

Heritage Works

The use of historic buildings
in regeneration

A toolkit of good practice



‘The British Isles, both urban and rural, has some of the finest architectural heritage in the world. As the popularity of certain styles wavered in past decades, buildings such as Victorian terraces or the warehouses that saw the birth of the industrial revolution were seen as symbols of decline and social deprivation. More recently, the true cultural, social and economic value of buildings such as these has finally been recognised. 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.

Integrating heritage buildings into urban regeneration schemes has been shown to create popular, successful urban quarters with character, where people enjoy living. 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 there.

Our collective past can ably support the future of our cities, towns and rural economies. The goal of Heritage Works is to help make successful heritage-based regeneration achievable for all and to support the development of expertise in this important sector.’



Simon Thurley
Chief Executive of English Heritage



Louis Armstrong
Chief Executive of the Royal Institution
of Chartered Surveyors



Liz Peace
Chief Executive of the
British Property Federation



1 Introduction

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 giving 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 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 townscapes 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 Newcastle's Grainger Town, Nottingham's Lace Market and Borough Market in south east London.

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 in England 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 these. 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.

This publication sets out the conclusions and key messages of Heritage Works.

Regents Quarter, King's Cross



2 Headline messages

- 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 the scale of project, ensure the project team has access to expert professional advice on heritage and regeneration issues from the start
- To reduce risk, seek to establish an appropriate planning policy framework for the project – reflecting both regeneration and heritage objectives
- 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
- Think ahead and plan for the long-term management of the heritage asset from the outset
- 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
- Undertake thorough surveys of the building and make realistic assessments of its capacity to be adapted for the proposed use
- 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
- 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
- Running and maintenance costs may be higher than for comparable modern buildings so plan and budget accordingly.

Grainger Town, Newcastle



3 Context

3.1 What are heritage assets?

'Heritage asset' is used by English Heritage as shorthand for any component of our historic environment, including:

- Historic buildings both statutorily listed or of more local significance
- Scheduled monuments and other archaeological remains
- Conservation areas
- Historic landscapes, including registered parks, gardens and registered battlefields.

The Heritage Works study has focussed on the role of historic buildings in regeneration – that is to say listed buildings 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 considers any listed building of Grade I or II* status which is not in use to be at risk, and maintains that it should be put onto the Building at Risk (BAR) register. English Heritage also encourages 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 to the redevelopment potential of a site – an element that is likely to cause risk and uncertainty to the development process; protracted discussions with the local planning authority conservation officers and English Heritage are anticipated and increased building and maintenance costs are expected. 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 in particular is working hard to remove through the current programme of heritage reforms, 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.

The Grade II Granada Cinema in Harrow, which is best known for its richly decorated interior, was forced into closure in the late 1990s. It has now been imaginatively converted to a health and fitness club by Golds Gym, including the introduction of a swimming pool. The building's future has been restored whilst retaining and restoring its special interest.

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.

3.2 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.

St Ethelburga's Church



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 re-using 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.

'Clacton Seafront and Marine Gardens were awarded over £400,000 by HLF in 1998 to restore the historic features that make a major contribution to the character of this seaside resort. Since the works were completed in the summer of 2000, visitor numbers to the town have substantially increased and the seafront road adjacent to the gardens has seen a rise in development activity.'

Heritage Lottery Fund,
New Life – Heritage and Regeneration (2004)

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. A new long-distance footpath brings an additional 5,000 walkers a year to the area, generating significant spin-off expenditure in local farm-based businesses.

A final point to make is that there is a 'cost' in failing 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.

3.3 Heritage and sustainability

There is an ever increasing need to achieve practical outcomes from the sustainable development agenda that are relevant to the public and which engage their interest. An approach that incorporates built heritage at the heart of the regeneration agenda has great potential to help central and devolved governments and their departments, non-departmental public bodies and local authorities to deliver initiatives that are compatible with sustainable development policies and practices.

The re-use and adaptation of heritage assets is at the heart of sustainable development. Not only does re-use lessen the amount of energy expended on new development, but heritage can be used to boost local economies, attract investment, highlight local distinctiveness and add value to property in an area.

'There is a huge amount of waste generated by the construction and demolition of buildings. Something like 24 per cent of all waste is generated by demolition and construction. It is simply better in sustainability terms to use and recycle old buildings than to demolish them and to build new ones.'

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

Specifically, historic buildings and sites contain valuable materials, some of which are suitable for re-use in situ. The scope for saving energy by conserving the existing fabric of our built environment is an important aspect of sustainable development especially in a world facing mounting energy crises.

Re-using historic buildings contributes to the achievement of sustainable development targets for reducing greenhouse gas emissions. It also has positive benefits, such as the use of aggregates and landfill demand that contribute to sustainable development indicators for resource use and waste.

Reinvestment in historic places not only ensures that the legacy of the buildings, spaces and places that we have inherited is retained and maintained for the benefit of future generations, but also allows us the opportunity to add a new layer of history, reflecting the aspirations, talents and creativity of our own time, and adding to the legacy we leave for the future.

Overall, the conservation, restoration and re-use for public benefit of landmark historic buildings and sites serve as strong indicators of success in sustainable development terms. Increasingly, the built environment informs the character of communities and needs to be treated as an integral approach to sustainable development at the local scale.

Repton Park, Chigwell, Redbridge





'To demolish a Victorian terraced house is to throw away enough embodied energy to drive a car around the world five times. None of this is wasted if the building is refurbished.'

Heritage Counts,
English Heritage (2004)

4 The economic case

Key messages

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

- Streets 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
- 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
- Social interaction, a sense of place and quality of life.

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

4.1 Value of historic buildings

'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 (1992)

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

'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
Revitalizing Historic Urban Quarters (1996)

Often, though, 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 depicts the process of economic growth, decline and renewal.

'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 (2005)

Lace Market, Nottingham



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 to provide enough income to pay for maintenance and repair.

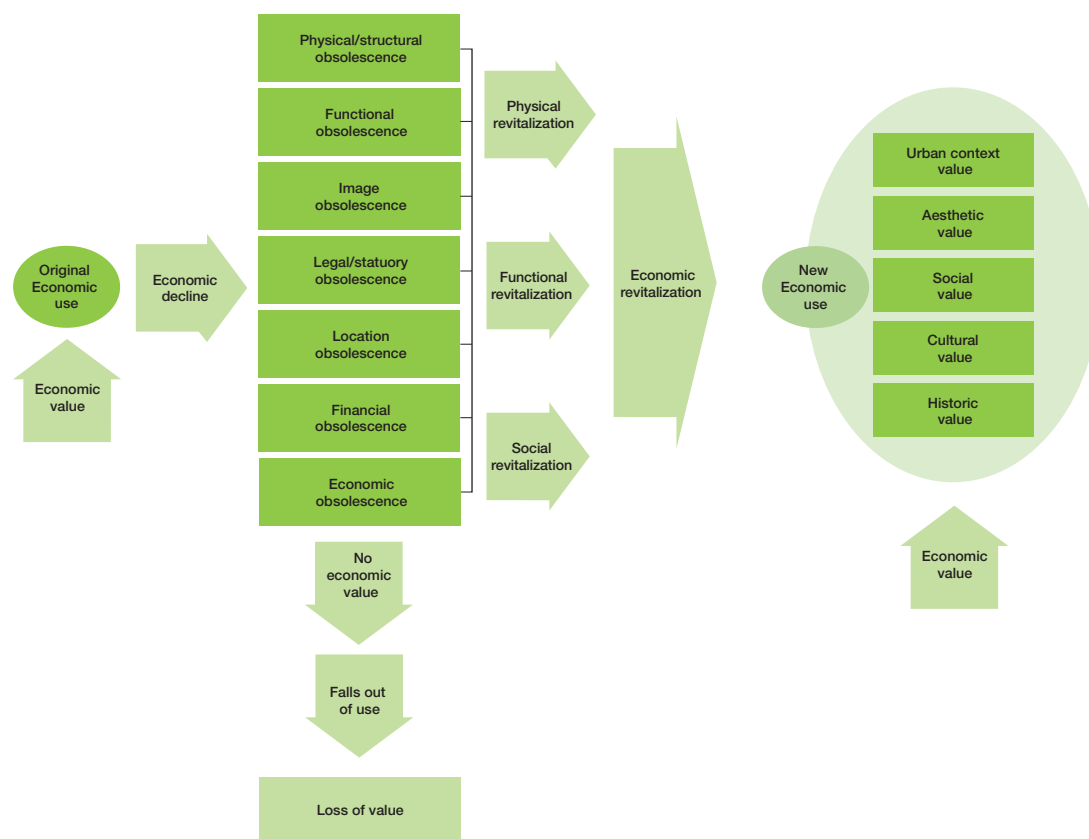
To break this vicious circle of decline, changes may be needed in occupation and use. That is, 'functional restructuring' or 'functional diversification' may support the physical revitalisation of buildings and the areas they create. Public subsidies can be justified at a number of levels. First, to 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 wider social and economic benefits that the project creates.

'People and economic activity, not paint and plumbing fixtures, ultimately add economic value.'

Rypkema (1992)

The regeneration of the Lace Market in Nottingham is a classic example of the process of change, where ultimately the relaxation of planning controls (in relation to use) led to the creation of a fully functioning, revitalised quarter of the city based around a core of historic industrial buildings.

Figure 1: The process of economic growth, decline and growth



Lansbury Estate, London



4.2 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 (whether originally in residential or industrial use) can command higher prices in residential use than new build.

'In residential use well converted or restored historic buildings are often much more valuable per square foot than new buildings. Blackheath is a good example of an area where the older houses are worth a lot more than newer ones partly on aesthetics, partly on quality of build. It is hard to think of many examples of good residential conversions being less valuable per square foot than new build residential.'

Andrew Wadsworth, Waterhouse (developers).

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 post war 'problem period' 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. Increasingly, wireless ADSL routers are enabling historic buildings to compete on a level playing field with their more easily wired 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.

4.3 Indirect value

Value that confers to neighbouring properties, or the wider economic and social value created in an area through inward investment, is more difficult to quantify and yet is clearly one of the most easily observed impacts of successful regeneration involving historic buildings. For example, at the Museum of Science and Industry in Manchester:

'For every £1 spent by visitors at the museum, £12 is spent elsewhere in the local economy. With 300,000 visitors spending £1.5m in 2000, the contribution to the prosperity of the region was £18m. To this can be added the goods and services purchased by the museum from local businesses, the employment of 120 people and the investment in new exhibitions and building work.'

Patrick Green, Director,
The Museum of Science and Industry in Manchester.

4.4 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
- 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 square metres refurbished or taken off Buildings at Risk (BAR) register
- Number of visitors
- Level of public and private investment levered in
- Number of residents.

Museum of Science
and Industry, Manchester



Below is a table of some of the key outputs from a selection of our case studies:

Case study	Jobs created	Land/area	New businesses	Buildings brought into use	Other
Museum of Science and Industry, Castlefields Manchester	130	2.5 ha or 7.5 acres	N/A	5	80 000 children per year use the learning centre
Borough Market, London	394	3 801 sq m new, 5489 sq m improved	43	7	23 new houses and 385 people trained
Grainger Town, Newcastle	1 506 direct 800 indirect (82 658 construction weeks)	80 900 sq m commercial floor space	286	121	See case study
Lace Market, Nottingham	3 500	Core area 30 acres	210	100	28% increase in property prices
St Luke's Church, Old Street	8 – 10	0-20 acres	1	1	Education and training for local schools

LSO St Luke's, Old St, Islington

The Heritage Dividend report from English Heritage captures the 'pay-back' to local communities from investment in the historic environment. Urban Practitioners has recently produced an updated report – English Heritage Impact Measurement Methodology 2005 – that suggests an updated methodology for measuring the wider impact of regeneration of historic environments. From this work, a more clearly defined set of data will be produced that captures and quantifies the wider economic, social and environmental value.

The investment performance of listed office buildings

A survey was carried out in 2002 by Investment Property Databank (IPD) for English Heritage and the RICS Foundation on the investment performance of listed office buildings. The study, which commenced in 1993, shows a positive performance trend and confirms that listed office buildings can be a sound financial investment. The report shows that creative new use of historic buildings can bring a return on investment as good as any other type of building and is certainly the best form of 'green' development. IPD will publish an additional report on this subject in 2006.

More information can be found at www.ipdindex.co.uk/buildings

4.5 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.



'The refurbishment of the historic market structure and the creation of a nationally renowned retail food market have placed Borough Market at the centre of the regeneration of Borough and Bankside. A clear focus on quality combined with leadership from a 'grass roots' Trust in existence since 1756, ensured a successful regeneration outcome.'

Robin Knowles, Managing Director, Civic Regeneration



5 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 Grainger Town in Newcastle, and Nottingham's Lace Market 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
- 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.

5.1 Project initiation

Key messages

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.

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

- The **local authority** is setting 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 local authority may also have access to grant funding and has compulsory purchase powers if required
- The **Regional Development Agency** can again help with site assembly and funding, and can generally assist in facilitating a large area based project. Visit www.english-heritage.org.uk for further information.

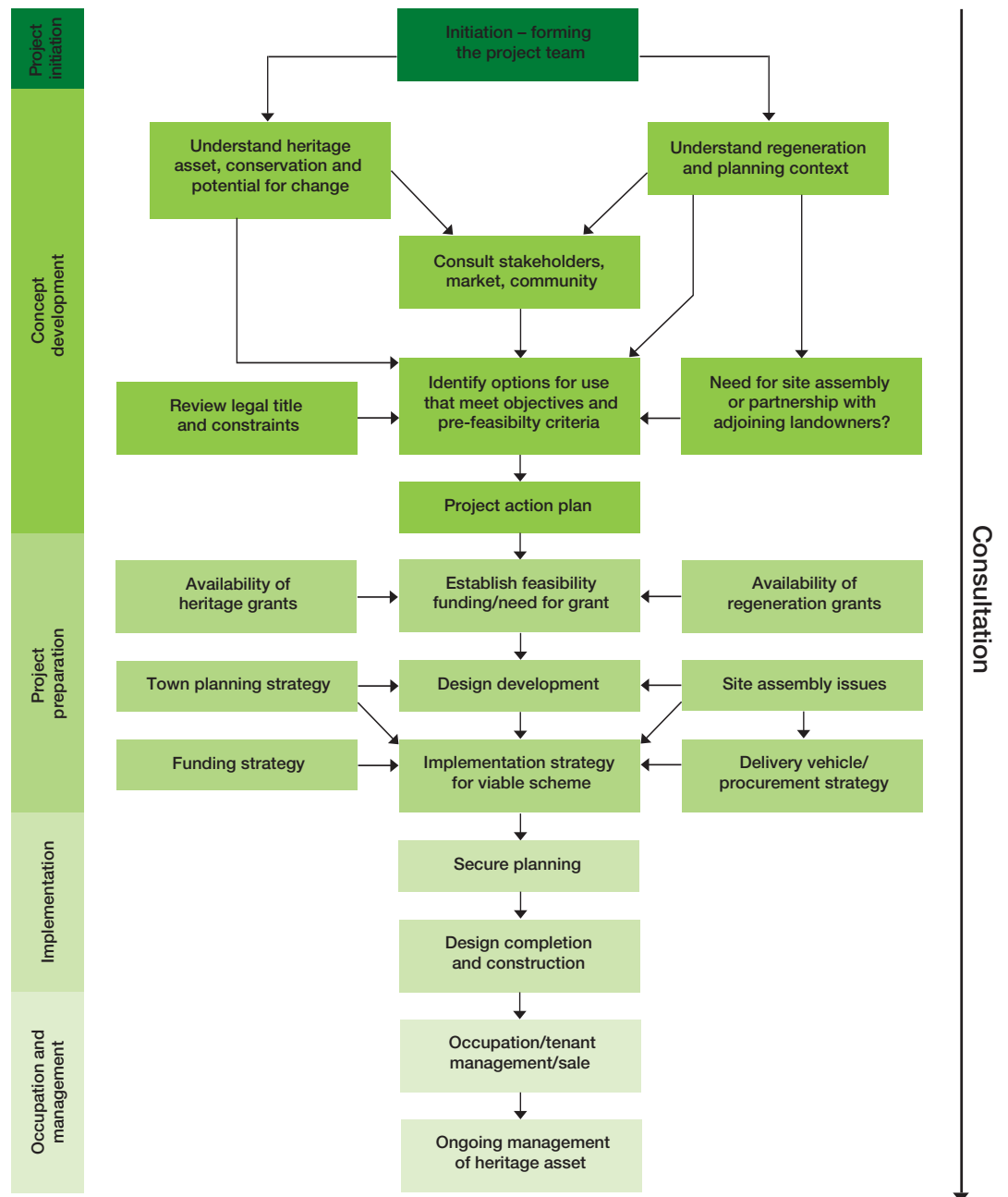
For a smaller scale or single asset project, which may well be the first step towards regeneration of the surrounding area, it is vital to gain access to the right expertise for what may be a small or inexperienced project team. There is a wealth of expertise available in the network of dedicated and experienced conservationists working for Building Preservation Trusts 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 of Wales's Phoenix Trust has been established to repair and find new uses for major historic buildings, which are in danger of falling into decay, for the benefit of 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 about English Heritage visit www.english-heritage.org.uk

Borough Market, Southwark



Figure 2: Approach to heritage based regeneration



County Hall, Derby



5.2 Concept development

5.2.1 Understanding the heritage asset – conservation and potential for change

Key messages

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 prerequisite, for example if applying for grants from the Heritage Lottery Fund (HLF). The HLF provides the following definitions of Conservation Management Plans and Conservation Statements.

Conservation Management Plan

A Conservation Management Plan is simply 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 Conservation Management Plan is usually a detailed document, which a specialist prepares after consulting different stakeholders.

County Hall, the Grade I former Crown Court in Derby was included on English Heritage's Buildings at Risk register. The difficulties of adapting a Grade I listed building proved a significant deterrent to potential bidders involved in the PFI procurement route. By making the preparation of a Conservation Management Plan an essential requirement, the PFI process was adapted to reconcile the complexities of the clients' brief with the constraints imposed by a significant heritage asset.

Conservation Statement

A Conservation Statement is a shorter and less detailed version of a Conservation Management Plan. It is often prepared by the owner/developer on the basis of existing knowledge.

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

The Conservation Management Plan 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 Conservation Management Plan process is the identification of areas of opportunity for change, extension, or other intervention into the building fabric.

HLF has produced a helpful guide to producing a Conservation Management Plan. For further information visit www.hlf.org.uk

Elm Hill in Norwich represents long-term conservation area management at its best. The local authority, advised by English Heritage, has worked closely with owners to preserve and enhance the traditional local scene.

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.

English Heritage, in partnership with Essex and Kent County Councils, commissioned a characterisation study to produce the first comprehensive assessment of the historic character of the entire Thames Gateway area. This is the largest characterisation study ever undertaken. The research will enable planners, developers and regeneration agencies to understand the rich historic environment in the Thames Gateway, and maximise the benefits this can bring.

Elm Hill, Norwich



5.2.2 Understanding the regeneration and planning context

Key messages

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.

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 may be called a Local Plan or a Unitary Development Plan (UDP). However, following the Planning and Compulsory Purchase Act 2004, a new approach and terminology is being introduced and gradually all local authorities will replace the above documents with Local Development Frameworks. For further information about the changes implemented in the Act visit www.odpm.gov.uk

5.2.3 Consultation

Key messages

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
- RDAs or URCs
- Amenity Societies (e.g. Society for the Protection of Ancient Buildings, Georgian Group, Victorian Society and the C20 Society)
- Local residents or community groups.

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 Conservation Management Plan approach is adopted, the preparation of this document will provide the initial opportunity for consultation with those bodies concerned with conservation issues.

5.2.4 Options for use and pre-feasibility

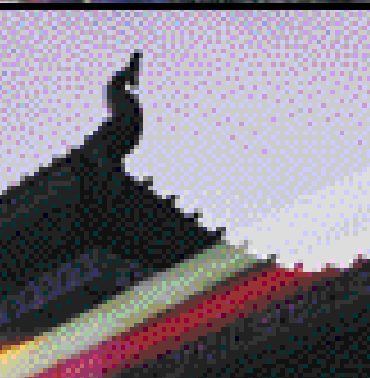
Key messages

Early consultation with English Heritage and the local planning authority will provide a good understanding of the project objectives and viability issues, and 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.

Himalaya Palace, Southall



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.

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 this sensitive historic building.

5.2.5 Ownership and site assembly

Key messages

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 RDAs 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.

5.2.6 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.

5.2.7 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 needed to take the project forward.

5.3 Project preparation

5.3.1 Funding strategy

Key messages

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
- 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 Cinnamon Club, Westminster



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.

5.3.2 Value added tax

Some listed buildings enjoy a favourable position on the payment of Value Added Tax on works compared to unlisted buildings. Repairs and alterations to unlisted buildings are subject to VAT at the standard-rate. Alterations to listed buildings that are designed as dwellings or used for qualifying residential or non-business charity purposes, together with those that are being converted to such use, are not subject to VAT as long as the work is done by a VAT registered builder and the works have listed building consent. This relief only applies to alterations to qualifying listed buildings carried out with the appropriate consent. VAT remains payable on repairs and other works which do not require consent, and also to alterations carried out to any other non-qualifying listed building.

VAT on listed buildings is a complex area and you are strongly advised to take professional advice before proceeding. There is some further information in HM Revenue and Customs internal guidance (V1-8A paragraphs 9 & 10) which is available from the following website www.hmre.gov.uk

5.3.3 Town planning strategy

Key messages

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 particularly 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. This will include policies at a local, regional and national level. Consider if there is an opportunity to influence the policy framework?
- 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
- 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.

Detailed guidance on the approach that is taken to assessing proposals for change to listed buildings is set out in the Government guidance entitled 'PPG15: Planning and the Historic Environment.' A copy of PPG 15 and other government policy documents can be obtained from www.odpm.gov.uk

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

Listed leisure buildings brought back into use



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 re-use 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.

5.3.4 Design development

Key messages

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
- 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 variation 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. Here is a checklist of some of the key issues to consider:

- 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)
- 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.

5.3.5 Delivery vehicle/procurement strategy

Key messages

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, having regard also to the required level of control 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).

Listed industrial buildings converted to new uses



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 over 260 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.

Information on setting up BPTs is provided by the Architectural Heritage Fund www.ahfund.org.uk and the Association of Preservation Trusts www.heritage.co.uk/apt

5.3.6 Implementation strategy

An implementation strategy should be formulated which will be project specific and based on the key implementation threads which can be summarised as follows:

- A scheme which is viable in terms of business, financial and heritage considerations
- A clear land assembly strategy if needed
- Creation of development vehicle or procurement strategy to carry a proposal forward
- A clear public and/or private sector funding strategy
- A robust town planning strategy.

5.4 Implementation

5.4.1 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 consents regime section on page 21).

5.4.2 Complete design and undertake building works

Key messages

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. Alternatively, 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 developers
- 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 the 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
- Have adequate contingencies, preferably based on realistic, quantified risk assessments.

Specialist craftsmen



5.5 Occupation and management

Key messages

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.

Conservation Management Plans 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.

5.5.1 Occupation

The key to successful sustainable regeneration is occupation. PPG15 advises that 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 should be the first option when the future of a building is considered. However, it also acknowledges that 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 re-use 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
- 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, then granting space to charitable or community users for significantly less than market rents (as is quite commonplace)
- Do not under-estimate maintenance and running costs – these may well be higher than for comparable modern buildings
- Understand that some heritage buildings will be relatively incapable of future flexibility to suit possible user or tenant demand for change or churn.

5.5.2 Management

Every heritage asset needs to be maintained. Where a Conservation Management Plan 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 Conservation Management Plan 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, prioritised and budgeted planned maintenance programme
- 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
- Control against inappropriate changes to the building by tenants or occupiers through appropriate lease or management arrangements
- 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.

LSO St Luke's, Old St, Islington



'In adding an extension to the Geffrye Museum's wonderful eighteenth century almshouses we sought a similarly understated design using traditional materials in a challenging, contemporary way. We wanted it to reflect and enhance the Geffrye's values both architecturally and functionally and be a positive force for regeneration in this part of London... and it has. The museum attracts twice as many visitors, employs more staff, delivers better services and makes a greater impact locally, nationally and internationally.'

David Dewing, Director, Geffrye Museum.



6 Consents regime for heritage assets

6.1 Listed buildings

6.1.1 What does 'listing' mean?

A 'listed building' is a building or structure included on the 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.' These have no statutory significance and do not give rise to any additional consent requirements for buildings that are not on the statutory list.

6.1.2 Listed building grades

In 2002 there were 376,094 listed building entries covering an estimated 500,000 individual properties or items in England. 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.

6.1.3 List descriptions

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

6.1.4 Extent of listing

The listed building will include the building itself, plus any object or structure which forms part of the land and has been within the curtilage since 1948.

6.1.5 Applications for listed building consent – when are they required?

Listed building consent is required for a listed building's demolition, in whole or in part, and for any internal or external works of alteration or extension which would affect its character as a building of special architectural or historic interest. A checklist which considers whether listed building consent is likely to be required for proposed works is provided in Figure 3.

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

The primary decision-maker on applications for listed building consent is the local planning authority. Outside London, local planning authorities are required to notify English Heritage of listed building applications that affect Grade I and Grade II* listed buildings, as well as those Grade II applications that involve substantial or complete demolition. In London, all applications need to be notified to English Heritage and this body can direct the local planning authority to grant consent or to determine the application as it sees fit.

Government advice in PPG15 'Planning and the Historic Environment' makes it clear that the listing of a building should not prevent all future change. The statutory requirement on local planning authorities is to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Applicants for listed building consent will need to show why proposals which would affect the character of a listed building are necessary or desirable.

This means that it is essential to provide a clear reasoned justification for the proposed works, explaining why they are needed and why they should be supported in the context of the wider advice in PPG15 and in particular, the listed building application criteria set out in the section below.

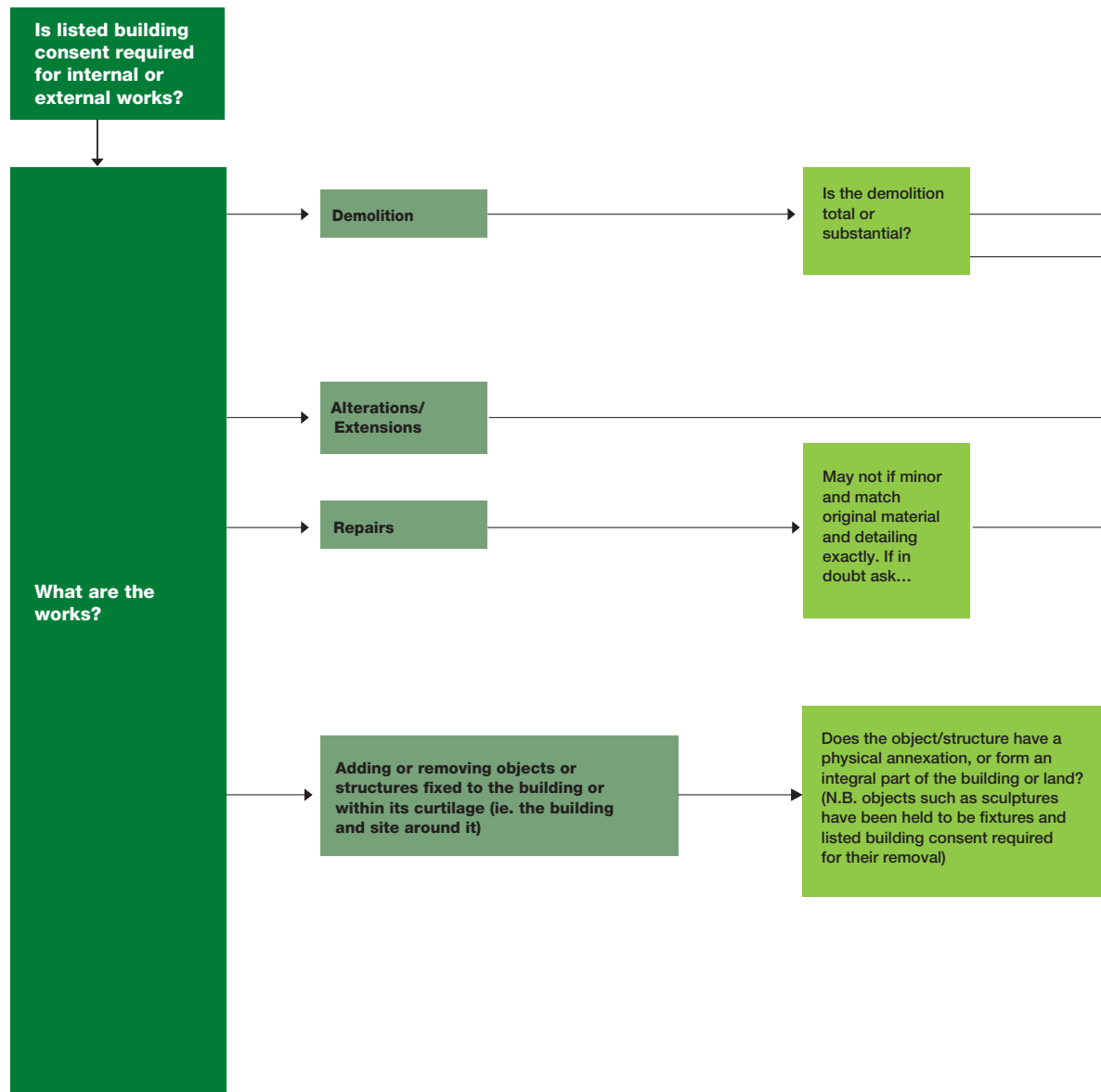
The application should provide full information to the local planning authority to enable it to assess the likely impact of the proposals on the building or its setting.

PPG15 contains detailed guidance on the approach that should be taken formulating and assessing development proposals for listed buildings. It also provides a useful guide for practitioners embarking on a regeneration scheme involving a listed building.

Geffrye Museum, Shoreditch



Figure 3 – Listed building consent check list



Cromford, Derwent Valley World Heritage Site, Derbyshire



6.1.7 Criteria considered in listed building applications

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

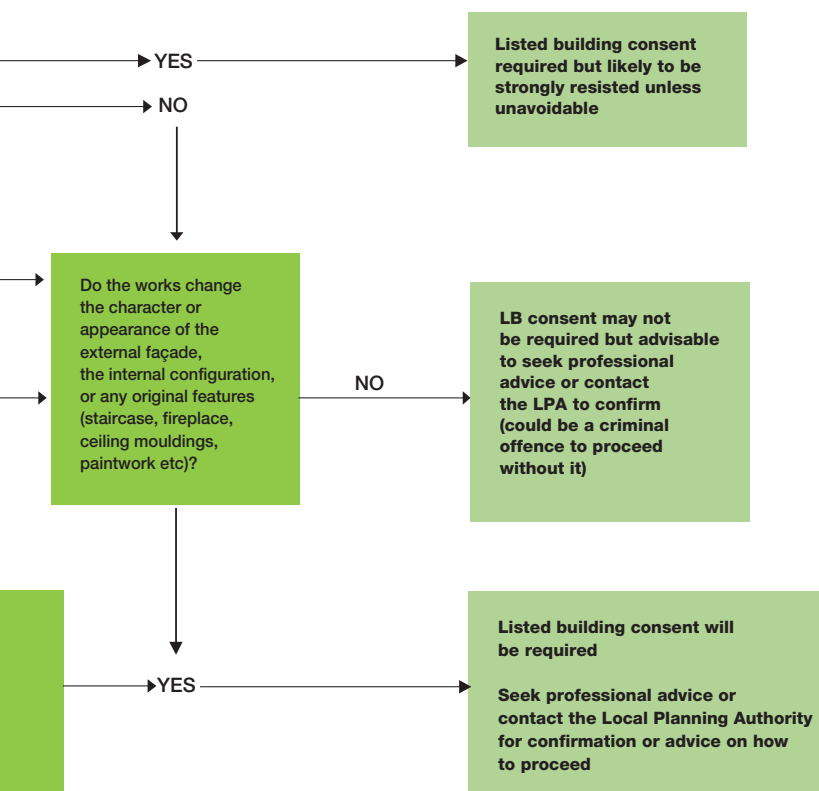
- The importance of the building, its intrinsic architectural and historic interest and rarity
- The particular physical features of the building which justify its inclusion on the list
- The building's setting and its contribution to the local scene
- The extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to economic regeneration of the area or the enhancement of its environment.

6.1.8 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.

6.2 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.



Castlefield Conservation Area, Manchester



6.2.1 The effect of designation

It must be demonstrated that any development proposals preserve or enhance the character or appearance of the conservation area. Similarly, proposals outside a conservation area, but which would affect its setting, should also be considered in these terms. Conservation area consent is also required for demolition of most unlisted buildings in conservation areas. Further advice is given in PPG15.

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.

6.3 Scheduled ancient monuments

Some heritage assets are protected by the Scheduled Ancient Monuments designation. There are currently around 19,500 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.

Where a building is scheduled and listed, scheduling, which introduces closer controls (e.g. over repairs) than listing, takes priority and listed building controls do not apply. For further information contact DCMS via the website: www.culture.gov.uk

Ikon Gallery, Brindley Place, Birmingham – a converted school



6.4 Other designations

While the following designations are not subject to any additional statutory controls, the likely effects of development proposals upon them can form a material consideration in the determination of planning and listed building applications:

- **World heritage sites:** A full list of world heritage sites can be found on the internet at www.whc.unesco.org. Local planning authorities should formulate specific management programmes and policies for inclusion in their development plans
- **Historic parks and gardens:** These sites are included on a special register. They are graded in a similar way to listed buildings – grades I, II* and II
- **Historic battlefields:** The Register of Historic Battlefields identifies 43 important sites. It is maintained by English Heritage.

6.5 Proposed changes to the current system

'There are too many permissions and consents required before historic buildings can be modified. These are causing delays and preventing the certainty required by developer... The listing system lacks clarity. It should not be seen as sterilising a building or site, but should ensure that regeneration schemes recognise and contribute to the historic character of buildings.'

ODPM, Select Committee Report, 2004

There has been intense interest in the governance of listed buildings through the legislative framework. The existing system is seen as rather complicated and not user-friendly. This has resulted in a consultation process on the existing system and proposed changes to it.

6.5.1 Review of Heritage Protection: The Way Forward DCMS, 2004

In June 2004, DCMS published the government's proposals for reforming the legislation which protects the historic environment. The changes proposed are designed to introduce clarity, simplicity and flexibility to improve the current system.

Its primary recommendation was that there should be a new system of designating historic assets through integrating listing buildings, scheduled ancient monuments and registered parks, gardens and battlefields into a unified heritage protection system.

This would deliver:

- A single register of historic sites and buildings for England. It would combine the current listing, scheduling and registration regimes and incorporate World Heritage Sites. A local section of the register would include local authority designations including conservation areas
- A unified heritage consent system combining listed building consent and scheduled monument consent regimes
- The provision for statutory management agreements for complex historic assets
- The reform of the management of the marine archaeological environment, the control of ploughing on archaeological sites and the ecclesiastical exemption
- The introduction of a statutory status for historic environment records.

Many of these reforms will require primary legislation and so cannot be implemented immediately. English Heritage has been asked to undertake a series of pilot projects to ensure that these changes can be practically introduced before new legislation is drafted. The next step is likely to be a heritage protection white paper, which will be published in 2006.

The review also identified a package of reforms which could be put in place without primary legislation:

- Administration of the listing system to pass from DCMS to English Heritage. This occurred on 1 April 2005
- Consultation with owners and local authorities on applications to list buildings. This has also commenced
- Provision of information packages to owners of listed buildings, including a statement explaining why a property has been listed, and its features of significance
- A formal process for reviewing listing decisions.

6.5.2 Revisions to Principles of Selection for Listed Buildings: Planning Policy Guidance Note 15, DCMS, 2005

DCMS has also undertaken a partial review of PPG15.

This document seeks to provide greater clarity on the criteria applied when making listing decisions. It examines the principles to be considered when assessing a building's age and rarity; aesthetic merits; selectivity; national and local interest; the state and repair; and historical associations. The document also reviews different building types, setting out summaries of the characteristics that contribute to their special interest.

Following consideration of the consultation responses, the revised criteria will be published jointly by DCMS and the ODPM in a local authority circular.

7 Further sources of information

7.1 Publications

Planning Policy Guidance Note 15 (PPG15) 'Planning and the Historic Environment', DETR, September 1994.

Contains detailed guidance on the approach to be taken in formulating and assessing development proposals for listed buildings and other heritage assets.

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 2004 – The State of England's Historic Environment, English Heritage.

An annual report which updates yearly data and identifies trends in relation to England's historic assets. Contains information on the ways in which heritage contributes to people's lives and details information on the extent of England's historic assets.

Revitalizing Historic Urban Quarters, Steven Tiesdell, Tanner Oc, Tim Heath, Architectural Press Oxford, 1996 (to be republished in 2006).

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, 2004.

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

Conservation Management Plans, Helping your Application, Heritage Lottery Fund, 2004.

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

Listing Buildings, English Heritage, May 2003.

Leaflet explaining the selection process of buildings to be listed, why such buildings are chosen, and what implications this has in the planning process.

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.

The Heritage Dividend: Measuring the Results of English Heritage Regeneration, English Heritage, 1999.

Provides a summary of English Heritage grant schemes 1994-99 and a profile of its achievements and the regeneration impacts.

Enabling Development and the Conservation of Heritage Assets, English Heritage, June 2001 (to be updated in 2006).

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 when 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.

Repton Park, Redbridge



7.2 Web links

www.fundsforhistoricbuildings.org.uk – Offers comprehensive advice on acquiring funding and making funding applications for anyone seeking to repair, restore or convert for a new use, any historic building in England and Wales. It also lists contact details of key funding contributors.

www.governmentfunding.org.uk – Provides advice on how the voluntary and community sector can access government funding.

www.english-heritage.org.uk – Link to English Heritage, the government's advisor with responsibility for all aspects of protecting and promoting the historic environment.

www.englishpartnerships.co.uk – Link to English Partnerships, the national regeneration agency, helping the government to support high quality sustainable growth in England.

www.englandsrdas.com – Link to England's Regional Development Agencies, which seek to promote sustainable economic development in the regions.

www.hlf.org.uk – Link to the Heritage Lottery Fund, which distributes grant funding for heritage projects from a share of the money raised by the National Lottery for good causes.

www.culture.gov.uk – Link to the Department for Culture, Media and Sport (DCMS), the government department responsible for the listing of historic buildings and scheduling of ancient monuments.

www.artscouncil.org.uk – Link to the National Development Agency for the arts in England, which distributes public money from government and the National Lottery.

www.ahfund.org.uk – Link to The Architectural Heritage Fund, which provides advice, information and financial assistance in the form of grants and low interest working capital loans for projects undertaken by building preservation trust (BPTs) and other charities throughout the UK.

www.rics.org.uk – Link to Royal Institution of Chartered Surveyors website. Provides a comprehensive source of land, property, construction and related environmental knowledge.

www.europa.eu.int/comm/culture – European Union Portal, providing information on the activities and the policies carried out by the European Union in the field of culture.

www.access-funds.co.uk – Provides grants information for the British charitable and non-profit sector. Aims to provide the latest funding information from central government, National Lottery, devolved governing bodies, the EU and quangos.

www.ncvo-vol.org.uk – Link to the National Council for Voluntary Organisations, which acts as the umbrella body providing advice and representing the voluntary sector in England.

www.odpm.gov.uk – Link to the Office of the Deputy Prime Minister. Provides planning guidance and policy documents, research and statistics and links to other related sites, which further explain the planning system.

www.bpf.org.uk – Link to the British Property Federation. Seeks to influence government by aiming to promote and sustain the interests of the property owning and investing industry in the UK.

www.helm.org.uk – The Historic Environment Local Management website is facilitated by English Heritage. Makes policy advice, guidance and case studies from English Heritage and local authorities accessible online. Also provides access to the 'Charter for Advisory Services', which provides a useful reference to the type of information that applicants may be required to submit to accompany statutory applications.

www.buildingconservation.com – Provides information for the preservation, conservation and restoration of historic buildings, churches and garden landscapes.

www.heritagelink.org.uk – Heritage Link provides advice to independent heritage organisations in England. The organisation aims to influence policy, underpin advocacy and build capacity in the non-government sector

www.civictrust.org.uk – Information on The Civic Trust, which works to promote thriving towns and villages, developing partnerships between communities, government and business to deliver regeneration and local improvement.

www.ihbc.org.uk – Link to the Institute of Historic Building Conservation, the professional institute which represents conservation professionals in the public and private sectors in the United Kingdom and Ireland.

www.savebritainsheritage.org – Link to SAVE Britain's Heritage, an organisation that campaigns for threatened historic buildings.

Victoria Baths, Longsight,
Manchester



www.historicchurches.org.uk – Link to The Historic Churches Preservation Trust, a charity and learning body dedicated to preserving churches.

www.georgiangroup.org.uk – The Georgian Group is a charity dedicated to preserving Georgian buildings and gardens.

www.victoriansociety.org.uk – The Victorian Society is the national society responsible for the study and protection of Victorian and Edwardian architecture and other arts.

www.phoenixtrust.org.uk – Link to The Prince of Wales's Phoenix Trust. The purpose of which is to repair and find new uses for major historic buildings which are in danger of falling into decay or facing demolition.

www.heritage.co.uk/apt/ – Link to the Association of Preservation Trusts, the membership body for Building Preservation Trusts (BPTs) across the UK. Offers practical advice and support on running a BPT and understanding building restoration projects.

www.bura.org.uk – Link to the British Urban Regeneration Association. Promotes best practice in all areas of regeneration.

www.cabe.org.uk – Link to the Commission for Architecture and the Built Environment. Offers practical guidance on how to create better buildings and places. Provides commentary on the latest government planning and regeneration initiatives and case studies.

www.ehtf.org.uk – Link to the English Historic Towns Forum. Explores the issues impacting on historic towns, offering support and guidance on conservation area management, traffic and visitor management, urban regeneration and design, and other planning issues.

www.c20society.org.uk/ – Link to the Twentieth Century Society, now a statutory consultee. Campaigns for the preservation of the best buildings of the 20 century.

www.hmre.gov.uk – Link to HM Revenue and Customs. Provides advice on VAT issues relating to heritage assets.

www.spab.org.uk – Link to the Society for the Protection of Ancient Buildings. Provides advice on the repair, conversion and use of old buildings. SPAB act as a consultee on planning applications that seek the demolition or partial demolition of listed buildings in England and Wales.

Shoreditch Town Hall, Shoreditch



8 Acknowledgments

A range of professionals, developers, owners, local authorities, voluntary organisations and others contributed to, or were interviewed as, part of the Heritage Works study. 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 expertise and opinions. In particular we wish to thank:

- Charles Anderson, Farrer and Company
- Joanna Averley, Commission for Architecture and the Built Environment (CABE)
- Alison Bell, One North East
- Philippa Bird, ABL Consulting
- Stephen Boniface, RICS, Building Conservation Forum
- Charles Briscoe, Grosvenor
- Mike Burchnall, Liverpool City Council
- Ian Butter, Rural Solutions
- Jill Channer, The Prince's Regeneration Trust – The Phoenix Trust
- Kate Clarke, Heritage Lottery Fund
- Steve Corbett, Liverpool City Council
- David Dewing, Geffrye Museum
- Neil Draper, Draper Neil Associates
- Hugh Feilden, Feilden and Mawson
- Phillip George, Grosvenor
- Chris Gill, One North East
- Julie Greer, London Borough of Southwark
- Sarah Harper, London Borough of Ealing
- Dr. Robin Holgate, The Museum of Science and Industry, Manchester
- Nigel Hughes, Grosvenor
- Robin Knowles, Civic Regeneration
- Martin Morris, Stockstar Property Holding;
- Dr Tanner Oc, Nottingham University
- Keith Perry, Lendlease
- Rob Pickard, RICS, Regeneration Policy Panel
- Professor Tom Pritchard OBE
Cynefin Consultants
- Duncan Sissons, Davis Langdon
- Nigel Smith, Hewden Consulting
- Alan Swales, Nottingham Regeneration Ltd
- Fred Taggart, The Prince's Regeneration Trust – Regeneration Through Heritage
- Andrew Wadsworth, Waterhouse
- Charles Wagner, English Heritage
- Simon Wales, LSO St Luke's
- James Woodmansee, PJ Livesey

Listed Warehouses,
Gloucester Docks, Gloucester



Photographic credits

Regents Quarter, King's Cross: English Heritage

St Ethelburga's Church, Bishopsgate (Internal):
John Critchley Building Images

St Ethelburga's Church, Bishopsgate (Damage View):
English Heritage

Repton Park, Chigwell, Redbridge: Crest Homes

Lace Market, Nottingham: Nottingham
Regeneration Limited

LSO St Luke's, Old St, Islington: Matthew Weinreb

Elm Hill, Norwich: English Heritage

The Himalaya Palace: Marcus Robinson

The Cinnamon Club, Westminster: English Heritage

Listed leisure buildings brought back into use:
English Heritage

Listed industrial buildings converted to new uses:
English Heritage

Specialist craftsmen: English Heritage

Geffrye Museum, Shoreditch: The Geffrye
Museum Trust

Cromford, Derwent Valley World Heritage Site,
Derbyshire: English Heritage

Ikon Gallery, Brindley Place, Birmingham -
a converted school: English Heritage

Victoria Baths, Longsight, Manchester:
English Heritage

Shoreditch Town Hall, Shoreditch: English Heritage

Listed Warehouses, Gloucester Docks, Gloucester -
converted to offices and flats: English Heritage

Staunton Country Park, Havant, Hampshire:
English Heritage

9 The Heritage Works team

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

David Tomback – English Heritage

Michael Chambers – RICS

Richard Taylor – RICS, London Region

Palmyra Kownack – British Property Federation

Faraz Baber – British Property Federation

For further information contact:

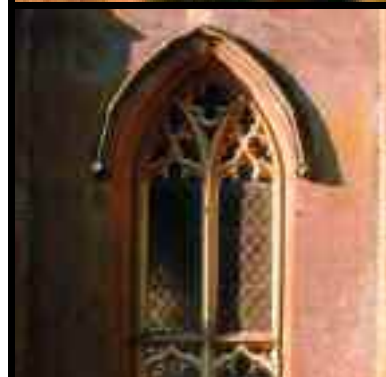
Drivers Jonas:

Leonie Oliva: 020 7896 8207
leonieoliva@driversjonas.com

Rob Colley: 020 7896 8075
robcolley@driversjonas.com

Chris Davies: 020 7896 8318
chrisdaves@driversjonas.com

Staunton Country Park,
Havant, Hampshire



This guide contains the combined advice and experience of English Heritage, RICS and the BPF and has been prepared by Drivers Jonas.

