

Heritage Works

The use of historic buildings in regeneration

A toolkit of good practice





Foreword

Both individually and as organisations, we are clear that England possesses some of the finest architectural heritage in the world. Over recent years, as the regeneration and renewal of our town and city centres has gathered pace, it has been noticeable that careful integration of historic buildings and areas has played an increasingly important and successful role in major regeneration schemes and in creating significant benefits for local economies and communities. The outdated perception of Victorian terraces or the factories and warehouses that saw the birth of the industrial revolution as obstacles to economic growth and urban renewal no longer holds. In its place is increasingly a fuller understanding of how places change, and how such buildings can present an opportunity to create development that adds to urban character and distinctiveness. This is now seen as fundamental to successful and sustainable regeneration. Using the historic environment as an asset, and giving it new life, has been one of the cornerstones of the economic and social revival of our towns and cities.

Recent experience has demonstrated that integrating historic buildings and areas within urban regeneration schemes can create popular, successful urban quarters with character where people enjoy working, living and indeed visiting. Such regeneration represents an opportunity for conservation and development to work together and transform the built environment and public realm for the communities that live and work there. Indeed, it is only by all sides working together and being prepared to seek pragmatic and creative solutions that balance new uses with the need for conservation that we can turn heritage into a positive advantage for everyone.

Our collective past can ably support the future of our cities, towns and rural economies and contribute towards the aims of other bodies to drive economic growth and prosperity. The goal of this second edition of *Heritage Works* is to provide all those involved in the development process with the guidance they need to help make successful heritage-based regeneration achievable for all and to support the development of expertise and knowledge in this important sector.

Simon Thurley

Chief Executive of English Heritage

Mark Walley

UK Executive Director of the Royal Institution of Chartered Surveyors

Liz Peace

Chief Executive of the British Property Federation.

Introduction

This is the second edition of Heritage Works. While the principles and key messages of the original Heritage Works (published in 2006) remain, there have been fundamental shifts in the property market and the wider economy. This new edition has been edited to reflect some of the change that has occurred and to help all those involved to deliver successful heritage-led regeneration schemes in what is a challenging environment.

Our built heritage represents the very best of our past. It also provides a huge resource that can play an important role in the future of our towns, cities and rural areas in terms of the stimulus provided to regeneration and the promotion of sustainable development. Evidence from across the country demonstrates that 'Heritage Works' and is a valuable asset that has an important role to play as a catalyst for regeneration.

What are the positive qualities and benefits that heritage assets can add to a regeneration scheme? Clearly, this will depend on the nature of the properties involved, but all or some of the following may apply:

- Historic buildings create a focal point that people can relate to and are familiar with – giving a sense of place.
- They may be well loved local landmarks which the community identify with and will rally around to support or save.
- The fabric and design can add a distinctive identity to the new build part of a regeneration scheme – enhancing townscape and lifting the overall quality of the built environment.
- They may have interesting historical and cultural associations which can be interpreted and developed through the wider regeneration area.
- They can assist in achieving sustainable development objectives.
- They may attract tenants/occupiers who would not be interested in a less distinctive building.
- They feed people's interest in the past.

These effects have helped to underpin many successful regeneration schemes such as the work of Gloucester Renaissance, Royal William Yard in Plymouth and Leopold Square in Sheffield.

However, there have also been less successful cases where heritage-based regeneration projects have faltered or failed completely. The reasons vary considerably and are often complex. In some cases unexpected costs have undermined viability, in others there has been difficulty in finding a beneficial use for a listed building, while elsewhere uses based on visitor attractions have failed to attract sufficient public interest. This publication aims to show how to avoid these pitfalls.

Working with heritage assets brings a unique set of issues to the development process, such as understanding the special conservation, planning, funding and construction matters associated with them. The regeneration process also requires specialist knowledge. Where expertise in any of these areas is lacking, projects can fail. A greater understanding of the special issues associated with both heritage assets and regeneration can only enhance the success rate of heritage-led regeneration.

The Heritage Works study has examined the case for heritage-led regeneration and reviewed the ingredients required for successful schemes. The study has concentrated on listed buildings, as these heritage assets are most commonly associated with regeneration projects. However, that is not to say that other assets, such as archaeology, cannot play an equally important heritage role.

The study provides a practical step-by-step guide on how to bring forward a heritage-led regeneration project, identifying common pitfalls and ways of overcoming or avoiding them. It also provides a pointer to further detailed information sources. As such, it can be used as a reference document and 'checklist' for heritage-led regeneration schemes. It is intended to assist developers, owners, community groups, practitioners and others in bringing forward successful schemes.

Executive summary

- Regeneration is a 'growth industry' and heritage assets can play a central role in achieving successful regeneration – they represent an opportunity rather than a constraint.
- There is a strong economic case for regenerating historic buildings. The benefits relate not only to the individual building, but also to the wider area and community.
- The inclusion of heritage assets in regeneration schemes provides a focus and catalyst for sustainable change.
- Even when vacant and in poor condition, listed buildings, and all other forms of built heritage, remain 'assets' with the ability to truly enrich our experience of our environment through their physical qualities and/or their historic or community associations.
- Fully understanding the conservation interest and significance of a listed building, or other heritage asset, is vital to bringing forward a successful scheme and should be the starting point for any project.
- Critical to the success of regeneration is finding a viable economic use that can support initial refurbishment, provide the owner or developer with a reasonable return on their investment and which generates sufficient income to ensure the long-term maintenance of the building fabric and any associated public open spaces.
- Early consultation with the local planning authority and English Heritage is important and will assist this understanding and avoid unexpected issues arising later.
- Early consultation will also provide these bodies with a good understanding of the project objectives and viability issues – and this will assist in reaching agreement on suitable uses.
- For area-based projects it is important to create the right partnership with a strong shared vision, a clear set of objectives and realistic expectations.
- Whatever scale of project, ensure the project team has access to expert professional advice on heritage and regeneration issues from the start.

- Reducing risk can be achieved by seeking to establish an appropriate planning policy framework for the project – reflecting both regeneration and heritage objectives.
- The planning system continues to evolve; however, the Government maintains its commitment to the protection of heritage assets.
- Purchasers and owners should make sure they pay the right price for the asset – reflecting full knowledge of the conservation constraints and realistic repair costs.
- Involving the community can build support for a project, help to avoid opposition later and may uncover unexpected resources.
- It is important to think ahead and plan for the long-term management of the heritage asset from the outset.
- A fund raising strategy and establishing a clear and realistic programme of when different funding components may be secured should be an integral part of any scheme. Outputs from the development scheme should be matched to funders' key criteria.
- Undertaking thorough surveys of the building and making realistic assessments of its capacity to be adapted for the proposed use is an essential stage of any project.
- Work to listed buildings can be more complex than for a new building and so the right kinds of consultants and contractors should be employed. Costs may be greater than for corresponding elements of new build, while it can be difficult to work within a tight programme.
- Working with the grain of the building is key. That should involve trying to find occupiers and uses that suit the type and style of the accommodation in the building.
- Running and maintenance costs may be higher than for comparable modern buildings so plan and budget accordingly.
- The economic, social and environmental advantages of including heritage assets in regeneration schemes can provide added benefits over and above the creation of new development and floorspace.

Context



DEWAR'S LANE GRANARY,
BERWICK UPON TWEED.

Dewar's Lane Granary was an abandoned and derelict industrial building in the heart of Berwick upon Tweed. The Grade II listed building had survived several proposals for its demolition before funding was secured from a range of public sector, commercial and charitable sources. Refurbishment was project managed by the Berwick Preservation Trust, and the renovated building now houses a modern and highly successful Youth Hostel, café and community facilities together with exhibition space. The project has also made a significant contribution to the quality of the townscape, and has acted as a catalyst for further improvements and investment in the town.

1.1 | WHAT ARE HERITAGE ASSETS?

A 'heritage asset' is shorthand for any component of our historic environment. It is defined in the National Planning Policy Framework (NPPF) as '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'.

The term heritage asset generally includes designated heritage assets, such as statutory listed buildings, conservation areas, world heritage sites, scheduled ancient monuments, areas of archaeological importance, registered parks and gardens and battlefields, as well as non designated assets identified by the local planning authority (including local listing).

The Heritage Works study has focussed on the role of historic buildings in regeneration, particularly in areas of social or economic deprivation. However, many of the issues and principles discussed apply equally to the wider list of assets set out above.

There are some 376,000 listed buildings in England. Many are in use and well maintained. Problems occur when listed buildings fall out of use and are not easily adaptable to alternative uses, thus falling into a state of neglect and disrepair: English Heritage consider any listed building of Grade I or II* status that is not in use to be a 'building at risk' and which should be put onto the Heritage at Risk (HAR) register. English Heritage also encourage local authorities to compile their own registers of Grade II buildings at risk.

Once listed buildings fall out of use, and especially if they are in a poor condition, they are all too frequently considered as an 'expensive problem'. For developers, they are often seen as a constraint on the redevelopment potential of a site, an element that is likely to cause risk and uncertainty to the development process as well as protracted discussions with the local planning authority and English Heritage together with increased building and maintenance costs. On the other side of the coin, for the local planning authority, conserving the building and bringing it back into use is an important policy objective that has to be at the heart of its consideration of any development proposal. Not surprisingly, this is where deadlock can occur.

However, even when vacant and in poor condition, listed buildings, and all other forms of our built heritage, remain 'assets' with the ability to truly enrich our experience of our environment through their physical qualities and/or their historic or community associations. The challenge for both developers/owners and those responding to development proposals (the local planning authority and English Heritage) is to see beyond the immediate constraints and to work together proactively, using flexibility, vision and innovation, to find a solution where 'heritage works' for the owner, occupiers, community and environment at large.

English Heritage has worked hard to remove the common misconception that listed buildings must be 'preserved' effectively just as they are. This is not the case. The goal is positive 'conservation' and managing change rather than 'preservation'. This approach will allow a listed building to change and adapt to new uses and circumstances in a way that keeps its heritage value intact.

In short, the listed buildings consents regime does not prohibit any change, rather it establishes criteria against which 'acceptable change' can be assessed. Therefore, fully understanding the conservation interest and significance of a listed building, or other heritage asset, is vital to bringing forward a successful scheme and should be the starting point for any project.

1.2 | HERITAGE AND REGENERATION

For the reasons discussed above, heritage can be perceived as a barrier to regeneration. There are examples of comprehensive regeneration schemes which have swept away heritage assets in the name of efficiency, cost, viability and meeting occupier requirements. Listed buildings are sometimes seen as too complicated and difficult to work with and owners/developers are nervous about protracted discussions on restoration and high maintenance costs.

Yet heritage is what people value. Heritage assets matter to communities and may form part of their identity, whether large or small, urban or rural. Iconic historic buildings can play a critical role as a focus for regeneration in our towns and cities. But much smaller buildings also play a key part in enriching the fabric of our townscapes and landscapes and the community's experience of them, while the group value of collections of historic buildings also has an important role in creating a sense of place and destination.

So our built heritage represents a huge potential opportunity which can add architectural and/or historical character, distinctiveness and local colour to a wider new build scheme. The effect that this can have in terms of engendering community support, involvement and pride; occupier interest; and investor confidence is hard to measure definitively – and will vary from case to case, but is undoubtedly positive all other things being equal.

The key is to find a beneficial use for the heritage asset, which can be accommodated without impacting its conservation value, and which is viable in the context of the wider scheme, preferably viable as a single asset, possibly with grant support, or with cross subsidy from other elements of the scheme. The fact that reusing and caring for a heritage building may bring specific costs for an owner, while much of the benefit accrues to the wider community, is why there is often a strong case for subsidy in heritage projects.

Although Heritage Works has concentrated on the role of heritage assets in urban regeneration, rural areas are often as much in need of regeneration as our towns and cities. Heritage assets can again play an important role. For example, Hadrian's Wall, which runs for 73 miles across the north of England has become a focus for rural regeneration. In 2011 an estimated 13,000 end-to-end users walked Hadrian's Wall Path National Trail and on average stayed seven nights in local accommodation. It is estimated that this added just under £5.5m to the local economy through the added visitor spend.



DERBY – PARTNERSHIP SCHEME IN THE WARDWICK CONSERVATION AREA

This area based scheme has now been running for five years, and to date 70 businesses have benefited from approximately £1m of funding from English Heritage and Derby City Council for the repair and reinstatement of architectural detail to their properties – the rationale being that improvements in appearance and environmental quality generate confidence in the area and improve its attractiveness to shoppers and visitors.

Surveys of businesses included in the scheme reveal that trade and visitors to the area have increased as a result, with 150 jobs being safeguarded, and almost 100 per cent of the refurbished buildings being occupied. The project has been undertaken so as to go hand in hand with the public realm work in surrounding streets, and has also created a 'ripple' effect as owners of nearby properties undertake their own improvements in response to the refurbishment of neighbouring buildings.

“The retention of older buildings, either in their entirety, or simply by re-using components in-situ and allowing for their thermal upgrading in benign and sympathetic ways, can provide excellent finished results which are fully in accordance with the principles of building conservation and sustainability. In many cases, the process of careful adaptation and re-use can produce new buildings and spaces of the highest architectural quality”.

Energy Efficiency and Historic Buildings:
Application of Part L of the Building
Regulations to historic and traditionally
constructed buildings
English Heritage, March 2011

A final point to make is that there is a 'cost' to not endeavouring to successfully integrate heritage assets into area based regeneration schemes and simply putting them to one side as 'too difficult'. A heritage asset that does not receive sufficient care and maintenance can quickly fall into disrepair. This can lower the overall environmental quality of the area and counteract the positive effects of wider regeneration initiatives that are taking place.

I.3 | HERITAGE AND SUSTAINABILITY

Heritage assets are a key component of sustainable development. The re-use of such assets can be used to boost local economies, attract investment, highlight local distinctiveness and add value to neighbouring properties. This is echoed by the Government in its overarching aim that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. Such buildings are a crucial dimension to our sense of place and history that can reflect the aspirations and innovation of our own time. Replacing a building also demands a considerable investment of energy. The re-use of heritage buildings safeguards the embodied carbon emitted during the production of the materials used in those assets. Further energy would also be expended during its demolition, disposal of waste materials and in the manufacture and transport of new materials for the replacement building. In short, a new building would have to be extremely energy-efficient to balance this equation over normal pay-back periods. This is why re-use of existing buildings is now being prioritised wherever possible in the built environment.

However, it is very important to use existing heritage buildings in an efficient way. Resources are becoming scarcer and in particular, energy prices are increasing. With pressure on cost, using energy and water efficiently makes financial as well as environmental sense. Owners of heritage assets should also think carefully about matching structure and layout to occupant needs, and to encouraging positive and responsible behaviour from occupiers.

Many energy conservation improvements can be carried out to older buildings, often at a relatively low cost, significantly enhancing the comfort of the building for its users, as well as providing savings on fuel bills. Such improvements can also help in meeting the government's greenhouse gas emission reduction targets.

However, reducing carbon emissions from buildings is not just about insulating the building fabric. Much can be achieved by changing behaviour, avoiding waste, using energy efficient controls and managing the building to its optimum performance, all of which is as relevant to older buildings as new ones.

2 | The economic case

Key message: ▼

There is a strong economic case for regenerating historic buildings. The benefits relate not only to the individual building, but also to the wider area and community.

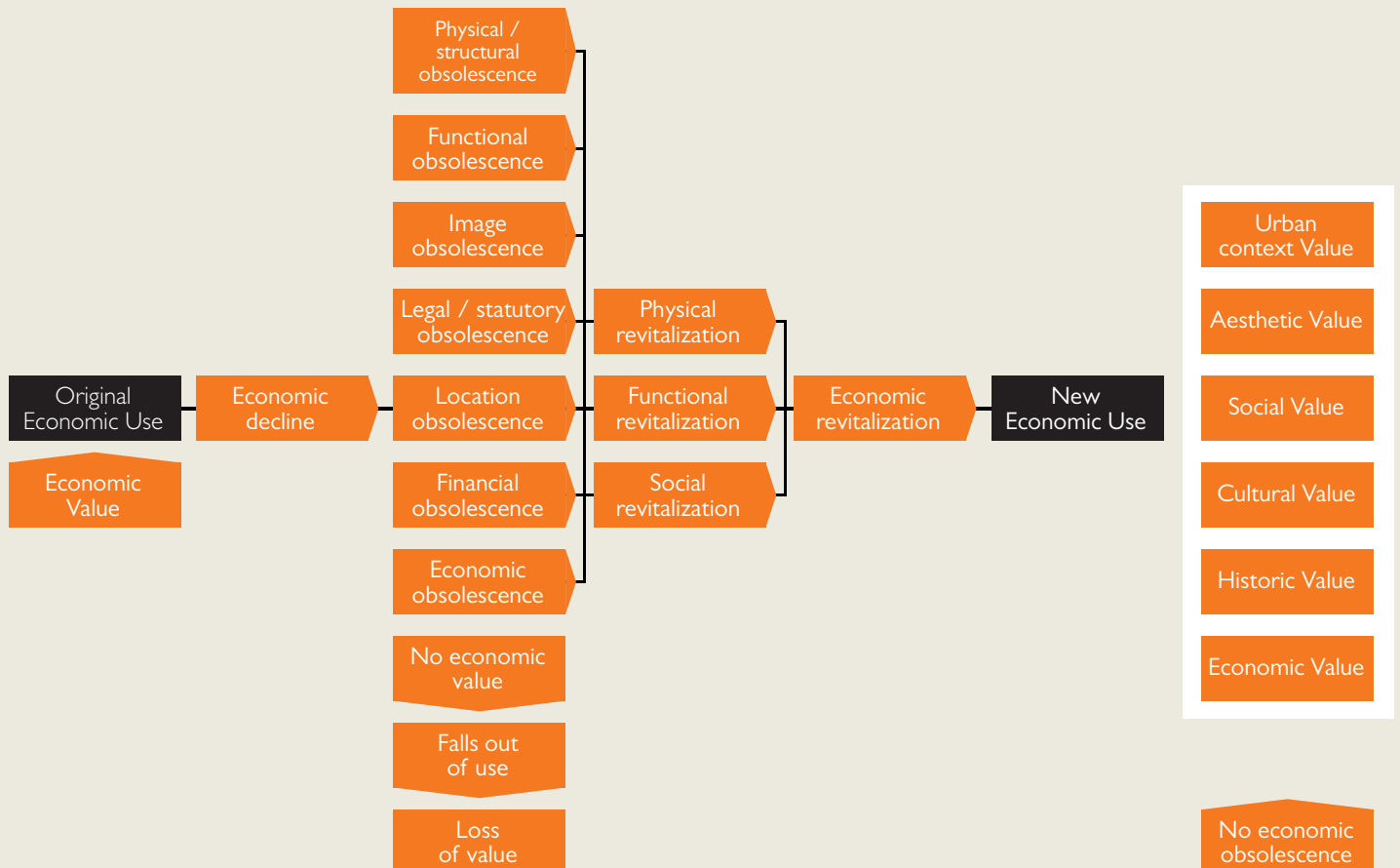
The inclusion of heritage assets in regeneration schemes provides a focus and catalyst for sustainable change.

The impact of successful schemes is felt beyond the boundaries of the heritage asset itself and can boost the economy of the whole town or city.

We all recognise a successful urban environment when we see one.

But taking a run down area as the starting point, what steps can be taken to reverse physical, social or economic decline? And what are the reasons for doing so? In any event, what do we mean by a successful urban environment? And how can we measure the impacts?

Figure 1:
THE PROCESS OF ECONOMIC GROWTH,
DECLINE AND GROWTH



“Urban Splash has never hidden from its ambition to reuse and reinvent some of the country’s most important heritage buildings in order to find the right balance of respect, design flair and ambition. Royal William Yard has given us some challenges due to the grade one listed status of most of the buildings, but we have been able to demonstrate that there is clear added value when developing historic buildings and are proud to be involved with such a unique part of our historic fabric”.

Nathan Cornish
Director, Urban Splash

Looking at the examples around us, the key for success appears to be:

- shared spaces rather than roads;
- a mix of uses and a variety of building styles;
- absence of traffic and/or reduced traffic speeds;
- public spaces, animated by people;
- well maintained buildings and streetscapes;
- of a scale and massing that people can relate to;
- interesting design features or detailing;
- safety; and
- genuine, as opposed to contrived, activity.

Individual buildings can be less important than the overall ambience of the area. In other words, the whole public realm is greater than the sum of the parts. But, so often, modern urban landscapes fail to provide any of the above ingredients. They can be mono-cultural and lifeless.

Conversely, areas with historic buildings, which individually may not be of particular architectural or historic merit, provide just the sort of environment that can form the basis of sustained urban regeneration.

People gravitate to these places because they provide:

- a variety of spaces, building types, sizes and uses;
- interesting architectural features;
- architectural beauty and local character;
- associations with the past;
- human scale buildings and streetscapes;
- richness and warmth of design;
- physical manifestation of a city’s reinvention; and
- social interaction, a sense of place and quality of life.

Such enthusiasm for historic urban cores can translate into higher values – not just financial value, but economic and social value as well.

2.1 | VALUE OF HISTORIC BUILDINGS

But Dr Tanner Oc et al of The University of Nottingham suggest that *economic value* should underpin justification for preservation.

Often, though, project costs can be underestimated, and this can create problems of viability, at least in the early days of renewal. As such, public subsidies may be needed to pump-prime the process, but with the aim of creating the right environment for viable economic uses, as well as conservation.

Figure 1 on page 9 depicts the process of economic growth, decline and renewal.

Different forms of revitalisation are needed, but underpinning them all is the aim to create an economic use that creates sufficient value to cover refurbishment and conversion costs, provide a return to the owner or developer and provide enough income to pay for maintenance and repair.

To break this vicious circle of decline, changes may be needed in occupation and use. That is, ‘functional restructuring’ or ‘functional diversification’ may support the physical revitalisation of buildings and the areas they create. Public subsidies can be justified at a number of levels. First, to subsidise certain stages of physical regeneration before

the viable economic use has been established; secondly to compensate for the imposition of legal restrictions (such as listing) that can increase cost; and thirdly in recognition of the potential to drive economic growth and the wider social and economic benefits that the project creates.

The regeneration of Royal William Yard in Plymouth is a classic example of the process of change, where the site comprising the largest collection of Grade I listed military buildings in Europe has been successfully redeveloped to create an entirely new neighbourhood comprising homes, businesses and leisure uses within a Plymouth landmark.

2.2 | DIRECT VALUE

Direct value is straightforward to measure by looking at the level of rent or capital value.

Residential values

There is evidence to suggest that historic buildings in residential use (whether built originally for residential or industrial purposes) can command higher prices than new build.

Furthermore, prices of modern apartments and houses can be enhanced by being in a neighbourhood of historic buildings.

Commercial values

Shop rents can be just as high in historic town centre units as in modern retail areas, although size of units can be an issue for multiple retailers.

Rents for refurbished or converted historic offices tend to be lower than their newly built counterparts in the same area, but higher than certain post war buildings from the 1960s to 1980s. Heritage buildings used as offices satisfy the demand from some occupiers for a 'front door' and the image of smart tradition that many historic buildings convey.

For different reasons, converted industrial buildings can provide occupiers with large, quirky, open spaces that are valued for their uniqueness and creative ambiance. The ready availability of broadband and WiFi connectivity enables historic buildings to compete with their modern counterparts. What is more, modern IT equipment generates less heat, obviating the need for intrusive air conditioning or comfort cooling plant.

Attractive or prestigious historic buildings can have a less efficient use of space but can achieve similar values to new build. This means that with thoughtful refurbishment and a pragmatic approach to conversion, historic buildings can command rental and capital values that make development worthwhile.

The assessment of 'direct value' is best established through a competent and impartial valuation carried out by an RICS (Royal Institution of Chartered Surveyors) registered valuer. RICS is the world's leading qualification for valuation professionals and is well respected across the world. RICS registered valuers work to the highest international standards and are required to undertake rigorous qualifications demanding core technical expertise further supported by continuous training and development. All RICS registered valuers are strictly regulated and monitored to ensure they are maintaining these levels of expertise. Valuers have access to the latest data and are experts in their fields in providing clear reports based on diligent investigations, market commentary and analysis. This will include knowing about the impact on value of heritage buildings, the benefits of regeneration schemes and how these are reflected in local property markets.



LEOPOLD SQUARE, SHEFFIELD.

“Accessibility and preservation of cultural heritage is needed for the vitality of engagement within and across European cultures by also considering the importance of cultural heritage as a strong economic driver in a post-industrial economy and its contribution to sustainable economic growth”.

Horizon 2020 – The EU Framework Programme for Research and Innovation

2.3 | INDIRECT VALUE

Value conferred on neighbouring properties, or the wider economic and social value created in an area through inward investment, is more difficult to quantify but is clearly one of the most easily observed impacts of successful regeneration involving historic buildings.

2.4 | OUTPUTS

Wider impacts of economic and social value include:

- improvement to the physical fabric of urban areas;
- improvements in personal safety and the reduction of crime;
- community involvement and sense of ownership;
- employment;
- reversing population decline;
- improvement of image;
- improvement in confidence: a sense of pride;
- indirect inward investment into the wider area; and
- a sustainable use of resources through re-use of past materials and embedded energy.

As well as increases in value, some of these wider impacts can be quantified, such as:

- number of direct and indirect jobs created;
- number of businesses created;
- primary and secondary spend;
- number of buildings or sq m refurbished or taken off Heritage at Risk (HAR) register;
- number of visitors;
- level of public and private investment levered in; and
- number of residents.

On the next page there is a table of some of the key outputs from a selection of our case studies: ▶

“Investing in the historic environment brings real economic benefits to local places. On average £1 of investment in the historic environment generates an additional £1.60 in the local economy over a ten year period and half of all jobs created by heritage tourism are in the wider economy that supports and supplies our heritage attractions.

These are two key findings from *Heritage Counts 2010*, which draws on new evidence to explore the economic impact of the historic environment. The research also confirms the popularity of heritage among local people with more than 90% of those surveyed agreeing that investment in the historic environment had improved the perception of their local area, increased the pride they had in their local community and created places which are now nicer to live, work and visit”.

Heritage Counts, 2010.

The Heritage Dividend report from English Heritage captured the ‘pay back’ to local communities from investment in the historic environment.

THE INVESTMENT PERFORMANCE OF LISTED PROPERTIES ▼

In 2011, Colliers International were commissioned by English Heritage to undertake a study looking at ways to encourage investment in heritage assets. One of the objectives of this exercise was to better understand how such buildings perform as investment properties. Through an in-depth analysis of the Investment Property Database (IPD), the research found that listed buildings can represent a good commercial investment. Between 1980 and 2011

- ▶ Listed commercial property generated a higher level of total return than commercial property overall for three, five, ten and thirty year time periods
 - ▶ Listed office space generated a higher level of total return than office property overall for three, five, ten and thirty year time periods
 - ▶ Listed properties used for industrial purposes have generated a higher level of total return than properties used for industrial purposes overall for three, five, ten and thirty year time periods
-

2.5 | CONCLUSION

There is a strong economic case for regenerating historic buildings. The benefits relate not only to the individual building, but also to the wider area and community.

Critical to the success of regeneration is finding a viable economic use that can support initial refurbishment, provide the owner or developer with a reasonable return on their investment and which generates sufficient income to ensure the long-term maintenance of the building fabric and any associated public open spaces.

A pragmatic approach to the re-use should be taken, whilst conserving the heritage value of the building.

The inclusion of heritage assets in regeneration schemes provides a focus and catalyst for sustainable change. The impact of successful schemes is felt beyond the boundaries of the heritage asset itself and can boost the economy of the whole town or city.

3 | Using heritage assets in regeneration

One of the purposes of the Heritage Works study has been to analyse the problems that can beset heritage-based regeneration projects and to develop a set of 'best practice' principles to overcome them.

Heritage assets come in many different shapes and sizes and the way in which they have been used in regeneration projects varies enormously, from the large area based initiatives such as the work of Gloucester Renaissance, and Royal William Yard in Plymouth to the single asset projects such as St Luke's Church, Old Street, London.

While there is no standard project or project approach, there are a number of stages that most development schemes will go through over time as they come to fruition and active life. These can be defined as follows:

- project initiation;
- concept development;
- project preparation;
- implementation; and
- occupation and management.

Figure 2 breaks down each phase into a number of more detailed steps or areas of activity. Each stage brings its own issues, problems and pitfalls. The Heritage Works study identifies the issues that can arise at each stage. It considers the common problems and potential solutions and sets out 'best practice' principles that can help to ensure a successful project.

Whether large or small, urban or rural, community-based or commercial, many of the points discussed below will be relevant at some point in the project life.

3.1 | PROJECT INITIATION

Key message: ▼

For area-based projects, create the right partnership of promoters with a strong shared vision, a clear set of objectives and realistic expectations

Whatever scale of project, ensure the project team has access to expert professional advice on heritage and regeneration issues from the start

A successful area-based regeneration approach depends on creating the right partnership of stakeholders and ensuring that they share a common vision and understanding of the opportunities and constraints of the project. Partnerships may originate in many ways, but typically the different stakeholders will have varying objectives, particularly where they bring together the public and private sectors – ranging from the need to deliver certain socio-economic outputs or conservation benefits, to achieving best value on a site disposal or making a certain percentage commercial return. To succeed, these objectives must be reconciled and the stakeholders must have realistic expectations, both individually and as a group, otherwise long delays or stalemates in negotiating development agreements and moving the scheme forward are likely to occur.



ROYAL WILLIAM YARD, PLYMOUTH.



IMPERIAL BUILDINGS,
ROTHERHAM.

The historic character of Rotherham's High Street and surrounding area has been proactively used as a positive asset and has played a central role in a dramatic revitalization of the town centre's fortunes. An ongoing Townscape Heritage Initiative has restored a number of historic buildings in the area, whilst the Council as owner recently restored the Imperial Buildings, a Grade II listed Edwardian arcade. A number of units within the arcade were let at reduced rents as part of wider efforts by the council to stimulate footfall and business, including grants to encourage new retailers, a programme of outdoor events and public realm works together with improvements to the existing bus station.

In partnership with British Land, the Council has also introduced a free bus service into Rotherham creating a new park and ride facility. This wide ranging approach has had real success, with over 70 new businesses attracted to the town centre over the last two years, vacant retail units reduced by 5 per cent and footfall increased by 6 per cent in one year. Rotherham Council has recently been awarded funding and designated as a 'Portas Pilot' as part of the Government's focus on the economic health of town centres and high streets.

It is usually advantageous for the partnership structure to include public sector bodies even where these do not have a landownership role:

- **The local authority** sets the regeneration and planning policy framework for the area into which the project will fit. It will also usually be determining any planning applications. The authority may also have access to grant funding and has compulsory purchase powers if required.
- **Local Enterprise Partnerships (LEPs)** are bodies that bring together the private sector and local authorities across functional economic areas. They can again help with site assembly and funding and can generally assist in facilitating a large area-based project (visit the link www.bis.gov.uk for further information).

For a smaller scale or single asset project, which may well be the first step towards regeneration of the surrounding area, it is vital to gain access to the right expertise for what may be a small or inexperienced project team. There is a wealth of expertise available in the network of dedicated and experienced conservationists working for Building Preservation Trusts, development trusts and other charitable bodies. They have the experience to manage community-based heritage projects and in particular to advise on grant funding opportunities. For example, the Prince's Regeneration Trust has been established to repair and find new uses for major historic buildings that are in danger of falling into decay, so creating benefits for the communities in which they stand and the public at large. English Heritage also offers pre-application advice on major schemes which require notification to English Heritage (for further information visit www.english-heritage.org.uk).

3.2 | CONCEPT DEVELOPMENT

3.2.1 Understanding the heritage asset – conservation and potential for change

Key message: ▼

From the outset, understand the heritage asset and its ability to accommodate change – prepare a conservation management plan or conservation statement

Early consultation with the local planning authority and English Heritage is important and will assist this understanding

Think ahead and plan for the long-term management of the asset from the outset

The starting point for any project involving a heritage asset should be a thorough understanding of the nature and significance of the asset concerned, as a whole and in its parts. This is fundamental to any decision about its future use.

Some form of conservation appraisal should therefore be undertaken at the outset of the project concept phase. This piece of work will be invaluable at later stages of the project in terms of securing funding and obtaining planning permission. Indeed it may well be a pre-requisite, for example if applying for grants from the Heritage Lottery Fund (HLF). The HLF has produced a range of guidance for applicants to its grants programmes (see www.hlf.org.uk).

Conservation Management Plan

A Conservation Management Plan (CMP) is a document that helps you look after heritage. It explains why the heritage matters to people and sets out what you can do to look after it in any future use, alteration, development, management or repair. It is different to a business plan as it focuses on heritage management rather than financial management. A CMP is usually a detailed document, which includes a management agreement and maintenance plan, prepared by a specialist after consulting different stakeholders.

Conservation Statement

A Conservation Statement is a shorter and less detailed version of a CMP. It is often prepared by the owner/developer on the basis of existing knowledge. The Conservation Statement should detail how the heritage asset will be cared for once the project has ended. It should include an understanding of the heritage and an explanation of what is important about it as part of a Statement of Significance.

A key difference between the two is that the CMP is a consensus document that all stakeholders have contributed to. They may not agree on the heritage sensitivities of the site but the level of agreement or disagreement can be set out in the CMP. It is also a 'living' document that can continue to evolve through the life of the asset.

The CMP is advocated as best practice in bringing forward development proposals for heritage assets. It is about the asset and what is needed to maintain it. Specific proposals for new development should be formulated in line with the plan. However, a useful step to incorporate in the CMP process is the identification of areas of opportunity for change, extension, or other intervention into the building fabric.

See diagram on next page ►

Characterisation

Where heritage assets are present across a given area, a full understanding of the significance of the assets to the area can be achieved by a characterisation study. Historic Landscape Characterisation involves the collection of maps, aerial photos and data on the historic buildings and archaeology of the area. These are combined to generate a detailed composite picture of how the area has developed over time. This evidence can then be used to analyse, for example, historic patterns of human involvement or the development of transport infrastructure. The Homes & Communities Agency (HCA) has used this technique on major regeneration sites – see *Capitalising on the Inherited Landscape* (English Heritage & the HCA, 2009).

3.2.2 Understanding the regeneration and planning context

Key message: ▼

Seek to establish an appropriate planning policy framework for the project – reflecting both regeneration and heritage objectives

Find out what is happening nearby – are there project synergies?

The project may be the first stage in the regeneration of an area and hence will be coming forward in a void of related activity and without a regeneration-based policy framework. In this case it will be important for the local planning authority to incorporate up to date proposals in its development plan for heritage based-regeneration, or for the landowner to seek to promote this through the local plan review process.

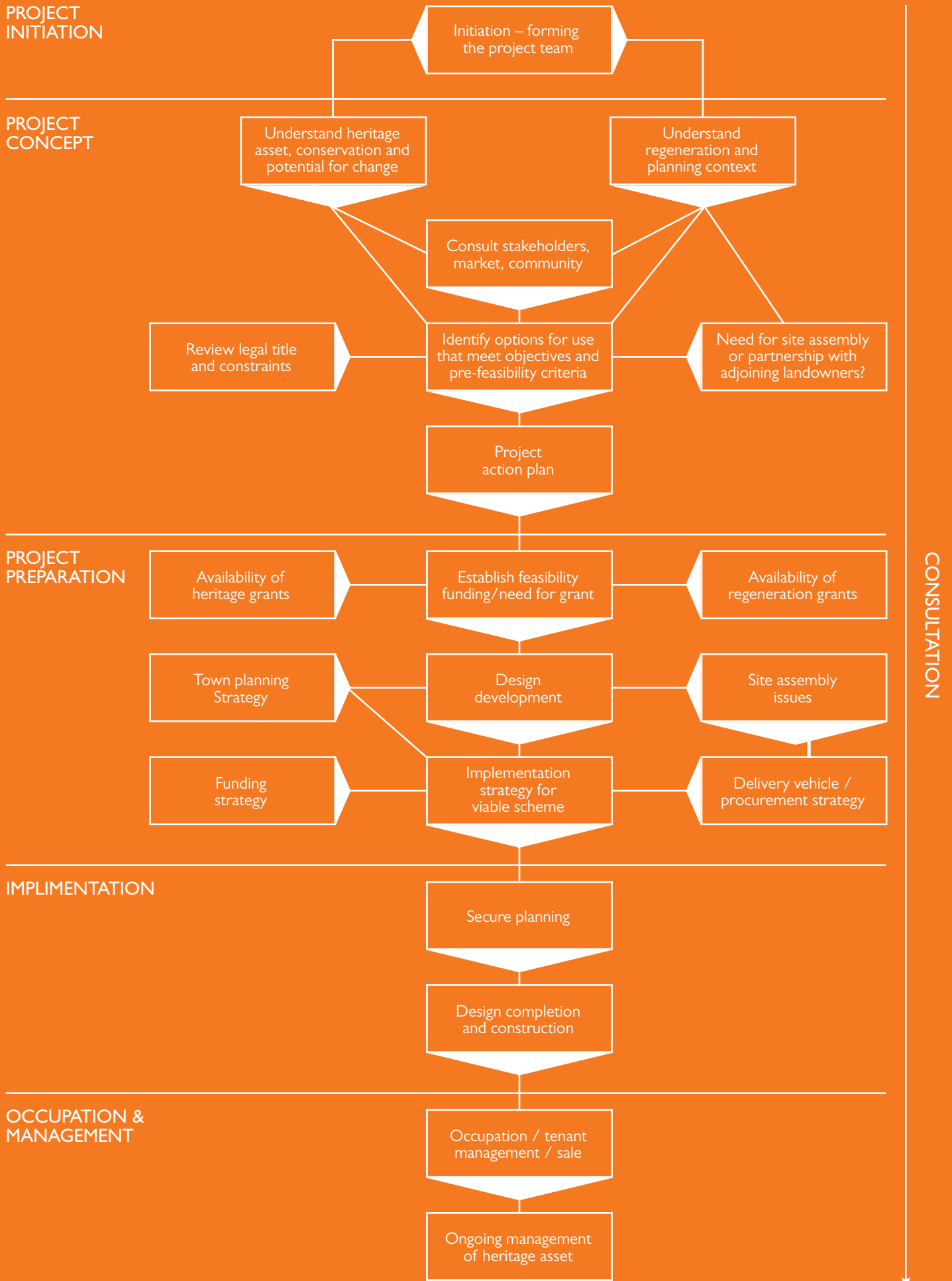


MALMAISON HOTEL,
OXFORD CASTLE.

Oxford Castle is a 5 acre city centre site which was used as a prison until it closed in 1996. It included a range of listed 19th century prison buildings, alongside scheduled ancient monuments, including the Castle Mound and a Saxon tower. The County Council acquired it, looking to find a commercial solution which would give public access to the site for the first time in its 1,000 year history.

At the outset, a Conservation Plan was commissioned, in partnership with Oxford Preservation Trust, intended to provide a clear understanding of the heritage value and significance of the buildings and their setting, and to provide easy access and consistent information to anyone involved in the scheme for its future use and development. This document has played a major role in the creation of the award winning scheme, marrying the best of the old and the new, and today housing a successful Malmaison hotel, restaurants, cafes, an art gallery, visitor attraction and education centre, all within a new public 'quarter' for the city. The project has been achieved in a successful ongoing partnership between the private, public and non-profit sectors, and has created nearly 350 new jobs, 11 businesses and an annual turnover of £8.5 million. It has attracted 12 national and international awards, including the RICS project of the year.

Figure 2:
APPROACH TO HERITAGE-LED REGENERATION



Alternatively, there may already be a range of regeneration initiatives in the surrounding area and a well-developed regeneration policy framework. It is important to research and understand the work and projects that other organisations are undertaking or promoting so that possible synergies can be developed.

It is also important to understand at the outset whether the site is covered by any planning policies that would affect the type or range of uses that will be acceptable. Planning policies are set out in the statutory Development Plan for the Local Authority area. At present this is called the Local Development Framework (LDF). The LDF is formed of a number of statutory documents, including a Core Strategy, which sets out the strategic principles and policies for an area; and the Development Plan Documents, which provide the detailed development control policies. Local authorities will in future be producing Local Plans containing all the LDF documents.

Following the Localism Act 2011, a new tier of neighbourhood planning was introduced. This encourages greater decision making by local communities and neighbourhood forums. For further information about the changes implemented in the Act visit www.communities.gov.uk.

3.2.3 Consultation

Key message: ▼

Early consultation with the Local Planning Authority and English Heritage will avoid unexpected issues arising later

Involving the community can build support for a project, help avoid opposition later and may uncover unexpected resources

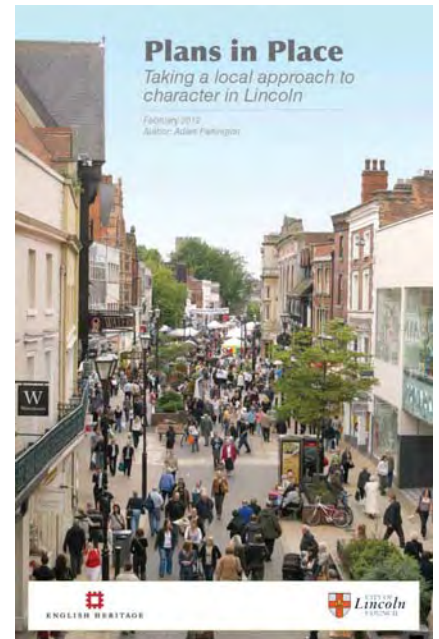
It is important that key stakeholders and decision makers are identified, briefed and kept informed at all stages of the project. Hence the 'consultation arrow' continues throughout the development process shown in Figure 2.

Investing time in thorough and effective consultation early on will save time later by establishing a good initial understanding of the project objectives. Early consultation can help to gather support for the project; to quell any concerns or potential objections; and open up opportunities for others to become involved.

Consultation with the community is also an important and integral part of the town planning process. Ideally it should occur both pre and post the submission of the planning application, particularly on larger schemes that will raise issues of significance for the local neighbourhood or wider area. In particular, if the aspirations for a project are generally known, this in itself can attract interest from market sectors that may not have been considered by the project sponsor/developer/landowner:

The consultation programme might include all or some of the following:

- local planning authority and English Heritage;
- LEPS;
- amenity societies (e.g. Society for the Protection of Ancient Buildings, Georgian Group, Victorian Society and the Twentieth Century Society); and
- local residents or community and neighbourhood groups.



The City of Lincoln Council commissioned the Lincoln Townscape Assessment. This report outlines the methodological approach used to document the inherited character of the places that make up Lincoln. Recognised as best practice by the Royal Town Planning Institute, it provides practical advice on how to create a detailed evidence-base for local character, building on the historic environment records held by most local authorities and outlining the benefits they can deliver.

Plans in Place: Taking a local approach to character in Lincoln

City of Lincoln Council 2012



CINNAMON CLUB,
WESTMINSTER.

The Grade II purpose built public library on Great Smith Street in Westminster became redundant. It has now been successfully converted into a destination restaurant. The conversion scheme has retained the building's character and special fittings and the new private sector occupier has provided a good, economic use for the sensitive historic building.

In preparing to approach each body, it is important to consider what are its objectives for the area and how does the project complement these?

Where a CMP approach is adopted, the preparation of this document will provide the initial opportunity for consultation with those bodies concerned with conservation issues.

3.2.4 Options for use and pre-feasibility

Key message: ▼

Early consultation with English Heritage and the local planning authority to provide a good understanding of the project objectives and viability issues will assist in reaching agreement on suitable uses

Purchasers should make sure they pay the right price for the asset – reflecting full knowledge of the conservation constraints, and realistic repair and other costs

The key to the success of a heritage-based regeneration project is finding the right use or mix of uses. Therefore, it is important that at the earliest stage of the project the preferred uses are tested to assess whether they are commercially viable and the opportunity is of interest to developers. Central to this process is whether the costs of refurbishment / re-development can be met. In addition, there may be other opportunities to investigate – for example, whether to extend the development boundary to cross subsidise the costs of refurbishment and or redevelopment.

At the outset it can be helpful to assemble an informal 'ideas workshop' with a cross-disciplined project team to identify possible concepts for investigation, whilst ensuring the evolution of options for the building(s) are both practical and commercially viable.

The team should carry out broad ranging appraisals to assess the viability of the proposals and ideas. This will take account of the resulting capital value of a proposed concept scheme and deduct the costs of construction, professional fees, finance and profit. The initial consideration of viability should highlight whether a potential scheme requires public funding, particularly where the local planning authority or stakeholder(s) are seeking the inclusion of lower value uses in a scheme.

The conclusions of this process will influence the next steps. If the initial proposals are not viable, the work undertaken can be used to inform exploration of potential for a revised scheme with a different use mix. This is an iterative process to identify a scheme which is 'viable' in business, financial and heritage terms.

3.2.5 Ownership and site assembly

Key message: ▼

Where compulsory purchase is needed, ensure that an appropriate planning and economic policy context is in place

Where a site is not in single ownership, site assembly may be required. As a matter of 'best practice' the pre-feasibility studies should establish whether the scheme can bear the costs of land assembly.

The delivery of schemes where land is in multiple ownership is complex. Where site assembly cannot be negotiated by agreement, compulsory purchase may need to be considered. Local Authorities and LEPs can unlock development potential through the use of compulsory purchase powers to assist with land assembly. There is now a greater willingness amongst authorities to use these powers to assemble development sites in order to deliver projects.

3.2.6 Legal title and constraints

A due diligence process should be adopted to ensure that there are no title issues or covenants restricting the ability to use the site in the manner proposed.

3.2.7 Project action plan

The concept phase should culminate with the production of a robust project action plan setting out clearly the project objectives, proposed outputs, future actions and programme. At this stage it is important to identify the full range of professional support and advisers that will be needed to take the project forward.

3.3 | PROJECT PREPARATION

3.3.1 Funding strategy

Key message: ▼

It is rare for a heritage asset to be restored or developed utilising just one source of finance – ‘funding cocktails’ are more the norm

Prepare a fund raising strategy and establish a clear and realistic programme of when different funding components may be secured. Match outputs from the development scheme to funders’ key criteria

Whilst refurbishment and adaptation of heritage buildings can be cheaper than new build, this work nonetheless may impose cost burdens on the owner or developer that are hard to finance and which may present an unacceptable level of risk.

Alternative sources of finance, especially grant support, can make all the difference in enabling such challenges to be overcome.

These sources include:

- special low interest loans;
- repair or restoration grants;
- application of revolving funds;
- lottery funding;
- local authority funding;
- central government funding;
- European funding;
- grants from independent grant making trusts; and
- corporate or individual donations.

Sources of funding are subject to constant evolution – the eligibility rules, conditions of finance, output requirements, amount and availability of funds all change over time. Therefore it is important to consult the appropriate bodies direct for up-to-date information.

“The desire to preserve must ultimately be a rational economic and commercial choice: problems will arise where buildings are preserved only as a consequence of legal and land use planning controls”.

Tiesdell, Oc and Heath
University of Nottingham
Revitalizing historic urban quarters



ROTHERHAM TOWN CENTRE.

Where a cocktail of funding is necessary to ensure viability of a project then it will be important to carefully prepare a fund raising strategy and establish a clear and realistic programme of when different funding components may be secured. Often one funding source will be contingent upon another to see who will 'dip their toe in the water first'. Securing a significant lead funder is an important task early on in the process.

Cash flow management will be very important as funds are normally drawn down in arrears and in some cases funds can only be drawn down up to specified proportions in particular time periods. Therefore, financing of cash flow deficits should be taken into account.

Another aspect to consider is the need to provide information about the project in considerably different forms depending on the source of funding. Having offered funding, many funders impose formal monitoring arrangements on the recipient so this can create extra work and a variety of information and reporting needs at different points in the project. Preparation of a formal stakeholder management plan setting out who needs what kind of information and when can be very helpful in this regard.

3.3.2 Community Infrastructure Levy

The Community Infrastructure Levy (CIL) is a charge that came into force on 6 April 2010 through the Community Infrastructure Levy Regulations 2010. It is a levy that local authorities can choose to charge on new developments in their area. The money raised by the levy is used to support development by funding infrastructure identified by the Council, local community and neighbourhoods. Development may be liable for a charge under CIL if your local planning authority has chosen to set a charge in its area.

This charge should be factored in to the cost of a project from the outset. If the development is liable, the charge is non-negotiable unless the development qualifies for an exemption.

Under the CIL Regulations, exemptions can be permitted for charities subject to certain criteria. Repair of heritage assets that in some way provides local infrastructure may be eligible for CIL monies. Contact your local council for further information.

3.3.3 Value Added Tax

Historically, listed buildings and protected buildings that are used or to be used as dwellings or for qualifying residential or non-business charitable purposes have been eligible for zero-rating in respect of approved alterations made to them. An approved alteration is work which is both permitted by a listed building consent and which goes beyond repair and maintenance. This is a favourable position when compared to unlisted buildings, for which all works are subject to VAT. The Chancellor announced in Budget 2012 the withdrawal of the zero-rating for approved alterations with effect from 1 October 2012. However, recognising the significant period of time over which listed building projects are designed and carried out transitional provisions have been proposed. If there was a signed contract in place or listed building consent was applied for on or before 21 March 2012 then zero-rating will apply to all approved alterations carried out until (and including) 30 September 2015. Repairs and maintenance work will remain subject to VAT.

VAT on listed buildings is a complex area and the above transitional provisions are subject to change. You are strongly advised to take professional advice before proceeding. There is some further information in HM Revenue & Customs internal guidance (Construction Manual, VCONST08000) and in HMRC VAT information sheets 9/12 and 10/12 which are available from www.hmrc.gov.uk.

3.3.4 Town planning strategy

Key message: ▼

Early consultation with local planning authority officers and English Heritage on the proposed use and conversion works is important to help to remove uncertainty and reduce risk

Ensure a thorough understanding of the planning process, consents regime and planning risks at the outset – take advice from the local planning authority or a planning consultant

The town planning process for heritage assets is not always straightforward and can frequently add delay and uncertainty to development projects. In order to identify and manage risks in this area it is important to have a thorough understanding of any planning issues that the proposed scheme may give rise to and the planning process that the project will have to negotiate. Issues to consider include:

- the status of the heritage asset(s) included within the scheme;
- the consents regime that the project will need to comply with – including the need for planning permission, listed building consent and conservation area consent;
- the planning policy framework within which alterations to the building fabric and any new uses that are proposed will be assessed, at both a local and national level;
- the process by which the decision to grant the relevant consents will be made – who are the decision makers and who will be consulted?;
- the acceptability of enabling development if this is needed to support a scheme; and
- the material and information needed to form the planning application and any supporting material.

Whether a project will be granted the required consents will depend on how it meets conservation and other planning policy objectives. If a conservation management plan or conservation statement has been prepared, this will provide the basis for a thorough understanding of heritage policy objectives. If one has not been prepared at the project concept stage, then some form of conservation appraisal will now be helpful to form the basis of pre-application discussions with the local planning authority and English Heritage. This is important to establish common ground on the significant features of the building and the scope for change.

Guidance on the approach that is taken to assessing proposals for change to listed buildings is set out in the NPPF. A copy of the NPPF and other government policy documents can be obtained from www.communities.gov.uk. There will also be guidance issued by English Heritage for the historic environment sector.

Guidance is also available from English Heritage on a full range of listed building issues. For example, English Heritage has published a practical guide entitled 'Enabling Development and the Conservation of Heritage Assets'. English Heritage also facilitate the Historic Environment Local Management website (www.helm.org.uk), which aims to raise the profile of the historic environment among local planning authorities and government agencies.



ROYAL WILLIAM YARD.

“ Grosvenor has an extensive portfolio of historic buildings, many of which have been refurbished or converted from other uses. Our experience has been that these buildings often retain their value better and are more adaptable than modern buildings. Whilst location is a key fact in this, it is also true that their intrinsic quality and special interest mean that they often command a premium over new buildings. The successful recycling of historic buildings, however, depends on the adoption of a flexible approach by local authorities and statutory bodies which allows historic properties to be adapted to suit modern lifestyles whilst retaining the elements that make them special ”.

Nigel Hughes
Grosvenor

It is essential that all those involved in regeneration schemes understand the viability issues surrounding heritage-based regeneration schemes and see the 'bigger picture'. A resistance to changes that are required to secure the economic reuse of a building may ultimately lead to the long term redundancy of a listed building and the failure of a regeneration initiative.

Clearly, a balanced approach needs to be taken in weighing up any negative impact on the integrity of the listed building against the need to secure the long-term future of the building and the wider regenerative impacts of the proposed scheme. In identifying the 'optimum outcome', both parties must be prepared to be flexible and to think imaginatively about solutions for the building.

3.3.5 Design development

Key message: ▼

Work to listed buildings requires sensitivity and care, and the works proposals must be drawn up in careful consultation with statutory authorities and advisory bodies

Undertake thorough surveys of the building and make realistic assessments of its capacity to be adapted for the proposed use

Repair and development of heritage buildings requires sensitivity in relation to the historic fabric and previous uses of the building. It also requires careful engagement with a variety of statutory/regulatory bodies and amenity societies. A successful outcome should result, providing:

- suitable uses are proposed for the building, taking into account the practicality of physically adapting the building to achieve those uses;
- appropriately qualified and experienced consultants and contractors are employed; and
- adequate times are allowed for planning the project, investigation of the existing building, design, securing statutory approvals and for building works.

A point that needs to be borne in mind when considering the approach to a project and consultation with the local planning authority, is the range of expertise and experience in heritage-led regeneration between Councils. This can affect the project timescale, as the consultation process may take longer to complete where there is less experience available.

Surveys and design studies should be undertaken to ensure the building is capable of being adapted for the proposed use and that repair implications are not worse than anticipated. Some of the key issues to consider are:

- load bearing capacity of floors and structure;
- fire resistance and ability to upgrade;
- insulation and air tightness;
- routes for running new services;
- potential to install plant, air conditioning etc;
- extendibility (if appropriate) of building;
- ability to insert new floors (or mezzanines) if appropriate;
- sound insulation characteristics;
- floor to ceiling heights;
- level of floors;
- realistically usable area;

- ground conditions/subsidence risk/contamination risks;
- freedom or not from rising damp;
- presence of asbestos, lead pipework or other health hazards;
- presence of dry/wet rot;
- presence of beetle or other infestation;
- corrosion of metalwork – especially structural;
- threat from groundwater levels, sea/river flood risk etc;
- weather tightness of envelope and roof;
- degradation of stone, brick, plaster; joinery etc;
- capacity of rainwater goods, drainage etc;
- capacities of incoming utilities;
- condition of wiring, internal pipework etc;
- limitations on use/capacity imposed by approach to building, horizontal and vertical circulation;
- potential to insert lift(s); and
- potential to meet Disabled Access Regulations.

It is important to be aware of the difficulties sometimes encountered in meeting modern building and fire regulations requirements, especially if extending the building or changing its use, and to understand the possible challenges of reconciling these needs with planning and listed building consent requirements.

It is helpful to prepare a consents plan early on which identifies all necessary consultations and approvals regimes, information requirements, timing etc and to procure effective delivery against this plan.

3.3.6 Delivery vehicle / procurement strategy

Key message: ▼

Adopt a procurement strategy which is appropriate to the needs of the project and which satisfies criteria of funders and partners

Whether a project is being delivered by the public sector, private sector or in a partnership approach, the key issue is to establish an appropriate balance between cost and risk transfer. Regard should also be given to the level of control required to be kept over the detail of the project, and the ways in which the benefits arising from the project are to be shared (i.e. capital receipts, revenue income, use of building, wider economic, social or community benefits).

Current government guidance for the public sector and publicly funded bodies may influence the choice of procurement route, especially if significant public sector or lottery funding is involved.

For certain types of heritage-based regeneration project the establishment of a charitable trust may be appropriate. Building Preservation Trusts (BPTs) are charities whose objectives include the preservation of historic buildings for the benefit of the public. The buildings they preserve must be of architectural or historical interest and are usually suffering from neglect or redundancy to the point that market solutions cannot be found. There are almost 300 BPTs in the UK.

Single Project Trusts are set up out of concern for a specific building for which the BPT can foresee a suitable end use. The Trust will often then maintain and run the completed facility. Revolving Trust Funds restore the property and then lease or sell it on, putting surplus from the sale toward the next project.



ROYAL WILLIAM YARD.



ST LUKE'S CHURCH, ISLINGTON.

Information on setting up BPTs is provided by the Architectural Heritage Fund (www.ahfund.org.uk) and the Association of Preservation Trusts (www.ukapt/.org.uk).

3.3.7 Implementation strategy

An implementation strategy should be formulated which will be project specific and based on the following key considerations:

- viability in business, financial and heritage terms;
- a clear land assembly strategy if needed;
- creation of a development vehicle or procurement strategy to carry a proposal forward;
- a clear public and/or private sector funding strategy; and
- a robust town planning strategy.

3.4 | IMPLEMENTATION

3.4.1 Secure planning

The work undertaken in the concept development and preparation stages will provide a robust basis for the town planning submission. A thorough planning submission which addresses the full range of conservation, regeneration and other relevant planning issues will minimise the time taken to achieve consent.

In particular, it is important to provide a clear, reasoned justification for the proposed works, explaining why they are needed and why they are desirable in the context of listed building legislation and planning policy objectives ([see section 4](#)).

3.4.2 Complete design and undertake building works

Key message: ▼

Work to listed buildings is more painstaking and piecemeal than constructing a new building and so the right kinds of consultants and contractors should be employed

Costs and time taken are likely to be greater than for corresponding elements of new build

Design may be completed by the designers appointed for feasibility and initial design stages or some or all aspects of design may be completed by others (whether designers, developers, craftspeople or contractors, according to the scale of the project and the procurement/delivery route).

To help avoid poor quality outcomes, cost or programme over-runs keep in mind the following:

- use quality based (not just price based) selection procedures to choose consultants and contractors;
- consult registers of craftsmen etc;
- check who others have used and if necessary inspect quality of work elsewhere;
- ensure adequate specifications and supervision are provided by consultants or developer;
- learn from other comparable projects and plan in advance adequate time periods for all aspects of the work;

- wherever possible, subject to market demand and occupier needs, go for 'low tech', low intervention, sustainable alterations and fit-out for new uses;
- understand cost implications of repairs and sympathetic execution of new work by seeking advice from suitably experienced cost consultants and/or by benchmarking costs on comparable projects;
- bear in mind on-costs (professional fees etc) tend to be higher than for comparable work to non-heritage buildings;
- fully scope project at outset and avoid 'scope creep' through effective change management;
- as a further way of avoiding scope creep, have prioritised, and costed 'wish lists' of scope items that can be introduced subsequently if funding permits or if tenders prove more competitive than forecast; and
- have adequate contingencies, preferably based on realistic, quantified risk assessments.

3.5 | OCCUPATION AND MANAGEMENT

Key message: ▼

Work with the grain of the building – try to find occupiers and uses that suit the type and style of the accommodation in the building

CMPs provide a useful way of establishing the long term approach to management and conservation of the building

Do not forget that appropriate control over public realm, service access etc is important to preserve the character of the building in its setting

Running and maintenance costs may be higher than for comparable modern buildings so plan and budget accordingly

3.5.1 Occupation

The key to successful sustainable regeneration is occupation. The best use for a building will often be the use for which it was originally designed and the continuation or reinstatement of that use may be the first option when the future of a building is considered. However, this is not always possible to achieve because not all original uses are now viable or necessarily appropriate. The following points should be considered:

- ensure use is demand-led (with a consciousness of what is appropriate to a heritage building), rather than purely heritage driven – residential, retail, leisure, hotel, educational, cultural, workshop, community, office and storage uses are all components of successful reuse in heritage case studies;
- bear in mind that access and circulation may restrict use to one type of occupier or require greater complexities of management if there are multiple occupiers;
- be aware that heritage buildings may provide space which is too cellular or of too limited floor areas for some uses, or that ceiling heights and distance between external walls may also limit some types of use;

“Preservationists often talk about the ‘value’ of historic properties: the social value, cultural value, aesthetic value, urban context value, architectural value, historical value and sense of place. In fact, one of the strongest arguments for preservation ought to be that a historic building has multiple layers of ‘value’ to its community”.

Rypkema



ROYAL WILLIAM YARD,
PLYMOUTH.

- appreciate the positive encouragement to certain uses which may be afforded by the particular architectural character and details of the building – whether this influences the types of space or the image that the occupier wishes to project;
- be creative – approach a wide range of local/regional/national users or developers;
- be realistic in development appraisals about net to gross ratios – these are often poor compared to new buildings and rental income estimates should reflect this;
- be aware of basing business plan revenue projections on charging ‘commercial’ rents but then granting space to charitable or community users for significantly less than market rents (as is quite commonplace);
- do not underestimate maintenance and running costs – these may well be higher than for comparable modern buildings; and
- understand that some heritage buildings will be relatively incapable of future flexibility to suit possible user or tenant demand for change or churn.

3.5.2 Management

Every heritage asset needs to be maintained. Where a Conservation Management Plan (CMP) approach has been adopted, this document will have laid the groundwork for the day-to-day maintenance and management of the heritage asset in terms of setting out principles or policies for future conservation. This should be regularly reviewed with the local authority conservation officers and English Heritage.

Where a CMP does not exist it is good practice to establish an active management policy, particularly as this will assist in providing a clear understanding of the ongoing costs associated with maintaining the asset.

Running costs may be higher than for comparable modern buildings due to lower space efficiency, higher heat loss /utilities consumption, need for sympathetic maintenance etc. Therefore:

- prepare a sensible and prioritised budgeted planned maintenance programme; and
- ensure repairing obligations are appropriately structured in leases.

The following points should also be considered:

- strong but appropriate day-to-day control of public realm, use and access by the public is important to preserve the building and maintain the quality of its environment;
- plan service access arrangements appropriate to the proposed uses and compatible with the nature of the building and its townscape or landscape environment;
- if at all possible choose tenants or occupiers who appreciate the consequences and responsibilities of occupying a listed building;
- prevent inappropriate changes to the building by tenants or occupiers through appropriate lease or management arrangements; and
- consider having call-off arrangements with appropriately skilled craftsmen to ensure repair and maintenance work does not inadvertently damage the heritage quality of the building, or store up longer-term problems.

4 | Consents regime for heritage assets

A complete guide to England's heritage protection system can be found at www.english-heritage.org.uk/professional/advice/hpg/

4.1 | LISTED BUILDINGS

4.1.1 What does 'listing' mean?

A 'listed building' is a building or structure included on the statutory list of buildings of special architectural or historic interest, compiled by the Government on the advice of English Heritage. Buildings may be listed for a number of reasons, including their architectural or historic merit, historical association with nationally important events or people, or their group value.

Local authorities sometimes compile lists of buildings of local interest. These are commonly referred to as 'local lists' or undesignated heritage assets. These have no statutory significance and do not give rise to any additional consent requirements.

4.1.2 Listed building grades

In 2012 there were some 376,000 statutory listed building entries covering an estimated 500,000 individual properties or items. Each building is placed in one of three categories (Grades I, II* or II) to give an indication of its relative importance – with a Grade I listed building being of the greatest significance.

4.1.3 List descriptions

When a building is listed a listing description will be prepared by English Heritage. This refers to the principal parts of the building which have led to its listing. The listing description may not contain information on all features of significance. Where there is doubt over the importance of particular features, the advice of the local planning authority should be sought.

Historic Environment Records (HERs) are information services that provide access to comprehensive evidence about the historic environment in a particular area. They are intended to be continually updated to identify the particular significance of the heritage asset.

The National Heritage List for England (NHLE) is English Heritage's database which also provides access to information on all nationally designated heritage assets, including listed buildings and can be found at www.english-heritage.org.uk/list Images of over 300,000 listed buildings can be viewed on the 'Images of England' website (www.imagesofengland.org.uk).



GLOUCESTER DOCKS.

“When a neighbourhood begins to decline it reaches a crucial ‘tipping point’. Unless action is taken at this stage the process accelerates and it becomes both difficult and expensive to turn things around”.

Spot the Grot, Stop the Rot, RICS

4.1.4 Extent of listing

The listed building will include the building itself, together with any object or structure which both forms part of the land and pre-dates July 1948. Provisions in the Enterprise & Regulatory Reform Bill may in future allow certain parts of the building or curtilage structures to be legally excluded from the listing if they are not of special interest. This would mean that listed building consent would not be required for any works affecting them.

See diagram on next page ►

4.1.5 Applications for listed building consent – how are they determined?

The primary decision maker on applications for listed building consent is the local planning authority. Planning authorities are required to notify English Heritage of listed building applications that:

- affect Grade I and Grade II* listed buildings;
- include works for demolition of a principal Grade II listed building; and
- include works for the alteration of any Grade II listed building including demolition of a principal external wall or substantial part of the interior.

In Greater London, English Heritage must also be notified of applications that:

- include works in respect of any principal Grade II listed building or curtilage building which is a railway, theatre, cinema, or bridge across the Thames; and
- include works in respect of any Grade II listed building which is owned by a local planning authority.

In Greater London, English Heritage can direct the local planning authority to determine the application as it sees fit.

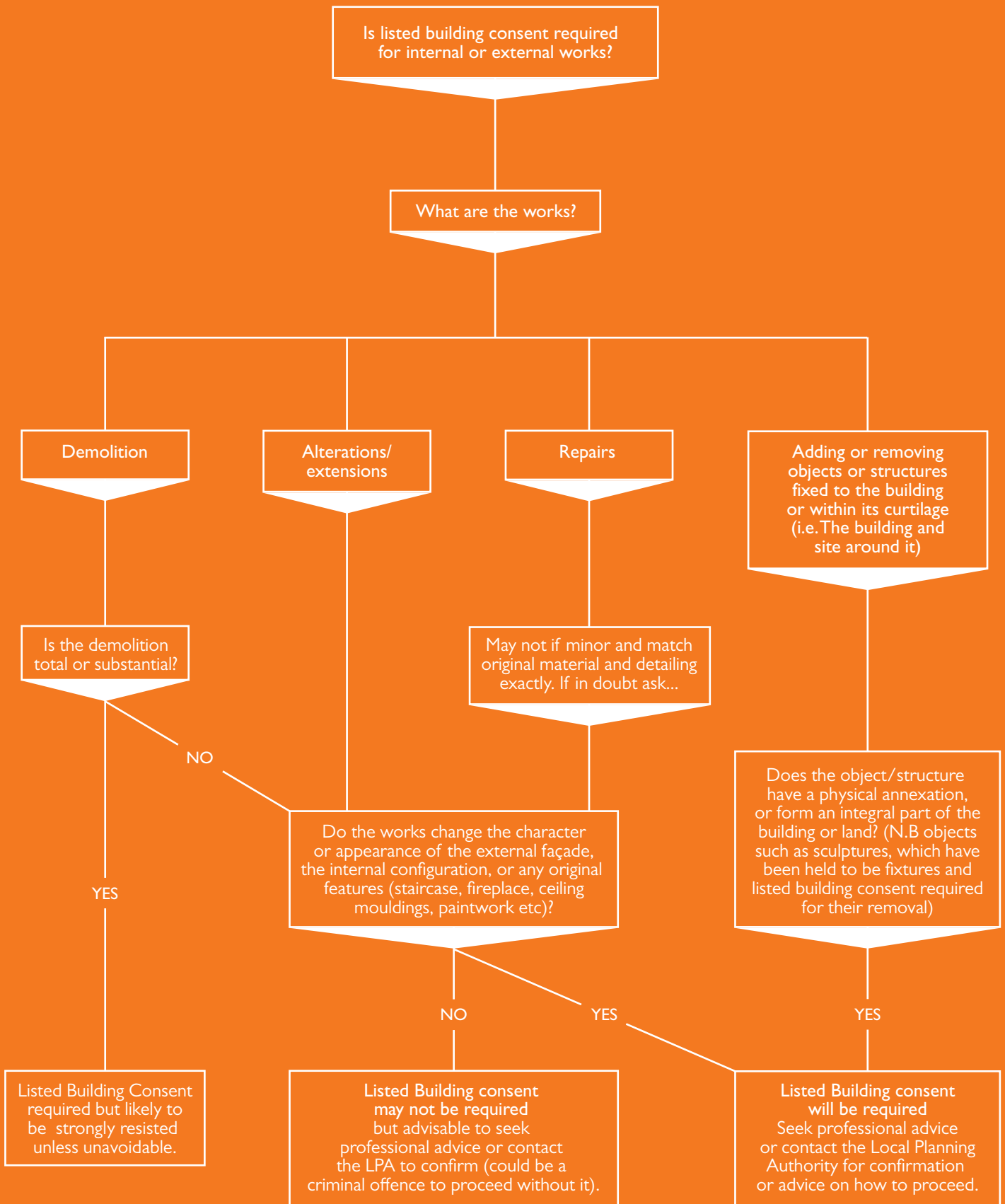
Government advice on the historic environment is provided in the National Planning Policy Framework (NPPF) and the existing PPS5 Practice Guide (subject to review). At the heart of the NPPF is a presumption in favour of sustainable development. Sustainable development is about change for the better. Our historic environment – buildings, landscapes, towns and villages – can better be cherished if their spirit of place thrives, rather than withers.

The NPPF directs that applications that accord with the development plan should be approved. Where a development plan is out of date, absent or silent, permission should be granted unless any adverse impacts would significantly outweigh the benefits when assessed against the policies in the NPPF, or where specific policies in the NPPF indicate development should be restricted, including policies for designated heritage assets.

Applicants for Listed Building Consent will be required to describe the significance of any heritage asset affected by proposals. The level of detail should be proportionate to the assets importance. As a minimum the relevant historic environment record should be consulted and the heritage asset assessed using appropriate expertise where necessary.

The NPPF sets out that, when considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Further guidance on justifying the total loss of significance, substantial harm and less than substantial harm to designated heritage assets is provided in the NPPF.

Figure 3:
LISTED BUILDING CONSENT CHECK LIST





DEWAR'S LANE GRANARY,
BERWICK UPON TWEED.

4.1.6 Criteria considered in listed building applications

The relevant issues to the consideration of listed building consent applications are:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality and;
- the desirability of new development making a positive contribution to local character and distinctiveness.

4.1.7 Consequences of failing to obtain Listed Building Consent

Carrying out works without consent is a criminal offence carrying penalties of substantial fines or prison sentence or both. As an alternative to prosecution local planning authorities can issue listed building enforcement notices requiring necessary remedial works.

4.2 | CONSERVATION AREAS

A conservation area designation relates to a particular neighbourhood or area. Designations will normally be shown in Local Plans and emerging Local Development Documents. Local planning authorities must formulate proposals for the preservation and enhancement of conservation areas.

4.2.1 The effect of designation

It must be demonstrated that any development proposals in conservation areas look for opportunities to enhance or better reveal the significance of the conservation areas. Not all elements of a conservation area will necessarily contribute to its significance. Loss of a building which makes a positive contribution to the significance of the conservation area should be treated either as substantial harm or less than substantial harm.

Similarly, proposals outside a conservation area, but which would affect its setting, should be considered in these terms. Conservation area consent is also currently required for demolition of most unlisted buildings in conservation areas. Further advice is given in the NPPF.

Local authorities can apply to the Secretary of State to remove certain permitted development rights in conservation areas by means of an Article 4 Direction. Article 4 Directions should only be made in exceptional circumstances and will rarely be justified unless there is a real and specific threat to the conservation area.

4.3 | SCHEDULED ANCIENT MONUMENTS

Some heritage assets are protected by the Scheduled Ancient Monuments designation. There are currently around 19,750 entries in the Schedule, covering 35,000 sites ranging from prehistoric standing stones and burial mounds to Roman forts and medieval villages. The Schedule also includes some more recent structures such as collieries and wartime pill-boxes.

The scheduling of a monument means that permission, known as 'Scheduled Monument Consent', is required for works affecting that building or structure. Consent must be sought from the Secretary of State for Culture, Media and Sport, via English Heritage, before any work can be carried out which might affect a monument.

Where a building is scheduled and listed, Scheduled Monument Consent should be sought from DCMS and the Local Planning Authority (LPA) notified. The LPA will advise if listed building consent is also required. For further information contact DCMS (www.culture.gov.uk).

4.4 | WORLD HERITAGE SITES

World Heritage Sites (WHS) are places of outstanding universal value and are designated by the United Nations Educational, Scientific and Cultural Organisation (UNESCO). Planning authorities will have appropriate policies to protect and conserve WHSs and their settings. These policies will identify the need to protect the Outstanding Universal Value.

English Heritage should be consulted on applications and UNESCO should be consulted on major restorations or interventions. The decision to consult UNESCO will be taken by English Heritage.

4.5 | REGISTERED PARKS, GARDENS AND BATTLEFIELDS

Parks, gardens and battlefields of special interest may be entered onto Registers. Registration makes the effect of a proposed development on sites and their setting a material consideration. No separate consent in addition to planning permission is required for works to these heritage assets.

However, local planning authorities are required to consult English Heritage where a planning application affects a Grade I or II* registered park or garden, and the Garden History Society on all applications affecting registered sites, regardless of the grade of the site (see 'Central Government Circular 9/95' and summary in 'Environment Circular 14/97/Culture, Media and Sport Circular 1/97').

4.6 | CERTIFICATES OF IMMUNITY FROM LISTING

It is possible to apply for a Certificate of Immunity from Listing (COI) which can help to provide greater certainty over future development potential. A COI is a legal guarantee that the building will not be statutorily listed for 5 years from the issue of a certificate.

<http://www.english-heritage.org.uk/professional/protection/process/online-application-form/>



DEWAR'S LANE GRANARY,
BERWICK UPON TWEED.

“As the UK emerges from the global economic downturn, establishing non-planning consents regimes that are more responsive to the needs of all users and stakeholders and that interact clearly and simply with the planning process is very important in helping to drive sustainable economic growth”.

Adrian Penfold
Foreword of the Penfold Review 2010

4.7 | PROPOSED CHANGES TO THE CURRENT SYSTEM

There has been intense interest in the governance of listed buildings through the legislative framework. The existing system has been characterised as complicated and non-user friendly. Changes to the heritage protection regime have been in the pipeline since 2008. The Penfold Review into Non-Planning Consents, undertaken in July 2010, included a number of recommendations for reform which have since been adopted into the Enterprise and Regulatory Reform Bill (ERR) published in May 2012, currently subject to parliamentary debate.

4.7.1 Reform of heritage protection: Enterprise and Regulatory Reform Bill

The ERR Bill seeks to streamline non planning consents and make provisions to support growth and competitiveness whilst still delivering the benefits of heritage protection.

Key heritage reforms

Conservation Area Consent – The Bill proposes to remove the need for Conservation Area Consent for the demolition of unlisted buildings in conservation areas. Under the new reforms it is proposed instead that applications to demolish buildings in a conservation area would be considered by the authority as part of the application for planning permission. It will also be a criminal offence to carry out a demolition of a building in a conservation area without appropriate planning permission.

Listing of Buildings – Proposals include allowing structures or objects attached to or within the curtilage of a listed building to be excluded from the listing, and for specific parts or features of such buildings to be identified as lacking special architectural or historic merit, to enable clarity over the extent of special interest.

Certificates of Immunity (COI) – The Bill proposes to remove restrictions so that a COI can be sought at any time for a building in England, enabling better understanding of site constraints as developments are planned.

Heritage Partnership Agreements – These would become statutory management agreements which would enable on-going works to be carried out over time without repeated applications for listed building consent.

It is hoped that these reforms will reduce costs and bureaucracy in the heritage protection system and encourage growth. If the Bill is given Royal Assent it will amend the Planning (Listed Building and Conservation Areas) Act 1990.

5 | Further sources of information

5.1 | PUBLICATIONS

National Planning Policy Framework, March 2012.

Sets out the Government's planning policies for England. It requires local planning authorities to adopt a positive strategy for the conservation and enjoyment of the historic environment by recognising that heritage assets are an irreplaceable resources and conserve them in a manner appropriate to their significance.

Penfold: Review of Non-planning Consents, July 2010.

A review of consents which have to be obtained separately to planning permission. Includes a package of recommendations aimed at achieving greater certainty for developers, speedier decisions and reduced duplication between non-planning consent regimes.

Encouraging Investment in Heritage at Risk, English Heritage and Colliers International, October 2011.

An assessment carried out for English Heritage of industrial buildings at risk. Contains recommendations on what can be done to encourage investment in them.

The Role of Historic Buildings in Urban Regeneration, House of Commons, ODPM: Housing, Planning, Local Government and the Regions Committee, July 2004.

Sets out the Parliamentary Select Committee's findings on how historic buildings contribute towards urban regeneration.

Heritage Counts 2010 – The Economic Importance of the Historic Environment, English Heritage.

An annual report which updates yearly data and identifies trends in relation to England's historic assets. The 2010 edition contains information on the challenges and opportunities facing the historic environment sector over the next few years.

Revitalizing Historic Urban Quarters, Steven Tiesdell, Tanner Oc, Tim Heath, Architectural Press Oxford, 1996.

Seeks to provide an explanation of the importance of urban design and urban regeneration by examining the revitalisation of a number of historic urban quarters. Also provides lessons learnt and observations made from the various case studies in Europe and North America.

New Life: Heritage and Regeneration, Heritage Lottery Fund (HLF), 2004.

Highlights some of the projects funded by the HLF which are contributing to urban and rural regeneration. Focuses on the grant programmes that are most relevant to regenerating places.

Constructive Conservation, English Heritage, 2008

Report explaining English Heritage's *Constructive Conservation* philosophy and detailed examination of twenty heritage-led regeneration case studies. A new edition will be published in 2013.

Townscape Heritage Initiatives Evaluation, Heritage Lottery Fund, 2008.

Longitudinal evaluation of ten years of THI projects across England.

Conservation Planning for Historic Places, Heritage Lottery Fund, 2012.

Offers advice on how to apply for a grant to conserve a building, townscape or park.

Principles of Selection for Listing Buildings, Department for Culture, Media and Sport, March 2010.

Guidance setting out the general principles that the Secretary of State applies when deciding whether a building is of special architectural or historic interest and should be added to the list of listed buildings.



FORMER GRANARY
BUILDING – NOW
UNIVERSITY OF THE ARTS,
KINGS CROSS.

**Making Heritage Count, English Heritage,
DCMS & Heritage Lottery Fund,
October 2003.**

Research report identifying participants in the historic environment, and how to better engage with excluded ethnic and socially deprived groups. Examines the role of the historic environment in achieving social and economic objectives, including commentary by various social groups.

**Regeneration and the Historic Environment:
Heritage as a Catalyst for Better Social and
Economic Regeneration, English Heritage,
January 2005.**

Discussion about the requirement for sensitivity towards the historic environment in regeneration schemes. Includes checklist for successful historic environment regeneration schemes and brief case studies.

**Enabling Development and the Conservation
of Heritage Assets, English Heritage,
Sept 2008 (currently being updated
in light of the NPPF).**

Considers the concept of enabling development and how it applies to heritage assets. Provides a practical assessment guide and advice on how to mitigate impacts.

**Spot the Grot, Stop the Rot, RICS,
January 2005.**

Seeks to identify the signs that a neighbourhood is in danger of being abandoned by those who live there. It provides a practical toolkit that can be used by local authorities, local community groups, professionals and others.

English Heritage has also published a range of guidance and advice for those involved in undertaking historic area assessments, historic characterisation exercises and preparations for using historic buildings as part of redevelopment projects, including

**Understanding Historic Buildings: Policy and
Guidance for Local Planning Authorities,
English Heritage,
June 2008.**

**Understanding Place: Historic Area Assessments
in a Planning and Development Context,
English Heritage,
June 2010**

**Understanding Place: Character and Context
in Local Planning, English Heritage,
June 2011**

Further information available from
www.english-heritage.org.uk/heritageworks

ACKNOWLEDGEMENTS

A range of professionals, developers, owners, local authorities, voluntary organisations and others contributed to or were interviewed as part of the Heritage Works study, which was carried out in 2006. In addition to representatives of English Heritage, the Royal Institution of Chartered Surveyors and the British Property Federation, we would like to thank them for sharing their experience and opinions. We would also like to thank the following, who have been involved with this revised publication:

Nigel Hughes, Grosvenor

Nathan Cornish, Director, Urban Splash

Charles Wagner, English Heritage

Leon Guyett – Ask Developments

Lucy Bond – Sheffield City Council

David McGlade – Hadrian's Wall Trust

Chris Oldershaw – Gloucester Renaissance

Debbie Dance – Oxford Preservation Trust

Valeria Passetti – Derby City Council

Bernadette Rushton – Rotherham Council

Andrew Klinkenberg – Rotherham Council

Ian Douglas – Berwick Preservation Trust

THE HERITAGE WORKS TEAM

The Heritage Works study has been prepared by Deloitte working together with a Steering Group comprising:

David Tomback – English Heritage

Tim Brennan – English Heritage

Michael Chambers – BPF

James Rowlands – RICS

Rob Colley – Deloitte

Rory Joyce – Deloitte

Kelly Ryder – Deloitte

For further information contact:

Deloitte:

Rory Joyce: 020 7303 3726

Roryjoyce@deloitte.co.uk

Chris Davies: 020 7303 3525

Chrisdavies@deloitte.co.uk

English Heritage:

David Tomback: 020 7973 3369

David.Tomback@english-heritage.org.uk

RICS:

James Rowlands: 0870 333 1600

JRowlands@rics.org

BPF :

Michael Chambers : 020 7802 0107

mchambers@bpf.org.uk

Photographic Credits

Front cover:

Leopold Square, Sheffield.

© Ask Developments

Opposite foreword:

Imperial Buildings,
Rotherham.

© Andrew Klinkenberg/
Big Box Photography

Page 6:

Dewar's Lane Granary,
Berwick upon Tweed.

© Berwick Preservation
Trust

Page 7:

Wardwick Conservation
Area, Derby.

© Derby City Council

Page 11:

Leopold Square, Sheffield.

© Ask Developments

Page 15:

Royal William Yard,
Plymouth.

© Urban Splash

Page 16:

Imperial Buildings,
Rotherham.

© Andrew
Klinkenberg/Big Box
Photography

Page 17:

Malmaison Hotel,
Oxford Castle.

© Oxford Castle Quarter

Page 20:

Cinnamon Club,
Westminster.

© Cinnamon Club

Page 22:

Rotherham town centre.

© English Heritage

Pages 23 and 25:

Royal William Yard.

© Urban Splash

Page 26:

St Luke's Church, Islington.

© Neil Fisher, Matt Stuart
and LSO

Page 28:

Royal William Yard,
Plymouth.

© Urban Splash

Page 29:

Gloucester Docks.

© Gloucester
Heritage URC

Pages 32 and 33:

Dewar's Lane Granary,
Berwick upon Tweed.

© Berwick Preservation
Trust

Page 36:

former granary building
now University of

the Arts, Kings Cross.

© John Sturrock



ENGLISH HERITAGE
STEP INTO ENGLAND'S STORY

If you would like this document in a different format, please contact our customer services department on telephone: 0870 333 1181
fax: 01793 414926 textphone: 01793 414878
email: customers@english-heritage.org.uk

Designed by: www.evolvedesign.co.uk
Printed by: Colourhouse
February 2013



When you have finished with
this brochure please recycle it

75% recycled

This report is printed
on 75% recycled paper