available to everyone, designed to remove risk by providing certainty early on in a project, reducing the potential for delays in the planning process. Individual services can be packaged together into a single *Service Level Agreement* (q.v.).

Framework contract: a pre-arranged contract agreement between a contracting authority and one or more suppliers for the future award of contracts, setting out provisions under which future contracts for the supply of goods, services and/or works are to be awarded.

Greening Government Commitments: the primary mechanism by which the government monitors the progress of departments and agencies in their actions to reduce their impact on the environment. The most recently [published target framework](#) covered the **April 2021 to March 2025** period, comprising net zero, resource efficiency, water use reduction, nature recovery, climate change adaptation and other sustainability measures.

Heritage asset: a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).

Heritage impact assessment (HIA): a structured process used to evaluate the impacts of a proposed development on a heritage asset, and to recommend measures to minimize or mitigate damage. HIAs are usually informed by *Statements of Heritage Significance* (q.v.). Where development proposals affect the outstanding universal value of a World Heritage Site, an HIA is required in line with the UNESCO Guidance Toolkit for Impact Assessments in a World Heritage Context and the linked Historic England briefing.

Listed building consent: a written legal permission required for works to listed buildings which affect their ‘character’ as buildings of special architectural and historic interest.

Listed building heritage partnership agreement (LBHPA): formalised under the 2013 Enterprise and Regulatory Reform Act, these contractual agreements, when adopted, remove specified works from the listed building consent system. They must involve the local planning authority and the owner, with other stakeholders if necessary (for example Historic England). They are particularly useful for large or complicated sites where a long-term relationship exists with a single owner. While up-front time and resources are needed, this is repaid once the Agreement is in place with the added benefit of a greater mutual understanding of the site. [Historic England guidance is available on LBHPAs.](#)

Local listed building consent order (LLBCO): a blanket Consent Order issued by a local planning authority for an extended period for works that alter or extend groups of listed buildings, subject to any conditions that may be attached to the Order. [Historic England guidance is available on setting up LLBCOs.](#)



Maintenance backlog: the value of work that has not been carried out or has been deferred when maintaining assets.

National listed building consent order (LBCO): a blanket Consent Order issued by the Secretary of State granting listed building consent for works for the alteration or extension (not demolition) of listed buildings in England, subject to any conditions that may be attached to the Order. [Historic England has issued a Briefing Note on LBCOs.](#)

Significance (for heritage policy): the value of a heritage asset to this and future generations due to its heritage interest; this may be archaeological, architectural, artistic or historic and can also derive from setting. For world heritage sites, the cultural value described in the 'Statement of Outstanding Universal Value' forms part of its significance.

Scheduled monument consent: a written legal permission required for work to a scheduled monument.

Scheduled monument clearance: a non-statutory regime for Crown development that impacts on scheduled monuments, which runs in parallel to the *scheduled monument consent* regime (q.v.).

Scope 1, 2 and 3 carbon emissions: carbon emissions are categorised into three 'scopes', or accounting standards, by the Greenhouse Gas Protocol. Scope 1 emissions are direct emissions from owned or controlled sources. Scope 2 covers indirect emissions from the generation of purchased energy consumed by the reporting company. Scope 3 includes all other indirect emissions that occur in a company's value chain.

Service level agreement: a legal agreement between parties to provide services that are likely to be recurrent. In the heritage context with Historic England as the provider this would come under *Enhanced Advisory Services* (q.v.).

Standing consent agreement for a scheduled monument: repetitive applications for repairs or minor alterations can be a feature of the management of scheduled monuments. Such works are sometimes covered by a standing consent agreement, for which a formal agreement for a specific period must be sought via Historic England and DCMS.

Statement of heritage significance: analysis of the archaeological, architectural, artistic and/or historic significance of a heritage asset that can be used as the basis for understanding the impact of proposed change. [Historic England guidance is available on analysing heritage significance.](#)

World heritage site management plan: UNESCO adopts the 'Statement of Outstanding Universal Value' for world heritage sites. However, the 'State Party' is responsible for seeing that a [management plan](#) is produced, generally by a dedicated Committee working with relevant local authorities; it can be a complicated and lengthy process.



Annex 4: Published climate change plans and strategies

English Heritage Trust, [Climate Action Plan 2022-2025](#) (2022)

Foreign Commonwealth & Development Office, [Environmental Policy Statement](#) (2025)

Government Property Agency, [Environmental Policy Statement](#) (2024)

Historic England, [Climate Change Strategy](#) (2022)

Historic Royal Palaces, [2024-2027 Sustainability Action Plan](#) (2024)

Ministry of Defence, [Climate Change and Sustainability Strategy](#) (2021)

Ministry of Justice, [Climate Change and Sustainability Strategy](#) (2024)

Network Rail, [Greener Railway Strategy: our Environment and Sustainability Strategy 2025-2050](#) (2025)

Parliamentary Estate, [Parliamentary Environmental Policy](#) (2023)

Royal Botanic Gardens, Kew, [Climate Positive by 2030 Sustainability Strategy](#) (2021)

The Royal Parks, [Sustainability Policy](#) (2024) and [2015-2025 Sustainability Strategy](#) (2016)

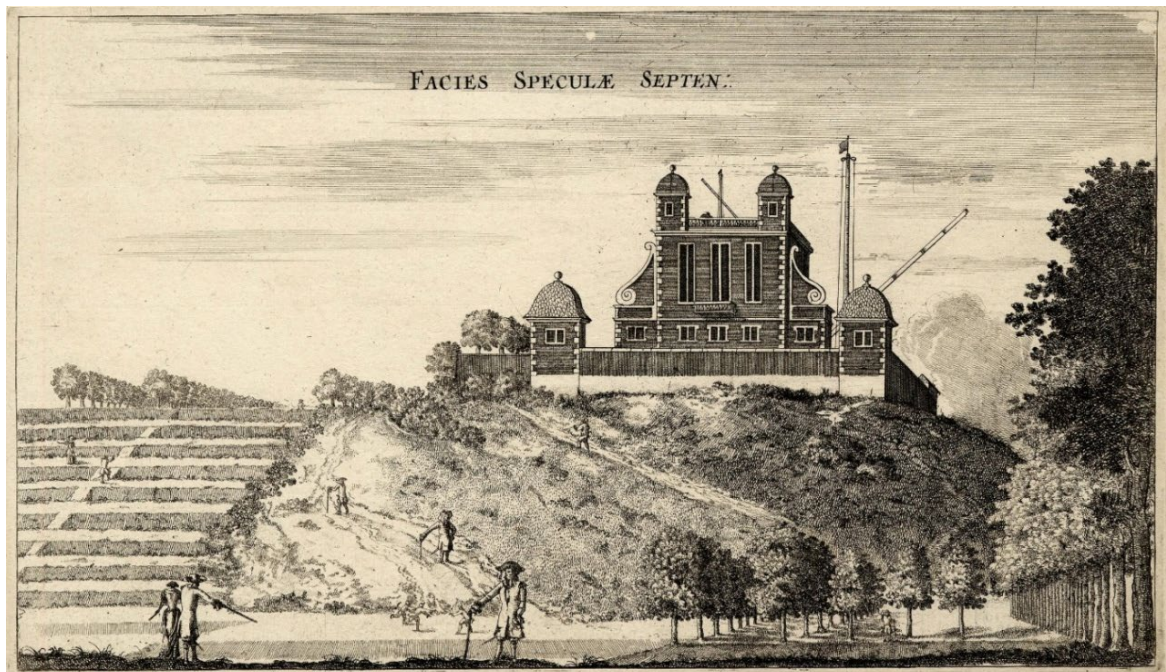


Figure 35a and b: Greenwich Park Revealed was an ambitious programme of environmental and heritage projects, site improvements, visitor engagement and community outreach, all of which has conserved, restored, and made more accessible, the incredibly rich heritage of this Grade I registered park and garden. The project was designed to increase climate resilience and respond to increasing visitor numbers, while also conserving its landscapes, heritage and wildlife for the long-term. Works included the excavation and reinstatement of the lost terraces to the Royal Observatory, known as The Grand Ascent [top image]. First formed in 1661 – captured in Francis Place's etching of 1676 [bottom image] – the lost terraces were reconstructed using a 3D ground model based on detailed archaeological assessment, informed by community archaeology projects, that have led to a better understanding of the site and contributed to the new interpretation.

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This report has been written by David Brock, Breda Daly and Sarah Freeman, with contributions from colleagues in the Government Historic Estates Unit (GHEU) and other teams within Historic England.

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