Encouraging Investment in Industrial Heritage at Risk

SUMMARY REPORT (1 OF 3)

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PREPARED FOR ENGLISH HERITAGE

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TABLE OF CONTENTS

1 INTRODUCTION

Colliers International, with the assistance of heritage specialist Paul Drury of the Drury McPherson Partnership, was commissioned by English Heritage to assess the situation of industrial buildings at risk and make recommendations as to what can be done to encourage investment in them.

This is part of a larger study advising what can be done to encourage investment in heritage at risk generally.

For the purposes of this particular study, three main reports have been produced in discussion of encouraging investment in industrial heritage assets at risk.

1. ***Summary Report*** – summarises information from the Main Report that is particularly relevant to industrial heritage at risk.
2. ***Main Report*** - assesses issues relating to investment in heritage at risk generally and specifically industrial heritage at risk. It identifies a large number of ideas for what might be done. It can be read as a study about industrial buildings, or as a study about buildings at risk in general using industrial buildings as an illustration.

   Section 2 has an analysis of industrial structures and sites on the Heritage at Risk Register. Section 3 summarises issues that are encountered at each stage of the development process and some proposals to counter them. Section 4 assesses issues that are particularly encountered by heritage assets of industrial origin. Section 5 summarises the initiatives that have been proposed for encouraging investment in assets at risk, and suggests areas that the Industrial Heritage at Risk project might focus on.
3. ***Investment Performance*** – contains an analysis of the investment performance of listed properties on the IPD Annual Index.

Figure 1: Summary of main Case Studies

#	*Case Study*	*Location*	*Developer*	*Designation/Conservation status*
1	Custard Factory	Birmingham	Bennie Gray (Entrepreneur)	Non-designated
2	Ducie House	Manchester	Urban Splash	Non-designated
3	Paintworks	Bristol	Verve Properties	Non-designated
4	Staveley Mill Yard	Staveley, Cumbria	David Brockbank (Entrepreneur)	Non-designated
5	Tobacco Factory	Bristol	George Ferguson (Entrepreneur)	Non-designated
6	Farnborough IQ	Farnborough	SEGRO	Conservation area, Grade II wind tunnels
7	The Ropewalk	Barton upon Humber	The Proudfoot Group	Grade II
8	base2stay	Liverpool	base2stay hotels	Conservation area
9	Cooper's Studio	Newcastle	-	Grade II
10	Irwell Mill	Bacup	Eric Wright Group	Conservation area
11	The Pump House	Bristol	Long Ashton Pub Dining Ltd.	Grade II
12	Wills Building	Newcastle	Taylor Wimpey	Grade II
13	Healy Royd Mill	Burnley	St Modwen	Non-designated
14	The Station	Richmond, Yorks	Richmond Building Preservation Trust	Grade II*
15	Dewar's Granary	Berwick upon Tweed	Berwick upon Trust Preservation Trust	Grade II
16	Murrays Mills	Manchester	Ancoats Building Preservation Trust	Grade II*
17	Whitworth Street	Manchester	-	Conservation area

2 INDUSTRIAL HERITAGE ASSETS AT RISK

Industrial structures form about 13% of the 1,400 structures currently listed on the English Heritage *Heritage at Risk Register,* although the real proportion is higher as some of those classified as being Defence and Maritime, Communications & Transport, Commercial, and Water Supply and Drainage are also "industrial" in nature.

Figure 2: Types of asset on the Heritage at Risk Register, 2009[1]

	Number	% of UK
Domestic	300	21%
Religious, Ritual and Funerary	229	16%
Defence	198	14%
Industrial	**188**	**13%**
Agriculture and Subsistence	111	8%
Gardens, Parks and Urban Spaces	91	6%
Unassigned	81	6%
Transport	79	6%
Commercial	42	3%
Recreational	35	2%
Water Supply and Drainage	17	1%
Civil	13	1%
Education	13	1%
Health and Welfare	13	1%
Maritime	12	1%
Commemorative	8	1%
Total	**1430**	**100%**

Most of the industrial structures on the Register are concentrated in parts of the country that were the focus of manufacturing after the Industrial Revolution and which have struggled economically post-World War 2. They represent a higher proportion of the assets at risk in those areas. Almost a fifth of all structures at risk in the West Midlands were originally industrial, but only 2% of all the buildings at risk in London were originally industrial.

[1] These figures include buildings that are grade I, II* and structural scheduled monuments. They do not include grade IIs, except in so far as some of the structural scheduled monuments have this designation.

Figure 3: % of all structures at risk in each region that have industrial origin

	Number	% of Regional total
West Midlands	35	19%
South West	34	14%
Yorkshire and the Humber	28	21%
North East	27	22%
East Midlands	26	15%
North West	24	17%
South East	7	4%
East of England	5	3%
London	2	2%
Total	**188**	**13%**

134 industrial structures that have been on the Register at some point since 1999 have now left it. 21 of them, including a number of assets at Perran Foundry in Cornwall, have been taken off because they have been reassessed.

One – 47 Bengal Street in Manchester – has been demolished.

103 structures have been taken off the Register because they have been repaired, about a third of which have had grant assistance from English Heritage, Heritage Lottery Fund or both.

Many industrial sites have more than one structure on the list. About 1.4 structures are listed per industrial site.

Figure 4: Listed structures per site

Total Buildings/Structures at risk:	188
Total Sites	131
Buildings per site	1.4

As Figure 5 shows, there are many different types of structure on the Heritage at Risk Register[2].

Figure 5: Types of building currently on the Heritage at Risk Register

	Engineering Industry	37	Engine House, Chimney & Headstocks	84	Bottle Shop
1	New Pattern Shop; Dry Sand & Green Sand Shop; Engineers Sh	38	Coke Ovens	85	Potash Kiln
2	Warehouse	39	Middle Level Mine	86	Leadmine & Ore Works
3	Coffin Furniture Works	39	Coke Works	87	Lime Kiln
4	Foundry	40	Coke ovens	88	Bagmenders Shed
5	Forge		**Industrial (other)**	89	Pottery
6	Foundry	41	Mill	90	Lime Kilns
7	Chain Test House	42	Mill	91	Pithead baths & canteen
8	Foundry	43	Smelt Mill; Smelting Flues	92	Bottle oven & factory
9	Carriage Works	44	Four bottle kilns	93	Lime Kilns
	Food and Drink Industry	45	Mill	94	Tilery
10	Mill	46	Maltings	95	Bottle Kilns
11	Brewery	47	Industrial Works		**Paper/Wood Processing**
12	Tide Mill	48	Windmill	96	Saw Mills
13	Mill	49	Forge	97	Saw Mill
14	Mill & Walls to Mill Pond	50	Tannery Building		**Power Generation Site**
15	Ice Factory	51	Silo	98	Power station
16	Watermill	52	Mill	99	Gas Retort House
17	Malt Kiln	53	Smelt Mill and Mine		**Textile Industry**
18	Windmill	54	Smelt Mill	100	Preparation building; Cotttage; Workshop, Cart Sheds; North Mill; Engine House; Boiler House
19	Mill	55	Mill Engine House		
20	Maltings	56	Gunpowder Works		
21	Mill	57	Mill	101	Mill
22	Mill	58	Ropewalk	102	Mill
	Fuel Production and Mining	59	Windmill	103	Mill Dam
23	Engine Bed; Tower Base; Waterwheel Pit		**Metal Industry**	104	Boiler house, engine house
		60	Revetment Wall; Lodging Shop	105	Mill building
24	Engine House; Chimney	61	Smelting Mill	106	Mill
25	Engine House	62	Furnace	107	Stove House & Dye House
26	Beam Engine House	63	Metal Works	108	Apprentice House
27	Engine House; Weigh House; Capstan	64	Lead Ore Works	109	Engine House; Boiler House; Ch
		65	Workshop Ranges & Crucible Furnace	110	Mill
28	Engine House; Workshop; Heapstead, Beam Engine House; Bolier House; Fan House; Chimney; Weighbridge			111	Cloth finishing works
		66	Crucible Steel Shop	112	Mill
			Crucible Steel Shop	113	Mill; Gates; Engine; Engine House (x2)
29	Engine House	67	Lead Cupola, Flue and Chimney		
30	Coking Ovens	68	Blast Furnace & Ancillary Building	114	Mill
31	Lead Mine	69	Backbarrow Ironworks	115	Mill
32	Mine		**Mineral Extraction and Product**	116	Cloth Hall
33	Pithead Baths	70	Headgear	117	Works & gate lodge
34	Colliery	71	Colliery	118	Mill
35	Mines	72	Candle House	119	Mill Buildings
36	Boilerhouse & Chimney Stack; Dust Sampling Lab; Power House;Headgear & Heapstead; Institute Shaft;Electricians Workshop & Ostlers Store; Platt Shaft & Winding House; Institute Winding House; Winding Engine & Power House; Heapstead; Tub Hall;Weigh Bridge & Weigh Plate	73	Carpenters'shop & workshops;	120	Mill; Perimeter Wall & Ancilliary Buildings Gates; Engine; Engine House (x2); Boiler House
		74	Mine		
		75	Dam and sluices; Furnace		
		76	Engine House		
		77	Two Kilns; Eight Kilns	121	Flax dressing building
		78	Pan Sheds & Stoves; Office;	122	Mill
		79	Engine Shed & Pump House,	123	Mill
		80	Canal Salt Shed;	124	Mill
		81	Ore Works	125	Cottage; Aqueduct; Mill (4
		82	Bottle Ovens		
		83	Lead Mine		

[2] A few are not categorised on the Register.

Buildings associated with mining (Mineral Extraction and Product plus Fuel Production and Mining) account for about 42% of the sites where there are structures at risk.

Figure 6: Original use of structures at risk

Fuel Production and Mining	46	24%
Textile Industry	46	24%
Mineral Extraction and Product	34	18%
Industrial (other)	21	11%
Food and Drink Industry	13	7%
Metal Industry	13	7%
Engineering Industry	11	6%
Paper/Wood Processing	2	1%
Power Generation Site	2	1%
Total:	188	100%

Buildings that are associated with mining are proving more difficult to get off the Register than other types of sites – they make up 29% of sites that have at some time been on the Register and have now been removed via repair, a lower proportion than they constitute of all structures at risk.

Figure 7: Sites removed from the Register via repair

Textile Industry	20	24%
Mineral Extraction and Product	13	16%
Fuel Production and Mining	11	13%
Food and Drink Industry	10	12%
Metal Industry	10	12%
Engineering Industry	9	11%
Industrial (other)	8	10%
Paper/Wood Processing	1	1%
Armament Manufacture	1	1%
Total:	83	100%

The three regions in the north of the country account for around half of all the sites that have structures at risk, with the two Midlands regions accounting for over a quarter.

Figure 8: Location of sites on the Heritage at Risk Register

Yorkshire and the Humber	20	15%
North West	19	15%
North East	22	17%
West Midlands	20	15%
East Midlands	16	12%
South West	22	17%
South East	5	4%
East of England	5	4%
London	2	2%
Total:	131	100%

Yorkshire and Humber have removed the most sites, in absolute numbers, probably because of a combination of funding via the Regional Development Agency and many of the buildings being mills, which are relatively adaptable.

Figure 9: Sites removed from the Register via repair

	Industrial sites that have been on the register	Number of sites where structures have left due to being repaired	% of sites where structures have left due to being repaired
Yorkshire and the Humber	39	19	49%
North West	35	13	37%
South West	35	10	29%
West Midlands	33	12	36%
North East	28	6	21%
East Midlands	24	8	33%
South East	19	10	53%
East of England	8	3	38%
London	5	2	40%
Total	226	83	

Notes: In most cases all the structures on the site have left the register so the entire site has left too. There are four sites where only a subset of their structures has left.

The North East has, in proportionate terms, removed the least sites from the Register by repair, the reason being that it has greater mining heritage than other regions. Every single NE industrial site, in fact, remaining on the Register is associated with mining or extractive industry.

Figure 10: NE Industrial sites on the Heritage at Risk Register

1	Holmslinn Lead Mine
2	Ford Colliery
3	Shildon Engine House
4	Stublick Colliery Beam Engine House
5	Bowes Railway
6	F' Pit Museum - Colliery Engine House
7	Whinfield Coking Ovens
8	Lynemouth Colliery
9	Mohopehead Lead Mine and Ore Works
10	Brandon Walls Lead Mine
11	Coke ovens at Inkerman Farm
12	Middle Level Lead Mine
13	Hedleyhill Colliery Coke Works
14	Phosphate Rock Silo (No. 15)
15	Carrshield Lead Mines and Ore Works
16	Allenheads Lead Ore Works
17	Langley Barony Mines
18	Low Slit Leadmine and Ore Works
19	Limekiln to east of the Limery
20	Marsden Lime Kilns
21	Capheaton Tilery, Mirlaw House
22	Walkers Pottery, West Bottle Kilns

The private sector, in the form of individuals, companies and, to a lesser extent, trusts, owns over 80% of the sites where there are structures at risk, with public sector organisations owning the rest.

Figure 11: Ownership of the sites on the Heritage at Risk Register

Private	58	44%
Company	38	29%
Local authority	15	11%
Trust	12	9%
English Heritage	5	4%
Quango	2	2%
Government	1	1%
Total	131	100%

The majority of sites with structures at risk are classified as being in rural locations.

Figure 12: Rural/Urban split of sites currently on the Heritage at Risk Register[3]

Rural	75	58%
Urban	55	42%
Total:	130	100%

There has, proportionately, been slightly more success in removing sites, through repair, in urban areas than rural areas.

[3] Two are not categorised on the Register.

Figure 13: Rural/Urban split of sites that have been removed from the Register via repair

Rural	42	51%
Urban	41	49%
Total:	83	100%

About 70 structures on the 1999 Baseline Register are still on it. Several of them are ruins (like lead mining sites in the Pennines) or process structures like lime kilns or windmills with machinery intact, with little or no capacity for modern use and usually no financial incentive to conserve them. There are diverse reasons for the remainder staying on the list, but they typically relate to the scale of the buildings, their state of repair, and limitations on conversion stemming from their extreme importance.

Figure 14: Structures that were on the Register in 1999 and are still there

Ruins (mostly scheduled monuments) and industrial process structures (e.g. kilns, windmills)	12
Buildings with some capacity for low key use	16
Buildings fully capable of adaptation to modern uses	33
TOTAL	**61**

There are diverse reasons for the remainder staying on the list, but they typically relate to the scale of the buildings, their state of repair, and limitations on conversion stemming from their extreme importance.

An obvious overall conclusion from this analysis is that economic conditions in the location, and the nature of the site, have a critical impact on how easy it is to get them off the Register. This suggests that a more rigorous form of prioritisation of activity is perhaps called for.

The high proportion of sites that are owned by individuals and companies suggests that there is a need for a combination of stronger enforcement action and inducement to encourage them to comply with their obligations, which is a key theme of proposed initiatives.

3 SECURING INVESTMENT IN HERITAGE ASSETS AT RISK

There are many challenges that stand in the way of securing investment in heritage assets that are at risk – including former industrial buildings - notably the perception, and often reality, that there is extra cost and risk associated with them by comparison with building new structures.

There are also major challenges in how to deal with these difficulties, notably, of course, the current poor market conditions and reduced resources available in the public sector both in terms of cash and staff. The deliverability of any initiatives has to be considered in that context.

Figure 15 summarises the process for developing a historic building roughly in time sequence, the main obstacles that are encountered at each stage and ideas that emerged in the research for initiatives that might help to reduce them. They apply to all historic buildings, including industrial buildings at risk.

Figure 15: The development process

Development Stage	Key Issues	Possible Initiatives
Making the site available	It is often difficult for local authorities to trace the owners of neglected buildings. Owners can be unwilling to sell on realistic terms. Local authorities are very reluctant to impose Compulsory Purchase Orders, mainly because of perceived risk of possible financial liability.	"Stopping the Rot" guidance to be issued in Autumn 2011. Amend S16 of the Land Compensation Act 1961, to make it easier for local authorities to use Compulsory Purchase Orders. Raise awareness in local authorities about English Heritage assistance for Compulsory Purchase. Give English Heritage the power to undertake CPOs on behalf of local communities nationally rather than just in London.
Marketing sites to developers	The site may be located in an area which has poor physical or economic conditions. Area based regeneration is more difficult because of less funding, notably the loss of that from Regional Development Agencies.	The Heritage Lottery Fund to review the effectiveness of the Townscape Heritage Initiative grant programme as a central plank in regeneration of historic environments, in the context of the local economic growth policy agenda.
	Antipathy of many developers to historic buildings because of actual or perceived risk and uncertainty.	Provide a developer portal on English Heritage's website pointing developers to advice and assistance. Organise a programme of events to help demystify historic buildings for developers.
	Need to awaken the interest of those who might be interested in a particular building.	A network of developer friendly "Development Enablers" (along the lines of current Heritage at Risk Support Officers) working to facilitate

Development Stage	Key Issues	Possible Initiatives
		solutions for buildings at risk. Use the Heritage at Risk Register more proactively by introducing a rating of the development potential of sites and prioritising funding and project activity accordingly.
	Uncertainty about the challenges and possibilities associated with the building.	Update the list descriptions of buildings at risk to include Statement of Significance and/or provide outline Heritage Partnership Agreements so as to provide more clarity about what might be done with the building. Help local authorities, via a funding programme and expert assistance, to develop Supplementary Planning Guidance for buildings at risk.
	Developers do not know before purchasing whether they will get a grant to cover conservation deficit, which causes uncertainty and risk for them.	Make it possible for provisional grant approval to be secured before the site is purchased, with safeguards to avoid this simply being reflected in the sales price.
Pre-planning application discussions	More difficult because of cut backs in local planning authorities. Local Planning Authority staff may not have the experience to be able to offer good advice about difficult buildings.	Assistance of "Development Enablers" and English Heritage conservation specialists.
Develop plans	Developers need a professional team that has relevant experience if they are to avoid risk associated with specialised buildings.	More effective promotion of existing registers of accredited professionals. Make it easier for developers to access expert advice from EH on technical issues.
Development Appraisal (i.e. calculating whether the scheme will make enough return to be viable).	The market is weak in many parts of the country so it is difficult to create financially viable schemes. There is often a conservation deficit, meaning that it is difficult or impossible for a developer to put together a viable scheme. It is not easy for private sector developers to get grants to help with this, and the application process can be slow, adding risk.	Provide capital allowances for development, for commercial purposes, of buildings at risk. Encourage local authorities to offer rate rebates for development of buildings at risk. The Heritage Lottery Fund to consider whether it is in the public interest to open up more of its programmes and funding to private sector developers.
Listed Building Consent and Planning Permission	Need for much more detail and, therefore, cost to the developer up front, than for new build developments. Planning Officers can require substantial S106 contributions in addition to the cost of restoring the heritage asset.	Encourage local authorities to introduce a proportionate, staged approach to consents within the framework of legislation and PPS 5. Provide a grant scheme for developers to cover the cost of obtaining listed building consent and planning permission for heritage at risk. Enable accredited private sector professionals to sign off the detail of applications to reduce the burden on local authorities. Produce material and events that help local authority planning officers obtain a better understanding of development finance.
Compliance with Building Regulations	Building Regulations are attuned to new build and may have requirements that are difficult or unnecessary for a historic building. There is	Develop a Listed Buildings version of Building Regulations to make them more appropriate to historic buildings.

Development Stage	Key Issues	Possible Initiatives
	typically a process of negotiation with the Building Control Officer.	
Secure funding – typically through bank loan and through pre-letting and/or off-plan sale.	Bank loans are currently difficult to obtain for most development. The market in many parts of the country and for many types of property is currently weak. Many developments will not proceed without a certain level of certainty about end use and with a certain amount of cash in the bank.	Extend the scope of venture capital schemes to the development of heritage assets so that there is more equity funding available.
	Building Preservation Trusts (non-profit developers) typically have to secure funding from a number of sources, including loans through the Architectural Heritage Fund. The full funding package needs to be lined up before they can proceed.	Make funds from the Big Society Bank available to the Architectural Heritage Fund, and, from there, to Building Preservation Trusts. Enable BPTs to build up capital that gives them a cushion and allows them to take on other projects.
Construction	A shortage of skilled craftspeople with experience of specialist requirements of historic buildings.	Promote the Construction Industry Training Board (CITB) craft skills register to developers. Further development of craft training, working perhaps through the National Heritage Training Group.
Paying for construction and fitting out	VAT can provide problems with cash flow because it has to be paid up front but only paid back months later.	Loan scheme to cover the VAT gap on 'elect to tax' development.
Letting/Sale	As with developments of all type, this can take a long time in the current market conditions (as case studies like Coopers Garage in Newcastle illustrate).	
On-going asset management	Large sites can require frequent listed buildings consents, especially as new tenants are introduced.	Put Heritage Partnership Agreements – which allow changes that are allowed to be agreed in principle - on a statutory basis by an order under the Regulatory Reform Act.

4 ISSUES PARTICULARLY AFFECTING INDUSTRIAL BUILDINGS AT RISK

4.1.1 LOCATIONAL CONSIDERATIONS

The potential for sustainable development of any heritage assets is determined largely by the economic conditions of its location.

The propensity for industrial heritage to be adversely affected by location is illustrated by the data in Figure 16, which shows the change in the number of structures on the Heritage at Risk Register in each region between 1999 and 2009.

Figure 16: Change of entries on the Heritage at Risk Register, 1999-2009

Industrial Buildings/structures at Risk					Total Buildings/structures at Risk			
	1999	2009	Change	% Change	1999	2009	Change	% Change
Yorkshire and the Humber	34	28	-6	-18%	206	136	-70	-34%
North West	29	24	-5	-17%	215	145	-70	-33%
North East	14	27	13	93%	147	124	-23	-16%
West Midlands	32	35	3	9%	246	185	-61	-25%
East Midlands	17	26	9	53%	194	171	-23	-12%
South West	25	34	9	36%	218	237	19	9%
South East	17	7	-10	-59%	302	192	-110	-36%
East of England	3	5	2	67%	125	146	21	17%
London	4	2	-2	-50%	124	94	-30	-24%
Total	175	188	13	7%	1777	1430	-347	-20%

London and the South East both had a larger reduction in the number of industrial structures on the Register than other types of structures. This of itself shows that industrial buildings can be attractive development propositions when local economic conditions are favourable.

All other regions had less success in removing industrial structures than other types of structure.

The North West is the only region other than London and the South East that has reduced the number of industrial structures on the Register, probably as a result of large-scale regeneration of places like Castlefield and Ancoats in Manchester.

Historic industrial structures tend to be concentrated in towns, cities and regions where property values are relatively low because the industries that generated them have declined. They tend also to be outside of the parts of towns and cities where values are highest

because there was no reason for them to be built in locations that are prime for alternative commercial uses like retail and offices.

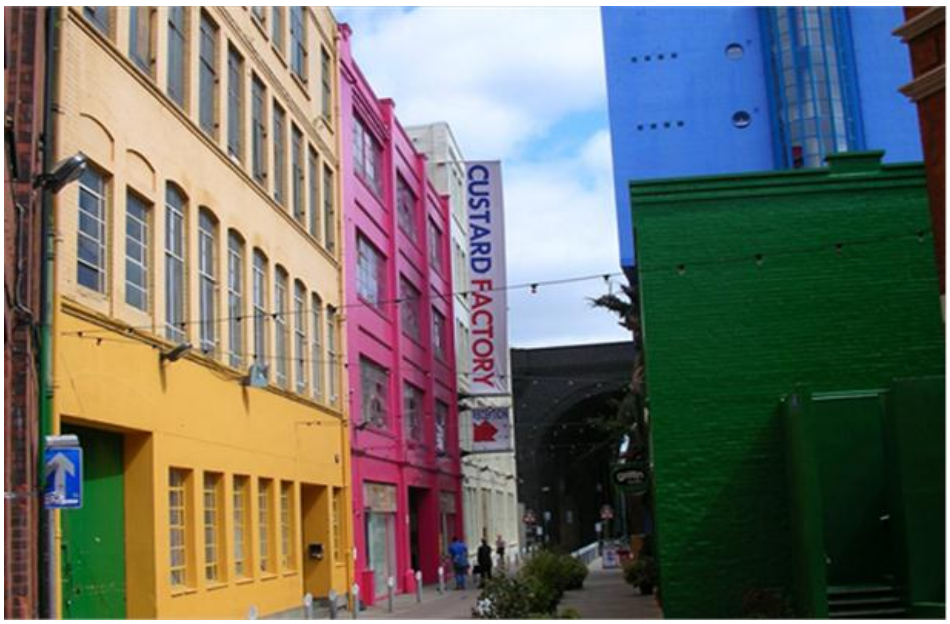
Perceived risks associated with historic buildings generally, and industrial buildings in particular because of fear of contamination, may make it more difficult for developers to secure funding for developing them, although there was no evidence of this from the research. It is difficult to tell, when it is so difficult to secure funding for any type of development at present, and was so relatively easy to do so in the pre-credit crunch era, whether or not it is more difficult to secure funding for development of historic industrial buildings.

It is, however, certain that large, mainstream property companies and institutions that invest in property do not tend to invest in former industrial buildings.

This is demonstrated by analysis of data from the Investment Property Databank (IPD), which has been maintained since 1981.

There are 450 listed properties on IPD. 228 (51% of the total) are Retail, 148 (33%) are Office, 39 (17%) are Industrial and 35 (7%) are categorised as Other.

Figure 17: Case Study – Custard Factory, Birmingham



The former Bird's custard factory was acquired by entrepreneur Bennie Gray in 1989 and has been converted into a successful home for small businesses associated with the creative industries in three stages. The head office building and library are listed Grade II. Businesses make and sell there – it is open to the public. It is on the periphery of the commercial core of the city in an area that Bennie describes as having been "an industrial wasteland". He first became interested on a first visit to Birmingham at the invitation of the City Council. He was attracted by "a group of magical, beautiful buildings with tremendous spirit". Each stage of the development has been facilitated by grant. The demand for space

in the buildings has always been high. Interviews with occupiers suggest that the reasons for this are: it offers a combination of workshop space and retail space that is particularly suitable for those that make and sell; the rent is low compared to prime city centre locations; they like being with other small other small businesses and the "community feel" it engenders; and they like the character created by the historic buildings. Tenants interviewed say that there are physical inconveniences, notably cold, from being located in building built for industrial purposes, but they like the ambience and it is affordable.

We hoped that it would be possible to obtain a reasonable sample from IPD of listed properties that had formerly been industrial and had been redeveloped. This could have allowed us to assess the return on investment that might be achieved by development of industrial buildings.

This was not possible, however, because, of 71 listed properties on the IPD that had undergone development or major refurbishment, only one of them was formerly an industrial building.

This is of interest in its own right. While there is a reasonable representation on IPD of listed industrial buildings that continue to be used for industrial purposes, there is almost no representation of listed industrial buildings that have been converted to other uses.

These factors imply that the location-orientated categorisation for shaping activity in support of buildings at risk proposed in Section 5.1.4 is particularly relevant to former industrial buildings because they are more likely to be adversely affected by local economic conditions than many other types of building.

Historic industrial buildings can be seen as a negative factor in areas of *high* value for a different reason, namely that the site would be worth more if the buildings did not exist because the site could be developed more intensively with new buildings. Industrial buildings are not alone in this, but it is particularly associated with them, especially where single storey buildings, such as weaving sheds and production space, are a significant part of the site. It can encourage owners to encourage decay, seek replacement rather than redevelopment, and seek to retain the more imposing elements at the expense of single storey ones, typified by the retention of a spinning mill and demolition of adjacent weaving sheds[4].

[4] *Northern Lights: The Pennine Lancashire Northlight Weaving Shed Study* (2010) quotes a recent example which sought to address this and suggests solutions for reuse of buildings of this nature.

Figure 18: Case Study – Staveley Mill Yard, Cumbria

The site was a wood working and saw mill from the early 1800s through various ownerships and activities until it was bought in 1946 by the Brockbank family. It withstood European and Far East competition for a time but, finally, in the 1990s, machinery and the business were transferred overseas. Thereupon, David Brockbank set about redeveloping the 4 acre brownfield site comprising the original mill and the coppice drying shed and some open space into a centre for small and medium size businesses, many of which make and sell on the site. It has an attractive food and drink offer and is a popular destination. The latest stage features a new build that complements the existing buildings and provides office accommodation for the international brand North Face. It is not listed, but is located in a conservation area.

The Mill Yard appeals to occupants for similar reasons as the Custard Factory – rent is affordable, there is a "community" feel, and the opportunity to both make and sell. The success of the development was underpinned, however, by the fact that there is not much alternative commercial space in the area because of the planning restrictions associated with the National Park.

Some 100 people were employed on the site at its height as a wood based operation, and that had reduced to just 10 by the mid-1990s. Currently more than 400 people work on the site in a variety of occupations and businesses, illustrating how effective a development like this can be creating employment and new business opportunities.

4.1.2 IMAGE

Not all types of historic buildings have market appeal. Historic industrial buildings often do not.

They can, firstly, have a negative image with developers.

Like other types of historic building, they are perceived, by developers and their advisors, to carry greater risk than new build because of uncertainty about hidden or unfamiliar defects. This perception is a big barrier to investment in them.

The research also shows that it is commonly a reality that development projects involving historic industrial buildings encounter

unexpected costs and/or delays, although that is probably also true of other developments and there is perhaps a tendency to attribute problems to the historic nature of the property, whereas there may be other underlying causes.

Bennie Gray, of the Custard Factory, said that they had found that there seemed to be a lack of skills in the construction industry to deal with historic industrial buildings, and highlighted how using a contractor that did not have the right craft skills and experience added to the development cost.

A general theme emerging from the research is that developers would encounter less risk both during planning and construction if they used professionals and contractors with appropriate experience, and that making them more aware of the accreditation schemes that help to ascertain whether they do have the right experience could be helpful.

Not all of the projects that we examined did go over budget because of unexpected costs and/or delays, and the research does not of itself demonstrate - because it did not compare with a matching sample of new build developments - that they are much more likely to do so than new build projects. Whatever the reality is that they are definitely *perceived* to be riskier. All of the developers interviewed said that they believed that to be the case.

This perception is partly because most developers lack experience in working with historic fabric, and see it as high risk because of that lack of experience.

Some very large ex-industrial sites need major investment in infrastructure before they can become viable development prospects. The former Bass Maltings[5] at Sleaford, Lincolnshire, is an example – it is taking a long time to realise the potential of the site, not least because the site needs new road access across a railway and substantial on-site investment in access and services. The development value is not enough to pay both for that and the conservation deficit involved in converting the historic buildings.

Similarly, former industrial sites and buildings can be heavily contaminated and need extensive, and expensive, remediation. Avoiding disturbance may be the easiest solution, unless the buildings themselves are heavily contaminated with hazardous substances which, unlike asbestos, cannot be readily removed. Tax relief can be available on remediation costs at 150%.

[5] For which planning permission was recently granted.

Historic industrial buildings can also have a negative image with potential occupiers.

The main issue is perhaps how to change people's perception of place and their relationship to the past. Schemes like the Urban Splash developments of Manningham Mill, outside Bradford, show how boldness and effective marketing can create demand where none was thought to exist. Others, like Salts Mill[6], also outside Bradford, show how perceptions - in this case about Saltaire as a whole, now a World Heritage Site - can be changed more subtly by a developer using a historic industrial building in a particularly imaginative way.

Figure 19: Case Study – Paintworks, Bristol

This is a former Victorian Paint factory that was redeveloped by Verve Developments to provide workspace for companies in creative industries and also residential accommodation. It has been a popular success and now calls itself "Bristol's Creative Quarter", has a popular bistro and events are held there regularly. It is not listed.

The site stopped producing paint some 20 years ago, after which it was progressively vacated. It comprised the historic buildings but also 60s and 70s additions. Verve Developments looked at it from a different perspective to other potential buyers. Most people thought they would keep the 60s and 70s properties and demolish the older building stock, but they did the opposite. They thought it could be a success because of the location close to the city centre and the potential to create affordable office space there.

The compact Victorian layout of the site and the road layout did not lend itself to modern day industrial practices, but was not a limiting factor to office use. Selective demolition of buildings increased the natural light and created ambience. The aim was to create a community feel by creating public space and courtyards amongst the buildings.

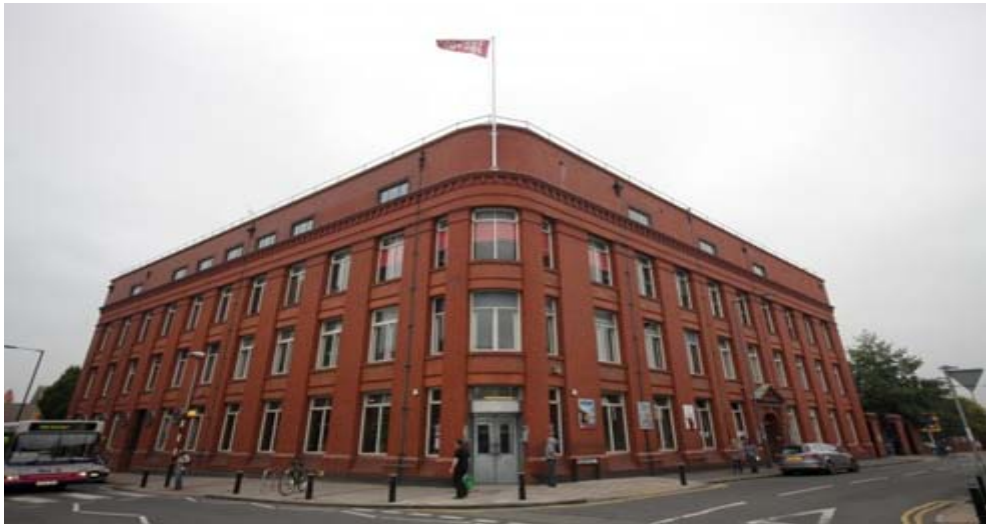
Verve was able to buy the site at low industrial values. This made it easier to develop the site and offer reasonable rents. The advice from all agents who Verve spoke to was very cautious. They all thought that it was very risky. Their vision was clear and delivered in an undiluted form. It hit the mark from the point of view of occupiers and there are now about 40 companies located there.

[6] Developed by the late Jonathan Silver as a high quality retail and leisure destination, with a David Hockney art gallery as its centrepiece.

4.1.3 ADAPTABILITY

Many former industrial buildings are flexible, as many of the case studies in the research illustrate.

Figure 20: Case Study – Tobacco Factory, Bristol



Flexibility was the key word that featured in our interview with George Ferguson, the architect who has successfully developed the former Imperial Tobacco Factory in Bristol into a centre for the creative industries.

He bought it in 1994. It was empty at the time and on the verge of being demolished. George says that three factors particularly attracted him to the building: "it was on a 'real' street; 2) the building had character and was very well built/sturdy ;3) it was very cheap". He "knew he could do something with it".

It is not listed. It had been bought by a company that went into receivership. George bought it off the receivers, offering them a price equivalent to what it would cost them to demolish it. Property agents he spoke to advised against purchase.

"The building was very well built and open so flexible to lots of uses. The location was a massive advantage. We were simply replacing a manufacturing hub (a tobacco factory) with a cultural hub (mixed use cafe/bar restaurant/theatre offices and residential)".

They developed the building incrementally, largely because they could only borrow small amounts at time. They could not use the building as collateral to borrow money because valuers could not put a value on the building.

All Tobacco Factory occupiers are on short term leases that enable flexibility. The response of potential tenants/purchasers to the development was much more positive than they had expected. It attracted people because the building "created a funky space with high ceilings and light and airy environment. It generates an enthusiasm that encourages the occupiers to be not so fussy about more minor issues that might arise in an old building".

George Ferguson emphasised that "order to make a scheme work, you have to select the right occupiers". They turned down a budget supermarket, a multiple brewing chain and call centre as it would affect who else would want to locate there. "You need good occupiers to attract other good occupiers. You must look at the bigger picture".

Industrial buildings tend to be less easily adaptable to new uses if they:

- Were built to a special form, for a specific purpose which is no longer needed, or were built to accommodate functions that have changed to such an extent that they are no longer compatible with the form of the building.
- Contain machinery or other fittings which are central to what gives them special interest. Elements small in proportion to the whole site often add interest and value to a development, especially where they are visible to the public, either in the public realm or because they are use. The greater the extent to which they add cost, both revenue and capital, but do not contribute income/capital receipts, the less attractive the development will be to potential developers.
- Are ruins, beyond repair but designated, usually scheduled as monuments, because they provide important evidence of past activity.

The more specialised the form of the building or structure, or the more ruinous its remains, the more difficult it tends to be to adapt it to new uses without destroying the elements or the character that warranted its protection.

Conversely, the more unspecific and regular the space, the easier it tends to be to reconcile the historic interest of the structure with new use.

Textile mills and warehouses therefore tend to be more easily adapted whereas sites associated with the extractive and chemical industries are particularly problematic because the structures are essentially an envelope to contain the process plant and machinery.

Sub-division of mills and warehouses tends to detract from their spatial qualities. Open plan uses, such as offices and studios, are normally preferable, in terms of maintaining their character, to uses that subdivide, notably residential, although sub-division is reversible in the long term and is generally acceptable unless the exposed structure is outstandingly important (e.g. Stanley Mill, Stroud).

Uses which require repetitive provision of near-identical units, notably hotels or small apartments, and large open plan floor plates, such as mainstream offices, only suit industrial buildings like spinning mills or warehouses with large regular floor plates and structural grids. base2stay hotel in Liverpool typifies this.

This type of industrial building tends to be the most flexible and least problematic of historic industrial buildings to convert or upgrade, and tend to be the most likely to be taken up in areas of low demand. It is not always the case - some warehouses can be too deep to provide

natural light, although that can sometimes be solved by inserting atria, or have low ceilings or other physical limitations.

Residential conversion can cope with irregular spaces, but is likely to require more substantial upgrading of fabric to meet sound transmission and thermal performance requirements.

Figure 21: Case Study - Trowbridge

Russell Brown, Conservation Officer, Wiltshire Council (West Area), quoted an example of a situation that is not unusual in former industrial areas.

"Trowbridge is a good example of an area dominated by historic industrial buildings that need further regeneration activity. It is an historic mill town and there are several large mills around the town, a lot of which are in what you would call a semi-conversion, in as much as the ground floor is occupied but the floors above are largely empty and disused.

In this case, the problem is that the mills have a large floor-plate which make for awkward re-use of the building. To make suitable for alternative uses there are a lot of modern pressures which the building is either not well suited to or significantly affects its character/appearance. To convert to residential would often necessitate a hotel style central corridor that would be permanently illuminated by artificial lighting only. This is not often a good design approach. For offices, there is often a requirement to retrofit an air conditioning system with IT runs etc, this may involve altering the fabric of the building unacceptably. They are often difficult buildings to find alternative uses for which would be compatible".

There is often pressure in conversion schemes to maximise lettable or saleable area, aiming to achieve similar standards to comparable new buildings. This imposes a new building 'model' on historic fabric.

There are understandable financial reasons for this. Historic buildings are expected to compete, financially, with new build of the same use class. If the cost of repairing an historic envelope is more or less fixed, then the more usable floor space that can be created within it, the lower the unit cost of that space.

Furthermore, change of use of a building triggers full compliance with current building regulations for that use. This tends to create pressure for more highly specified and complicated conversion, which can detract from the character of industrial buildings.

An alternative, simpler, approach to development of industrial buildings is to make them weather tight, structurally sound and safe - including the services - and aim them at creative industries or specialist retail and leisure use, retaining an 'industrial' character as part of the appeal.

This is the strategy of a number of successful developments assessed in the research for this study. It is a feature, for example, of the Custard Factory in Birmingham, Paint Works and Tobacco Factory in Bristol, The Staveley Mill Yard in Cumbria, Ducie House in Manchester, all of them popular and successful.

Interviews with a selection of their occupiers show the extent to which they particularly attract new businesses and how those businesses are principally enticed by a combination of the atmosphere created by the historic building(s), low cost and flexible leases. They accept the pitfalls – leaking roof or heat in summer – as an acceptable trade-off.

Sometimes a large building was designed to do no more than keep space dry - covered ship-building slips are a classic example. The answer may be to create enclosed spaces within it, rather than attempt to convert the historic structure. Current proposals for Convoy's Wharf in Deptford are an example of this approach.

4.1.4 ENTREPRENEURIAL OPPORTUNITY

The most "successful" commercial developments of industrial buildings tend to be by entrepreneurs who have "vision" for what the buildings could be like

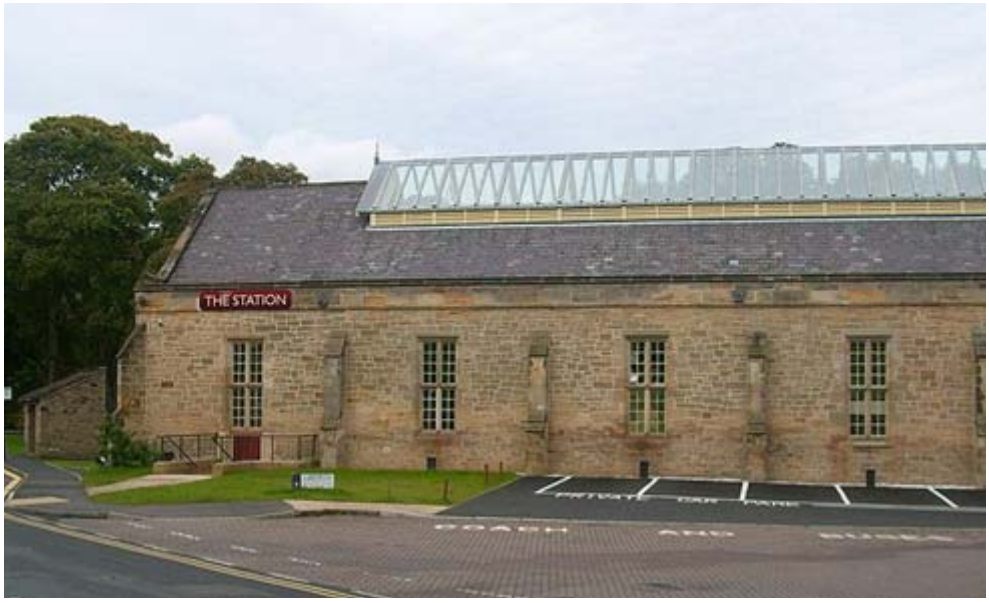
The likes of Tom Bloxham of Urban Splash, Bennie Gray of the Custard Factory, George Ferguson at the Tobacco Factory, David Brockbank at the Staveley Mill Yard, and the late Jonathan Silver at Salt's Mill are all "creative entrepreneurs" who were driven not just by financial concerns but by a vision of how their industrial buildings could be adapted and used with vitality.

In the words of Bennie Gray, there is an "irrational element" in their makeup. Ashley Nicholson of Verve Properties (developers of Paintworks in Bristol) and George Ferguson were both eloquent in their interviews about how they had gone against the advice of property professionals. George Ferguson commented "The knee jerk reaction of agents is to knock buildings like this down and sell the site for housing or a supermarket. They can't think outside the box". Both he and Verve Properties say that the local authority would have been content for these (unlisted) buildings to have been demolished,

As described in Section 4.1.3, these entrepreneurs are inclined to respect the original nature of the building with a "minimalist" approach, partly because it reduces the development cost. Their schemes are both popular with tenants and maintain the character of the buildings. All of them also allow and encourage public access to their sites. They have popular restaurants, retail activity, and events and cultural activity.

The same sense of entrepreneurial vision can also be seen in successful projects undertaken by Building Preservation Trusts, either independently or in partnership with commercial developers.

Figure 22: The Station, Richmond



The Grade II* disused station building, which originally opened in 1847, has been converted into a very successful leisure destination by the Richmond Building Preservation Trust.

Donald Cline was the "entrepreneurial" driving force behind the development, working through a volunteer group called Friends of Richmond Station that evolved into the Trust.

The development features "Seasons", a café/bistro during the day and restaurant/bistro in the evening; a two screen cinema; six food manufacturing units, including a micro-brewery, that sell on-site and off-site; meeting rooms, a mezzanine gallery space where artists display paintings, and three offices occupied by a Chartered Surveyor, Ethical Investment Business and Graphic Designer. The production units were created with grant aid from EU funds.

The freehold to Richmond Station was owned by Richmondshire District Council. The Council initially planned to sell it to a developer on the open market. Friends of Richmond Station consulted widely with the community and it was evident from an early stage that there was strong support for developing it into a multi-use building that would be attractive to local people and visitors alike, but that it should have a strong, vibrant commercial element that would generate a significant revenue stream to sustain the historic building.

Funds were secured from the Heritage Lottery Fund, Yorkshire Forward, European Regional Development Fund and local fund raising events. Richmondshire District Council sold a 999 lease to the Trust for £1.

There is great support and affection from the local community for the development, and it claims 300,000 annual visitors. Richmondshire District Council is encouraging the Trust to consider redeveloping a Listed Grammar School that is now surplus to requirement.

The key to successful development of many former industrial buildings is to help and encourage entrepreneurs, in both profit and non-profit sectors, to take buildings on and deliver schemes that have panache.

4.1.5 HISTORIC INDUSTRIAL ENVIRONMENTS

Heritage assets of industrial origin often form the nucleus of an industrial settlement. The future of the site often depends on that of

the settlement, although sometimes the building/complex is so large and dominant that the reverse is true.

There are many examples of post-Industrial Revolution townscapes – Manchester's Northern Quarter and Liverpool's Ropewalks, for example, in which two of the case study developments in this study are located – that have stimulated a more diverse and leisure-orientated range of economic activity than seen elsewhere in their city, and which are very popular. Manchester has made its "industrial powerhouse" heritage a feature of its regeneration, calling itself the "Original Modern" city to make it clear that it is a vibrant modern city that is proud of its past and the distinctive sense of place which its industrial legacy gives it. Most of its major attractions – from Canal Street to the Manchester Museum of Science and Industry – are indirectly or directly related to this legacy.

The 19th Century industrial buildings of London's Clerkenwell are perhaps the starkest demonstration of the phenomena. They accommodate an extraordinary concentration of architectural practices. They gravitated there originally because the buildings provide the light and space that is suited to design and were, when the "clustering" phenomena started, more affordable than other locations.

There are situations, like the Weavers Triangle in Burnley, where it is very difficult to find sustainable development for concentrations of former industrial buildings in current market conditions, but it is easy to imagine those buildings being central to a sustainable future for the town. *Those are situations where focus on "meantime" use and mothballing is particularly needed.*

Figure 23: Case Study – Healy Royd Mill, Burnley

This case illustrates the difficulty in developing heritage assets where local economic conditions are not favourable.

The 4 storey weaving mill was built in 1850 and extended in the 1930s. It is surrounded by late 19th century and early 20th century single storey weaving sheds in one of the finest remaining collections of such buildings, the Weaver's Triangle. It is locally listed and as such is a non-designated heritage asset.

The area is seriously deprived socially and economically.

St Modwen Developments has a track record of working in historic areas and with historic industrial buildings. They do not lack experience. They bought an option to purchase in early 2004 from the existing occupier, footwear and accessories manufacturer Lambert Howarth. The acquisition was completed in January 2007, when the factory closed.

St Modwen envisaged a major mixed use development but were unable to put together a viable scheme. The mill was, meanwhile, badly vandalised and its condition deteriorated.

Outline consent was obtained in March 2011 to demolish the mill in its entirety to replace it with a new mixed-use development with residential, retail, leisure and commercial uses.

5 POSSIBLE INITIATIVES

There is no significant difference between the initiatives needed to deal with industrial buildings at risk and others. Suggestions for initiatives that might be introduced to deal with them have been grouped in the report under six objectives. They are explained in detail in the main report.

Initiatives that the Industrial Heritage at Risk project might particularly focus on have been annotated below in italics.

5.1.1 OBJECTIVE 1: KEEP WORKING TO MAKE ENGLISH HERITAGE AND LOCAL AUTHORITY CONSERVATION OFFICERS MORE DEVELOPER FRIENDLY.

- Set up a Developer's Portal on the English Heritage Website. Information that it could contain or point to could include: availability of grants; advice and technical case studies relating to different types of buildings; specific conservation techniques; practical advice on issues such as heritage values and significance; how to establish or work with a Building Preservation Trust; conservation accredited professionals; the implications of listing; how they can engage with English Heritage. *This could include sections and case studies using the guidance being developed by the Industrial Heritage at Risk (IHaR) project that is particularly relevant to industrial buildings of different types and situations.*

- Organise "Information Exchange" events for developers and local authority Members and officers. Their aim would be to interest developers in historic buildings and reduce the mystique associated with them, show local authority members and officers working on planning and economic development the importance of heritage and give them ideas for what might be done with assets under their control show both parties what support is available from English Heritage, and what grant funding is potentially available, facilitate discussion between developers, profit and non-profit alike, and local authorities in order to increase mutual understanding and perhaps awaken ideas for projects. *The IHaR programme could focus on organising some, in the North and Midlands, to take place in former industrial buildings, such as case studies explained in this report like base2stay hotel in Liverpool (showing the opportunities for converting an engineering works into a hotel), Murrays Mills in Manchester (showing how a Building Preservation Trust can do shell repair work), and the Station in Richmond, showing how a*

Building Preservation Trust can take on the development of an important local building.

- Establish a network of "Heritage at Risk Development Enablers" They would be tasked with facilitating investment in buildings at risk, particularly by working with developers. This would be an extension of the current Heritage at Risk Support Officers, of which there are a small number. *Since industrial buildings are a particularly notable element of the heritage at risk in the north, the IHaR project could focus on establishing the network there and targeting them at difficult industrial buildings.*

5.1.2 OBJECTIVE 2: PROVIDE MORE CERTAINTY AND SPEED, AND LESS COST AND RISK, FOR DEVELOPERS AT PLANNING STAGE.

- Revise list descriptions of buildings at risk to include a statement of significance, and/or prepare outline Heritage Partnership Agreements for them. The aim of this would be to give developers, investors and local authorities a clearer idea of where the special interest of a listed building lies and where the potential for acceptable or beneficial change lies. This is perhaps more true for industrial buildings than other use classes because they tend to be more "one off" in nature. *The Industrial Heritage at Risk project could target those sites which it believes should have preference for this*.
- Recognise that for-profit development of buildings at risk can be in the public interest, and make it easier for the private sector to compete for grants to cover conservation deficit.
- Review planning procedures in order to allow and encourage more flexibility and speed in submission of planning and listed building consents, especially on complex sites (true of large former industrial sites).
- Give statutory force to Heritage Partnership Agreements. Heritage Partnership Agreements would allow developers contemplating taking on large industrial buildings and sites to know that they would not have to keep going back to the local planning authority for listed building consent for relatively minor changes as new tenants are signed up. Putting them on a statutory basis could be potentially be achieved by an order under the Regulatory Reform Act[7]. It could help developers indirectly by reducing the number of small applications that local authorities have to deal with, allowing

[7] *Streamlining Listed Building consent: Lessons from the use of Management Agreements* (PDP for EH and ODPM, 2003)

their conservation officers to focus more time on more significant matters.

- Introduce "Listed Building Regulations" which attune building regulations to the specific needs of heritage assets. This could be of particular value for industrial buildings because compliance with building regulations intended for new buildings can involve major intervention and the loss particularly of the internal character that made them attractive in the first place. A particular difficulty for many industrial buildings is that they were designed to dissipate the heat generated within rather than retain it.

5.1.3 OBJECTIVE 3: ENHANCE THE CAPABILITIES OF BUILDING PRESERVATION TRUSTS.

- Use "Heritage at Risk Development Enablers" to enhance the capacity of Building Preservation Trusts and develop partnerships between Building Preservation Trusts and private developers. *The Industrial Heritage at Risk project could specifically seek to establish Enablers in situations, notably large towns still suffering from economic depression as a result of decline of traditional industry, to help Building Preservation Trusts to take on former industrial buildings, in some cases working in partnership with private developers.*
- Enable and encourage The Big Society Bank and the Heritage Lottery Fund to invest, through the Architectural Heritage Fund, in providing more working capital for Building Preservation Trusts, and allow a modest degree of risk in its loans.
- Allow Building Preservation Trusts to take a bigger share in the success of schemes so that they can build up enough working capital to take on other buildings at risk.
- Extend the VAT refund scheme for listed places of worship to heritage assets in charitable ownership that are accessible to the public, and to monuments incapable of conventional income-producing uses in any ownership.
- Oblige Local Authorities to divest themselves of heritage assets to the 3rd sector when a sustainable Business Case is put to them.

5.1.4 OBJECTIVE 4: USE THE HERITAGE AT RISK REGISTER MORE PROACTIVELY TO SHAPE PROJECT WORK AND FUNDING.

- Review the process for inclusion on the Heritage at Risk Register to ensure it is objective and transparent - as a necessary prelude to using it to taking more serious decisions.

- Categorise, on the Heritage at Risk Register, sites with structures at risk according to their context. Doing so could enable the Register to be used more proactively to shape a variety of matters ranging from funding to prioritising them for Special Planning Guidance.

  Four categories are proposed**:**

  Category A: a commercially viable development is possible in the short term: effort should focus on initiating and encouraging a **permanent solution** through enforcement and inducements such as making it easier for private developers to secure funding to cover conservation deficit;

  Category B: "landmark" sites where investment in the heritage assets could lead the regeneration of the area in the short-medium term. Effort should, again, focus on initiating and encouraging a **permanent solution**, while not neglecting any short term need for urgent works.

  Category C: where a sustainable future for the asset depends on a change in the context. Effort in these cases should focus on **'mothballing' and 'meantime uses'.** English Heritage is currently developing guidance on maintaining/mothballing buildings as part of its Industrial Heritage at Risk project.

  Category D: where it is hard to foresee any prospect of a commercially-driven use for the asset. The options are to lose the asset or to restore it as a 'monument', which requires maintenance but has no commercial return. *The IHaR project could focus on undertaking this categorisation for industrial buildings on the register, perhaps as a pilot project.*

- Align Funding programmes to the four categories.
- Undertake research to determine whether an industrial heritage version of the Museums and Archives "Collecting Cultures" programme could provide a viable and useful enhancement to the Heritage at Risk prioritisation. This could be a task for the IHaR project.

5.1.5 GIVE LOCAL AUTHORITIES MORE TOOLS TO APPLY BOTH ENFORCEMENT AND INDUCEMENT.

- Use "Heritage at Risk Development Enablers" and Local Authority "Heritage Champions", and provide earmarked funding, to help and encourage local authorities to provide clear policies and supplementary planning guidance for assets and environments at

risk. *The IHaR project could highlight Category A and B sites that should be priority for supplementary planning guidance (SPG) of enforcement action.*

- Enable and Encourage Local Authorities to combine financial inducements with Development Briefs.
- Allow accredited professionals in the private sector to sign off the detail of listed building applications, thus speeding up the process and releasing conservation officer time for use on proactive activity.
- Enable local authorities to retain a share of any surplus profit from development of historic properties that is made possible by enabling development, to be used for restoration of other historic buildings.
- Enable Local Authorities to impose empty property business rates on neglected heritage assets.
- Require owners of buildings at risk to produce a quinquennial report on the condition of the building to the local authority.
- Amend the Land Compensation Act 1961, specifically S.16, to make it easier to use Compulsory Purchase Orders.
- Enable English Heritage to make Compulsory Purchase Orders in support of locally agreed policies.
- Continue to explore opportunities for regeneration of historic areas.

5.1.6 PROVIDE TAXATION INCENTIVES TO DEVELOPMENT OF BUILDINGS AT RISK

- Replace the VAT zero-rating of alterations with zero-rating, or a reduced rate, for repair and maintenance of protected buildings.
- Use targeted tax reliefs and capital allowances to encourage the commercial development of listed buildings at risk.
- Extend the scope of venture capital schemes to the development of heritage assets.

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