

# LOCAL AUTHORITY HERITAGE ASSETS: CURRENT ISSUES AND OPPORTUNITIES

Report to  
English Heritage  
and the  
Heritage Lottery Fund

By  
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with  
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This review has been commissioned jointly by English Heritage and the Heritage Lottery Fund, and is intended to stimulate further thinking about how the heritage sector can most effectively support local authorities and other organisations in managing their heritage assets. For English Heritage this support will be taken forward through the National Heritage Protection Plan (NHPP). The report has benefitted from the comments of officers from English Heritage and the Heritage Lottery Fund. However, neither the findings nor recommendations necessarily reflect the views of either body.

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## **EXECUTIVE SUMMARY**

Heritage properties owned by local authorities are an integral and widely enjoyed part of our surroundings. Not just the town halls, libraries, parks, theatres, schools, historic houses and swimming pools, but a huge range of lesser structures all contribute – war memorials, drill halls, barns, ancient monuments, clock towers, cemetery buildings, milestones, railings and much more. This research reviews the issues facing local authorities as they manage these properties at a time of acute financial stress. Information is assembled for the first time on heritage owned by a significant sample of authorities of all types, based on questionnaires completed by asset managers. This identifies too the recent patterns of closure, disposal and demolition of heritage assets and local authorities' plans for the next five years. An appendix presents the database.

Greater insight into the detailed management of heritage properties was obtained from face to face interviews conducted with twenty four local authority conservation officers around England and telephone interviews with eighteen cabinet members holding portfolios which cover heritage issues. Alongside the local authority perspective, interviews were held with twelve key individuals from national organisations closely interested in local authority heritage. The perspective was also obtained of historic building professionals and of voluntary sector bodies active or potentially active in acquiring surplus local authority heritage properties.

There is variation in the structures which local authorities use to manage their heritage properties and widely varying levels of integration between building conservation officers and property managers. These are reflected in the differing Asset Management Plans, policies and practices which affect heritage properties. With declining budgets in local government, reduced activity and fewer staff (including conservation officers), more buildings are becoming surplus in addition to the background pattern of changing requirements for different types of building. The research reports on the trends in these issues, how they affect heritage properties and how local authorities respond. The benefits of repair, maintenance and keeping buildings in use are highlighted, together with special difficulties when heritage properties earn no income, have no alternative user, or are located in poorer areas where local authorities struggle to look after them. The current and likely future impacts of the economic downturn are identified.

The degree of enthusiasm for disposing of heritage assets is examined, against the background of surplus premises, successive governments' support for passing assets into the community for management, and the provisions of the Localism Act. The research also evaluates the capacity of the third sector to acquire heritage property from local government and how this capacity could be increased. Practice is reviewed of heritage asset disposal, transfer of day-to-day management and other partnerships, recipients, and the steps taken to safeguard the heritage interest after transfer.

Numerous opportunities are presented to encourage local authorities in retained management and in asset disposal, illustrated with case studies of both good practice and cautionary tales. The main findings and conclusions are reported on page 79ff.

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## 1. **About this study**

### Scope of the research in summary

1.1 This research sets out to provide an overview of the issues facing local authority owned heritage assets. It examines the capacity of local authorities to maintain their assets in good condition, including identification of examples of good practice by authorities in managing their heritage assets. The research identifies trends in the closure, disposal, transfer and demolition of these assets by local authorities within the last five years, and authorities' future intentions with regard to ownership and treatment of their heritage assets. Related to this, the research seeks to establish the capacity, resources and motivation for potential new owners of heritage assets to adequately manage and maintain them. This report also draws attention to opportunities for improving heritage asset management both strategically and in detail, and highlights some issues which need further attention centrally and locally.

### Aims and objectives

1.2 The research had the following aims and objectives:

1.3 To provide a national overview of the 'sui generis' issues facing local authority-owned heritage assets, in particular:

- (i) the capacity of local authorities to maintain heritage assets in good condition at a time of reduced resources,
- (ii) the future intentions of local authorities with regard to the ownership and disposal of heritage assets,
- (iii) the capacity, resources and motivation for potential new owners of heritage assets to adequately manage and maintain them.

1.4 To identify and define the trends in closure, disposal, transfer and demolition of local-authority owned heritage assets, from the past five years until the present, and illustrate with examples.

1.5 To identify examples of good practice by local authorities in managing their heritage assets and analysing the factors which have tended to result in beneficial outcomes.

1.6 To draw conclusions on the current state of affairs and to predict likely trends over the next five years (e.g. which types of asset are more likely to be subject to transfer, change of use or redundancy); to make recommendations for further research or action from key stakeholders.



### Definition of heritage assets

1.7 For the purpose of this study, heritage assets extend beyond the nationally important to include locally valued sites and features. The agreed definition was:

- listed buildings;
- other purpose-built public buildings dating from before 1939, such as town halls, swimming pools, park buildings and libraries;
- pre-1914 industrial buildings and sites;
- public open spaces such as parks, gardens and cemeteries (on English Heritage's Register of Historic Parks and Gardens or recognised locally as being of historic significance);
- scheduled ancient monuments and other recognised archaeological sites;
- monuments and memorials.

1.8 Social housing was excluded from this study. Education facilities were included if they were brought to the attention of the research. The local authorities owning these assets covered county, district, unitary and national park authorities, but not parish or town councils.

### Disposal, transfer and partnerships

1.9 The terminology used to describe various levels of 'disposal' of heritage property by local authorities can be used by interested parties to mean different outcomes. This report keeps the familiar term 'disposal' as a generalised reference to occasions when a local authority seeks to divest itself of most or all responsibility for property. Asset 'transfer' describes the passage of a property to another party either by sale of the freehold or by sale of a long lease (typically 20 years or more – sufficient for the leaseholder to be able to take longer term decisions about investment and management). Long leases are sometimes preceded by short leases, perhaps of one to three years, to test out the potential viability of a property in new not-for-profit hands.

1.10 Local authorities sometimes transfer the management or maintenance of a heritage asset to other parties, typically not-for-profit ventures, to operate property on the authority's behalf. This could include activities such as opening the property to the public, monitoring its condition, publicity, fund-raising, and day-to-day repairs. The authority might retain responsibility for the fabric and insurance. This kind of devolved management is termed 'partnership' in this report.

### Structure of the report

1.11 Section 2 provides the background to the commissioning of this research. It summarises the financial pressures facing local authorities, which is creating competition for resources between heritage and other services and is challenging both staffing levels and the upkeep of heritage fabric. Local authorities have been encouraged in recent years to give community organisations greater opportunity to carry out functions themselves instead of by the state. This has supported both a

culture of property ‘asset transfer’ and now a ‘localism’ agenda, which can include the disposal of heritage assets by local authorities. Section 3 presents the research methods used. It sets out the scope of the information base.

1.12 Section 4 reports on the scale of heritage asset ownership identified in local government. It reports on authorities’ ability to manage these assets in the heritage interest, and the extent to which heritage assets are becoming surplus to requirements. The response to expensive or redundant heritage property is reviewed, including a commentary on the wide range of types of heritage asset affected.

1.13 Current practice in the disposal of heritage assets is described and reviewed in Section 5. This includes an analysis of the recipients of heritage assets in both the private sector and the third sector. The potential capacity of the third sector to increase its role in acquiring heritage properties from local authorities is reviewed.

1.14 Section 6 considers the future of local authority-owned heritage assets over the next five years. It examines the likely impact of budget cuts and of the local interest in obtaining heritage assets. A series of opportunities for both the better management of retained assets and more effective disposal of heritage assets is presented, based on good practice identified around the country. These are our positive conclusions on how local authorities can suitably respond to the pressures they face. Section 7 presents our recommendations for further improvements, both to the context in which local authorities operate and to what can be achieved in practice.

#### Good practice examples and cautionary tales

1.15 Case studies are presented throughout the report. The large majority illustrate good and sometimes exemplary practice. All the cases are current, very recent, or ongoing, showing that aspirations need not be dulled in difficult financial circumstances – indeed many of the excellent results highlighted are being achieved in some of the most deprived areas of the country (though some had funding agreed in better times). Solutions to individual heritage asset problems will not always be easy to find, however, and the heritage remains under real threat of decline, outright loss, and diminution of character. The report therefore includes a small number of case studies as cautionary tales, showing how heritage management can go wrong, sometimes despite ample goodwill towards the heritage interest. After the event it can be clear how a sequence of difficulties arose, highlighting the need to avoid such situations arising in the first place. The examples presented are not the only ones, and the capacity of the research project doubtless prevented the discovery of many more. Where appropriate, the case studies refer to other similar cases identified by the research.

## 2. Context

### The Comprehensive Spending Review 2010

2.1 Under the Comprehensive Spending Review announced by the Chancellor in 2010, local authority core funding from central government, through the Department for Communities and Local Government, will fall from £28.5bn in 2010-11 to £22.9bn in the last year of the four year Review period in 2014-15. This cut of nearly 20% in cash terms is estimated by the Local Government Association as a cut of 28% in real terms after allowing for inflation. The Department for Communities and Local Government website explains that “overall, revenue funding from Government will reduce by 26% in real terms between 2010-11 and 2014-15, excluding schools, fire and policy.” The management and maintenance of heritage assets do not qualify as ‘front line services’ which politicians are aiming to sustain, so there is a risk that budget cuts will have an adverse impact on local authority heritage asset management, possibly disproportionately.

2.2 The budget cuts are expected to have significant effects on both staffing requirements and services delivered, depending on the extent to which efficiency savings can compensate for reduced funding. The likelihood is therefore that fewer local authority buildings will be needed to house staff and to provide the services offered. This is also likely to be a consequence of increased joint working between local authorities. The effect of this on local authority heritage property is unclear: reasons could be found to prefer either the retention of heritage property or its disposal as surplus to requirements. According to the Audit Commission, local authorities have a land and property portfolio valued at £250 billion, a proportion of which has historical and cultural value, so the effects of budgets cuts are likely to be important for that heritage. The challenges may be especially great for heritage assets which can earn little or no income, which could be awkwardly expensive to retain but difficult to sell.

2.3 The likely impact of reduced funds should be seen in the context of the economic downturn which precipitated the cutbacks. Property values have fallen back, so capital receipts from sales can be expected to be lower than in the pre-2007 period. Selling surplus assets may be less effective at bridging the funding gap than authorities might have hoped. This in itself will reflect the greater difficulty of finding buyers for heritage property which might have been less of a problem prior to the recession. Properties in a poor condition are more likely to have a negative value, where restoration costs exceed the value of the property afterwards.

### Local authority duties

2.4 Local authorities have powers but no statutory requirement to look after the heritage assets they own. In the absence of a duty of care/stewardship, those heritage assets which are perceived to be a drain on local authority finances are potentially at risk. However, nationally designated assets such as listed buildings cannot readily be demolished and would result in great public concern if that solution was sought. Other

heritage properties of local rather than national value do not benefit from the same level of protection, however, so the future of these local authority-owned assets is less clear. Nonetheless, local authorities are inevitably judged by the way they treat their own heritage assets. The formal position is therefore that:

- listed buildings and scheduled ancient monuments have greater statutory protection (but no requirement to keep them in good condition);
- other designated heritage assets such as registered parks and gardens have relatively little statutory protection despite being formally designated;
- non-designated buildings within registered parks and gardens and conservation areas have very little protection; and
- non-designated/locally designated heritage assets have almost no protection.

### Local authority asset management

2.5 The problems facing Property Departments are not new in principle but they are new in their depth. Local authorities have long been under pressure to use their properties more effectively (including heritage ones), cut costs, and dispose of the surplus. Since 2000, there has been strong government pressure on local authorities to prepare Asset Management Plans, encouraging the more efficient use of their property portfolios. These are no longer subject to central audit, but a range of good practice advice on asset management remains in place<sup>1</sup>. Even before the cut in budgets, therefore, local authorities were actively encouraged by Government to dispose of surplus property where it was in the public interest to do so. So far as heritage assets are concerned, Asset Management Plans are also often thin on the detail of the assets which authorities hold, let alone which ones they intend to dispose of or the reasons for this. The specific needs of heritage property in local government are also the subject of advice, on the management of retained assets<sup>2</sup>, asset disposal<sup>3</sup> or both of these<sup>4</sup>.

2.6 In the context of these pressures, the long term management and maintenance of heritage assets in local authority ownership is of significant interest to English Heritage, the Heritage Lottery Fund and other heritage sector organisations who are involved in providing advice, grants and other means of support. Currently, there are 78 local authority owned assets on the national Buildings at Risk Register (of Grade I and II\* listed buildings), though there is the possibility that the squeeze on budgets could cause this number to increase.

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<sup>1</sup> See for example: *Local authority asset management best practice*, Royal Institution of Chartered Surveyors (a folder of documents, including 04: *Measuring asset management performance for local authorities*, 2009, and 01: *Transfer of assets to community ownership and management*, 2009) ([www.rics.org/site/scripts/download\\_info.aspx?downloadID=2753](http://www.rics.org/site/scripts/download_info.aspx?downloadID=2753))

<sup>2</sup> *Managing local authority heritage assets: some guiding principles for decision-makers*, 2003, English Heritage, Department of Culture Media and Sport and Office of the Deputy Prime Minister

<sup>3</sup> *Pillars of the community: the transfer of local authority heritage assets*, 2011, English Heritage

<sup>4</sup> *Planning for sustainability: a local authority toolkit*, 2011, The Prince's Regeneration Trust

## The Quirk Review and the transfer of assets to local communities

2.7 Separately from budgetary concerns, local authorities have been under pressure to devolve property to local community groups who may be in a better position to manage them. Following the Local Government White Paper *Strong and Prosperous Communities* in 2006, the Government commissioned Barry Quirk, the Chief Executive of Lewisham Council, to review the barriers and incentives affecting the transfer of public assets to community management and ownership. The resulting report<sup>5</sup> concluded, amongst other things, that the social and community benefits of appropriate transfers to community-led organisations can outweigh the risks – and those risks can be minimised and managed. The report put forward a number of key actions that could make a decisive difference, including provision of authoritative guidance to local authorities on all aspects of assets management, with detailed and explicit guidance on the transfer of assets to community ownership. In responding to the Quirk Review the previous Government committed itself to implementing the review proposals in full. In particular it pledged itself to delivering mechanisms to strengthen the ability of communities to put pressure on local authorities to transfer unused assets to community organisations.

2.8 The devolution of more power to the local level has been supported both by central government and by the community sector. Under the previous Government, the Department for Communities and Local Government promoted the opportunities by funding the Asset Transfer Unit, which is managed by Locality (formerly the Development Trusts Association). The Coalition Government has retained these arrangements and given further impetus to them through the ‘big society’ agenda which broadly favours decentralisation and citizen involvement. In the community sector the Rural Community Action Network and Community Matters (the National Federation of Community Organisations), among others, are actively supporting the idea. The management of heritage assets may be devolved to the local level as a result, to community groups who either wish to deliver local services through premises which happen to be of heritage value or wish to give a new lease of life to specific heritage property.

2.9 In the wake of this gathering support, various reviews have taken place to help develop the scope and competency of the transfer process. For example, the evolution of local asset management has been reviewed by the Institute for Voluntary Action Research in a report<sup>6</sup> which examines the benefits that come from community organisations owning or managing assets, what makes for success and what the challenges are. The Royal Institution of Chartered Surveyors established a Land and Society Commission<sup>7</sup> to examine independently how all parts of the property industry

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<sup>5</sup> Barry Quirk, May 2007, *Making assets work*, (The Quirk Review of community management and ownership of public assets), Department for Communities and Local Government

<sup>6</sup> Mike Aiken et al, 2011, *Community organisations controlling assets: a better understanding*, Joseph Rowntree Foundation

<sup>7</sup> *The Land and Society Commission report*, 2011, Royal Institution of Chartered Surveyors

can support communities to take on additional powers and responsibilities. Both address heritage issues briefly.

2.10 Despite this enthusiasm for the transfer of local authority assets to community groups, the recent report for Department for Communities and Local Government *Final Evaluation of the Asset Transfer Unit* (May 2011) found that 60% of local authorities continue to have no policy on asset transfer, let alone the transfer of heritage assets. Practice is developing quickly in this area, particularly with the support for 'localism' provided by the Coalition Government, so the current research has addressed its impact on heritage assets. This is a matter not only of political enthusiasm and economics but of local circumstances. Some local authorities take a bold long term view of heritage assets, identifying their importance to the essence of their communities and in some cases critical to their regeneration or tourist industry. In these cases, heritage is a benefit rather than a liability, and the economic rationale for deciding how they should be managed in future is likely to be different from an authority where short term cost minimisation is the priority.

### The Localism Act

2.11 The Localism Act 2011 gives new rights to community groups to bid to acquire 'assets of community value' which might cease to be available to local communities. The Department for Communities and Local Government explains the provisions as follows:

"Every town, village or neighbourhood is home to buildings or amenities that play a vital role in local life. They might include community centres, libraries, swimming pools, village shops, markets or pubs. Local life would not be the same without them, and if they are closed or sold into private use, it can be a real loss to the community.

In many places across the country, when local amenities have been threatened with sale or closure, community groups have taken them over. In some cases, however, community groups who have attempted to take assets over have faced significant challenges. They often need more time to organise a bid and raise money than the private enterprises bidding against them.

The Localism Act requires local authorities to maintain a register of assets of community value which have been nominated by the local community. When assets included on the register come up for sale or change of ownership, the Act requires the local authority to allow a moratorium of six months on the sale of the assets, so that community groups have the time to develop a bid and raise the money to buy the asset when it comes on the open market. This will help local communities keep much-loved sites in public use and part of local life."<sup>8</sup>

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<sup>8</sup> *A Plain English Guide to the Localism Act*, 2011, Department for Communities and Local Government, pps. 8-9.

2.12 Some of these assets of community value may well be owned by local authorities, and of those some could be heritage assets. The provisions fall well short of a 'community right to buy' such assets, but raise the prospect that, if a local authority proposes to dispose of any, local people will have an opportunity to try to buy them. The arrangements could offer a lifeline to important heritage assets which might otherwise cease to be accessible to the public. On the other hand, if local authorities aimed to dispose of numerous or high value assets, then communities might struggle to raise the funds to submit serious bids. Even if the legislation helps communities to be more effective in acquiring heritage assets, this will not address the capacity of local groups to manage them afterwards and there is no obvious solution if problems do arise. The long term value of the new provisions will therefore depend to some extent on local authorities' approaches to heritage asset disposal and the capacity of the third sector to take responsibility for these assets, which are matters reviewed by this research.

### Local authority staff resources

2.13 A key component in a local authority's ability to manage its portfolio of heritage assets is its ability to draw upon suitably qualified and experienced heritage advice. The great majority of local authorities employ their own in-house heritage specialists. The primary role of these specialists is to advise on changes to heritage assets within the context of the statutory planning process, but they are also a resource that can be called upon to advise internally on the management of council-owned heritage assets. In recent years there has been pressure on local authority staffing budgets such that the numbers and status of heritage staff in the case of many local authorities has diminished.

2.14 This research therefore takes place against a background of declining numbers of staff in local government working on historic environment issues such as historic buildings, archaeology, conservation areas and urban design. A comprehensive survey of local authorities<sup>9</sup> has shown that in early 2011 there were 957.5 full time equivalent (FTE) historic environment members of staff in local authorities in England. This comprised 606.5 FTEs working on building and area conservation and 351 FTEs archaeological staff. Numbers were down from a high point total of 1,224 in 2006, since when there had been a reduction of 13.5% for conservation officers and 8.9% for archaeological officers. Meanwhile, the number of listed building consent decisions had risen 7.1% in the year prior to the survey. These reductions in staff numbers, set against increasing commitments to statutory requirements, have inevitably affected the capacity of those who remain to undertake proactive work, such as in relation to local authorities' own heritage properties. The Country Land and Business Association<sup>10</sup> has noted:

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<sup>9</sup> Dave Batchelor, 2011, *A third report on Local Authority Staff Resources*, English Heritage, Association of Local Government Officers and Institute of Historic Building Conservation

<sup>10</sup> Jonathan Thompson, 2011, *Averting crisis in heritage: CLA report on reforming a crumbling system*, Country Land & Business Association, p.8

“A skilled, experienced and pragmatic conservation officer is extremely valuable to heritage, but in practice many local authorities have no skilled conservation staff at all, and none has all the staff needed to deal with all the heritage work imposed by legislation. Resources have been cut over several years, especially in recent times, and now there is a big and fast-widening gap between the resources required and provided by the system”.



### **3. Research methods and information base**

3.1 This study assembles for the first time a significant amount of information which has not previously been published in an accessible form, and collects the insights of practitioners in the field of heritage property management. Obtaining this information was the principal task of the study. The methods used were intended to be proportionate to the type of information required, using the most efficient options to obtain it.

#### Local authority asset management

3.2 In local authorities the principal decisions on which properties are retained in management or disposed of are taken through the Property or Estates Department, typically in an Asset Management section. In large authorities each Department may have some responsibilities for its own properties. Each authority is required to prepare an Asset Management Plan aimed at ensuring that property is used efficiently and meets property management objectives. The pattern of Asset Management Plans is patchy, with some out of date or absent or thin. Many do not mention heritage assets specifically, or do so only in passing, even in authorities which hold many. By no means all Asset Management Plans have been placed on local authorities' websites. This study therefore could not rely on Asset Management Plans as a comprehensive accessible source of information or for the detail required.

3.3 There was a specific risk that questionnaire surveys could too easily be put to one side by Asset Managers, resulting in a low response rate skewed to those authorities which were perhaps better-performing or more interested in heritage property. This risk could only be avoided by interviewing a selection of Asset Managers. This was done by telephone, frequently with initial contacts being followed up by circulation of a questionnaire for written response. The questions asked were principally factual (e.g. on properties by type in ownership; properties closed, disposed of or demolished) but in some cases with a modest level of judgement (e.g. on future budgets, disposal intentions, or properties which the authority was proud of or had caused problems).

3.4 Resources precluded approaching all local authorities in England. The authorities for interview with Asset Managers were selected by using a stratified random sample. All authorities in England were allocated within a grid to give a distribution between both the nine standard English regions and the Defra classification of authorities among six urban to rural categories (plus County Councils). A random representative sample was chosen in proportion to the number of entries in each grid space. This provided a reasonable spread of authority sizes, types and locations. 121 authorities were identified to be approached (over one third of the 355 authorities). All authorities in each grid space were ranked by the random number generator, so that additional authorities could be approached if necessary to achieve a sufficient sample of respondents. This proved necessary, and a small number of further authorities were approached by telephone.

3.5 Despite the use of telephone interviews to maximise response rates, the research achieved just 58 usable responses. These are listed in Appendix 1. Outright refusals to assist were rare but inaction frequent.

3.6 The response rate by region was as follows:

East Midlands	8
Eastern	12
London	5
North East	4
North West	7
South East	12
South West	5
West Midlands	3
Yorkshire & Humber	2
<b>Grand Total</b>	<b>58</b>

The response rate by authority type was as follows:

County Council	3
District Council	37
London Borough	5
Metropolitan / Unitary Authority	13
<b>Grand Total</b>	<b>58</b>

Questions that produced mutually exclusive answers were analysed using pivot tables in Microsoft Excel. Results are tabulated in Appendix 7. Questions that resulted in discursive responses were manually appraised and conclusions drawn.

#### Selection of Conservation Officers

3.7 The primary purpose of telephone interviews with Asset Managers was the gathering of factual and near-factual information. The research also wished to obtain more detailed insights into local authority activity from a conservation perspective. For this purpose it was necessary to approach the senior Conservation Officer in a local authority. The information required in these cases was not only factual but included extensive insight providing explanations for the patterns of activity reported by Asset Managers. Some of requirements covered sensitive issues such as inter-departmental communication, explanations for heritage assets owned by the authority which were now in a poor condition, the capacity of local third sector bodies to take on heritage assets, and the adequacy of protective measures imposed on heritage property disposal. This kind of information would clearly be forthcoming only through face-to-face semi-structured interviews carefully conducted. Interviews would have to be at Conservation Officers own offices, to make efficient use of their time. Travel around England to

achieve this is costly, and resources severely limited the number of such interviews which could be carried out.

- 3.8 The selection of Conservation Offices to visit centred on authorities which:
- had provided responses to questionnaires sent to their Asset Managers;
  - owned relatively numerous heritage assets (identified by Asset Managers);
  - collectively represented a cross section of regions and authority-types; and
  - were likely to result in relevant material to inform the research.

These requirements limited the field from the choice available, and some compromises were made. Bath and North East Somerset was an authority whose Asset Managers had been targeted but who had not responded, but was considered too important an authority to neglect in conservation terms. Gloucester and Sunderland City Councils had not been picked out in the random sample but were approached as their experiences could be useful to other authorities: Gloucester for proactively supporting heritage-led regeneration and Sunderland as an area challenged by budgetary constraints in a deprived area. A few authorities were approached which owned less than ideal numbers of heritage assets for the study's purpose.

3.9 Achieving these interviews with Conservation Officers was important following such a specific selection process. Practicalities also had to be addressed: the cost limitations on travel precluded the making of return visits to remote locations if interviews there could not all be programmed in sequence. In the event, against a target 25 interviews, only two authorities absented themselves from interview. A visit to an extra authority could be included so 24 interviews were held. These produced especially valuable results: the research team is most grateful to the individuals and their authorities who co-operated (listed in Appendix 2). The distribution of Conservation Officer interviews between regions and authority types was as follows:

Region	Counties	Major Urban	Large Urban	Other Urban	Significant Rural	Rural 50	Rural 80
NW		Manchester City, Trafford					
NE	Northumberland	Newcastle upon-Tyne City, Sunderland City		Hartlepool			
Y&H			Hull City	Doncaster			
WM		Wolverhampton					
EM	Lincolnshire		Nottingham City			High Peak	Harborough
EE	Essex				Great Yarmouth, North Hertfordshire	Waveney, King's Lynn & W Norfolk	
L		Southwark					
SE					Swale		
SW			Bristol	Gloucester City	Bath & North East Somerset		Mid-Devon

### Portfolio holders

3.10 The engagement with local authorities as described was with officers. The study also needed a Councillors' perspective, so telephone interviews based on questionnaires were held with 18 leading Councillors whose cabinet or executive responsibilities covered heritage assets. All these were from authorities whose Conservation Officers had already been interviewed. This method provided a measure of triangulation between different interests in the most targeted authorities, and thereby an opportunity to discern differences of perspective between officers and members. Participating councillors are listed in Appendix 3.

### New owners

3.11 The transfer of responsibility for managing assets from the public sector to the voluntary sector has been strongly encouraged by both the current and previous Governments. Locality and its subsidiary the Asset Transfer Unit are core funded by Government to assist the process, and various grants are available to assist the process. The study wished to establish the opportunity for asset transfer which existed specifically in the heritage sector: this would clearly be a factor affecting the scope for local government to dispose of heritage property in which the private sector had no interest. Conservation Officers were asked about the potential for this, but the research aimed also to contact those organisations which had acquired heritage property from local authorities or were thinking of doing so. The private sector was not investigated as its potential role is closely defined by economic considerations.

3.12 The engagement of third sector new owners in heritage property management was gauged by four surveys of organisations whose members would be likely to be able to help:

- Civic Voice: its extensive membership of local civic bodies includes some which may have the capacity or interest to acquire heritage property. A circular to all member bodies was accompanied by direct communication from the Director to 17 of the societies most likely to have expertise. After a follow-up email, 9 responses were received (7 from the targeted societies), listed in Appendix 4, though only a few offered examples of cases.
- The UK Association of Preservation Trusts: the Building Preservation Trusts (BPTs) in its membership are the bodies widely seen as the ones most likely to take on at least short term ownership of heritage properties that become surplus to local government needs. Just one response was received, from the King's Lynn Preservation Trust, despite a repeated circulation of a request.
- The Heritage Alliance: the wide-ranging cross-section of members of the Alliance, principally national organisations, provided an opportunity for contributions from bodies with specific interests. The War Memorials Trust and Theatres Trust assisted as a result.
- Institute of Historic Building Conservation: members of the Institute were asked specifically for examples of heritage property transfers from local authorities, thereby covering a far larger range of organisations than was practicable by the

face-to-face interviews with Conservation Officers. 8 responses were received. In addition, 7 regional officers of English Heritage (some of them Institute members) also drew the attention of the research to transfers and interesting examples of retained heritage property managed by local authorities.

### The national perspective

3.13 Standing back from the day-to-day issues faced by local authorities in managing their heritage portfolios, there are many national organisations with an interest in this subject and in the future of this heritage. Collectively they represent a body of expertise, opinion and aspiration which it was essential for this research to tap. The most important of these sources of advice was clearly the Heritage Lottery Fund (HLF), comfortably the top contributor to addressing the heritage issues faced by local government by virtue of the £275m the Fund is currently investing in heritage projects (in 2011-12). An interview with the HLF was complemented by interviews with the Architectural Heritage Fund and the UK Association of Preservation Trusts, both of which primarily assist the network of local Building Preservation Trusts around the country, financially and practically respectively. Two major national players active in practical work with heritage property and with close interests in the research were interviewed: Locality (with its subsidiary the Asset Transfer Unit) and the Prince's Regeneration Trust. Four special interest groups with direct concerns about local authority heritage were also interviewed (SAVE Britain's Heritage, the Society for the Protection of Ancient Buildings, the Victorian Society and GreenSpace). In addition the Big Lottery Fund assisted by the completion of a questionnaire. Details are given in Appendix 5.

### Limitations in the research method

3.14 Some of the face to face interviewees were guarded. Some did not want to put their authority in a bad light and appeared anxious not to be the person responsible for criticism of their authority. One interviewee had a chaperone. There were also distinct differences in responses on some issues between certain officers and portfolio holders which could not be completely resolved. Consequently, the results need to be treated with caution. In some cases, we were specifically asked not to report certain findings. The current condition of the local authority-owned heritage asset stock may be worse than suggested. Also some of the asset managers clearly gave incorrect answers on the questionnaire and many gave inadequate answers. The information provided to us by all interviewees may have been selective in a variety of ways. Nonetheless, this report assumes that all information provided to us was accurate.

3.15 The sample sizes relied upon for the local authority information were modest or small, with information from one in six of all Asset Managers, but interviews with just 24 Conservation Officers and 18 Portfolio Holders. With additional allowances for the uncertainties in individual responses, this research does not claim to give an accurate national overview. Throughout the report references to 'local authorities' in relation to the data relied upon means to the 'sampled local authorities'.

#### **4. Ownership and management of heritage assets by local authorities**

##### Heritage assets owned by local authorities

4.1 The method for selecting Asset Manager interviewees provided a good spread of authority types and locations around England but produced too many categories for analysing the 58 completed responses. For geographical distribution, the nine regions were amalgamated to two: 'North' (24) and 'South' (34) (see notes to Appendix 7 for each area). The seven authority-types were adjusted to four: counties (3), districts in two tier areas (37), London Boroughs (5) and unitary authorities (13). All information capable of realistic quantification was placed in a database to allow a range of tabulations and cross-tabulations.

4.2 The questions asked of Asset Managers are set out in Appendix 6. The first question, on the assets owned by local authorities, proved to be the most challenging. The telephone interviews made clear that difficulty in answering this was the principal cause of delays and so many non-responses. Of the responses that were received, the large majority provided data on numbers held of each asset type, though as many as 8 of the 58 did not disclose how many registered parks and gardens they owned. To identify whether any particular types or locations of authority generally held more or fewer heritage assets, the numbers of assets held in every authority was split into categories by number of assets: none, 1-5, 6-20 and more than 20 for listed buildings and none, 1-3 and more than 3 for each other asset type.

4.3 For listed buildings, 6-20 is the most common number owned. In the South, distinctly more authorities have low ownership (0-5). Over one third of districts have the lower ranges of ownership (0-5), while the county, unitary and London Borough councils have generally higher ownerships.

4.4 For pre-1939 public buildings about half the responding authorities have 1-3 properties, one quarter more than three and nearly one fifth none. There is significantly higher ownership in the North than the South, with only 4 out of 34 authorities in the South owning more than three. All three counties and half the unitaries own more than three, while districts have relatively low ownerships.

4.5 For pre-1914 industrial buildings there is relatively low ownership of this property type, with three fifths of authorities owning none. Ownership levels in the South are particularly low. Districts have lower levels of ownership than do other authority types.

4.6 Over two thirds of local authorities own parks, garden and cemeteries of local or national historic importance, with a slightly higher proportion in the North than the South. Unitaries have proportionately the highest ownerships and counties the lowest.

4.7 Reported ownership of recognised archaeological sites is low: one fifth of authorities have none, and most of these are districts. Three fifths own between one

and three archaeological sites. Nearly all authorities in the North have at least one recognised archaeological site, while only two thirds do in the South.

4.8 About one quarter of authorities say they own no public monuments or memorials, most of which are districts. Ownership is distinctly greater in the North than the South. Unitaries own substantially more than any other authority type.

4.9 Taken together, the responses suggest that district councils own generally fewer heritage assets than other authority types, and authorities in the North tend to own discernibly more heritage assets than do authorities in the South.

4.10 The information provided by the responses is revealing. A key finding is that a significant proportion of asset managers did not readily know what heritage assets were owned by their local authority. Many asset managers had to confer with colleagues in other departments, and in particular with the conservation officers, before they felt able to answer this question, and were only able to provide the information after much research. In a number of instances asset managers simply passed that part of the questionnaire over to their conservation officer because they felt unable to answer it themselves. Conversely, some conservation officers subsequently told us that they had no idea which heritage properties were owned by their authority, as the asset managers had never advised them. Some local authorities could only provide broad figures for each type of heritage asset in their ownership, and struggled particularly to identify heritage assets which were not formally designated as of national importance. In the final analysis some asset managers, however, simply could not answer the question, even in respect of statutorily designated heritage assets. Such a finding must be of concern, and clearly indicates that a significant proportion of asset managers have a very weak appreciation of the heritage assets owned by their authority. The obvious initial conclusion to draw from this finding is that the proper management of these assets must be questionable.

4.11 The questionnaire responses from those able to identify specific assets, showed that local authorities own a very diverse array of heritage assets, ranging from the more obvious categories of town halls, libraries, schools, public baths etc., to more unusual assets such as clock towers, gun batteries and water pumps. A great number of authorities own public parks containing park lodges, band stands and other related buildings, many of which are under-used and often neglected.

#### Local authority structures for managing heritage assets

4.12 Most local authorities manage their heritage properties along with all others centrally through a Property or Estates Department, typically in an Asset Management team. A few larger authorities such as Wolverhampton and Trafford leave varying degrees of property control with individual Departments, though from a heritage perspective that can result in differing attitudes to conservation across an authority and generate an additional tier of staff with whom to engage on heritage issues. There are pressures for both more centralised operations and more localised operations.

4.13 The principal centralising force is that smaller district authorities particularly are increasingly interested in sharing their management and staffing with adjacent authorities to achieve efficiencies through economies of scale: High Peak was interviewed (which has operated a joint service with Staffordshire Moorlands for one year) as was Waveney (which is establishing an arrangement with Suffolk Coastal). No clear evidence emerged that sharing heritage staff of itself made a significant difference to the delivery of the heritage conservation function, though joint working may enable a higher status for conservation in the management structure.

4.14 Alternatively, the devolution of decision making to lower levels has its own attractions. The principal impact on heritage was identified in respect of school buildings, as Academy status brings independence from local authority control and that includes responsibility for property management. Some Conservation Officers were concerned that maintenance might be a low priority and that repairs might not respect the heritage importance of the many unlisted school buildings. This was a particular concern in Lincolnshire, where 75% of schools are understood to be opting for Academy status. The same concerns could arise within those few local authorities devolving extra power over property decisions to neighbourhood partnerships.

4.15 The other emerging devolution of power of direct interest to a local authority's heritage stock is the placing of Conservation sections, with or without related staff teams, in new bodies at arm's length from the local authority. Consideration of this outsourcing was current at three authorities interviewed. Staff would move to the new bodies and then sell their services back to the authority under an agreement for a minimum period of time. The new body would have the flexibility to offer its services to other local authorities and could function with lower overheads than the same team within the authority. Furthermore, with the right structure, the body would be able to access grants unavailable to local authorities and have scope to raise its own funds (e.g. through consultancy). This is a development of the arrangement which some County Councils use, providing conservation advice to district councils through a service-level agreement. Flexibility is a selling point for those who would be involved in operating the devolved unit; removing staff from their books is an incentive for local authorities. In Great Yarmouth the Borough Council has established for some years a Building Preservation Trust which is under the control of the Council (see case study 11). The Council has vested a number of its historic buildings in this Trust. The boundary between retention and disposal of local authority heritage assets in this case is less than clear. The Preservation Trust is now being considered as the vehicle for outsourcing conservation advice.

4.16 Outsourcing of the Property Department itself in a local authority is the other principal variation in the management style capable of affecting heritage interests. Among the authorities interviewed this had been practised in Essex County Council for many years and in Lincolnshire County, Hull City and Waveney District Councils. Favourable comments from some of these showed that the arrangement was capable of working well from both a property management and a heritage angle. With good



working relationships between the property management company and the Conservation Officer, heritage properties can be routinely discussed such as on whether or not statutory consents are required for any proposed actions by the property management company. On the other hand, where this kind of communication was not enshrined in practice, there could be difficulties if surveyors from the property management company were ignorant of heritage issues, or if the retained overseeing staff in the authority's Property Department did not require heritage to be taken seriously.

4.17 Outsourcing of the property management function therefore need not have adverse effects on management of heritage property, as other factors appear more important:

- the brief given to the property management company;
- the weight the authority's politicians and senior managers give to heritage; and
- the level of communication built into the structure.

Heritage interests can also be affected by random factors such as the turnover of staff in the property management company or property department. There is a risk element in the arrangements in that administrative structures can be fragile from a heritage point of view: without robust structures written into the contract, the means of resolving problems would be unclear if circumstances changed, or relationships between the Conservation Officer and property management company deteriorated. There could then be adverse effects on heritage. Conservation Officers are perhaps understandably not involved in decisions about the awarding of contracts to property management companies, so it is easy to neglect issues which matter to the heritage such as the budgets available for each site, occasions when conservation advice should be sought, and the appropriate selection of contractors. Matters omitted from the formal arrangements are then left to be resolved between professionals later.

#### Sharing responsibility for the management of heritage assets in local authorities

4.18 Responsibility for managing local authorities' own heritage assets rests with Property or Estates Departments, not with conservation staff. The relationship between the two parties can therefore have a direct bearing on how heritage assets are maintained, repaired and renovated. The research identified a remarkably wide range of relationships, from the hand-in-glove to the virtually non-existent. Local authorities with the best relationships between conservation officers and property managers included all those where heritage-led regeneration was an important part of an authority's corporate approach, such as Gloucester City, Manchester City, Great Yarmouth, High Peak, Hull City and Newcastle-upon-Tyne City. In these authorities the professional contributions of each party were respected, communication frequent and easy, and advice both sought and provided. Bids for external funding could be assembled on a corporate basis, and if problems arose at a property they could be addressed (see Great Yarmouth case study 1). At the other end of the spectrum, some property teams viewed conservation as at best a regulatory necessity and at worst a nuisance for impeding their intentions. Information would rarely be provided (only on a

'need to know' basis), advice would not be sought, and communication could be limited to junior building surveyors with the Conservation Officer.

#### Case Study 1: Great Yarmouth Borough Council

##### Good practice: Local authority structure to support heritage-led regeneration

The Borough Council is the largest landowner in Great Yarmouth, including large numbers of heritage properties which are not directly required for Council functions. The Council has promoted heritage-led regeneration very successfully, including a Townscape Heritage Initiative (THI) 2000-07 which gave £4.6m to about 100 projects and generated £21m in benefits, and currently a £9m fund for further work in the King Street area in the centre of the town. The heritage benefits have been striking: at the beginning of the THI scheme there were 75 Grade II buildings on the local Buildings At Risk register but at the end there were only 10. The only building on the national Heritage At Risk register, the Grade I St George's Chapel, pictured, is about to be removed from it as its £3.8m renovation is due for completion in March 2012.



This has all been achieved because the departments of the Council work together to this end. Until 2011 the Regeneration Team brought together the functions of Property, Tourism and Conservation. Staff work together to prepare funding bids, e.g. to the Heritage Lottery Fund. Strong links are maintained with other Departments, such as Planning (for regulatory reasons), Highways (responsible for the setting of many buildings) and Housing (who may help pass restored buildings to Housing Association use). Even environmental rangers became involved in a small bid to investigate the archaeology of a cemetery and reinstate its environment. There is also extensive consultation with residents, creating support and goodwill amongst council staff, councillors and the public. The Conservation team is now located in the Planning Department but has not lost its links with previous colleagues.

*Source:*

Great Yarmouth Borough Council: Darren Barker (pers. comm.)

4.18 Explaining the variation in the relationship between conservation officers and asset managers is difficult, and there are no doubt historic cultural issues in each authority which have a bearing on what happens. These variations could not be explained by some apparently obvious triggers. One authority was sure their good relations were down to all staff being in the same building, but another Conservation Officer had never met the Asset Manager in the 20 years they had shared the same building. Having both property and conservation services in the same Department under the same Director appeared highly advantageous in some authorities with successful communication, but in another authority with this the Conservation Officer took little more than a remote regulatory role. A further authority had excellent working relationships even though Asset Managers and Conservation Officers were in

different Directorates. Nor was the number of Conservation Officers on the payroll critical: communication did not necessarily improve if there were numerous conservation staff available. Conservation teams everywhere had very few officers, and communication was very good in some authorities with only one Conservation Officer and poor in others much better endowed. Strikingly, there was not even a clear relationship between good communication among the parties and the importance of heritage to the local tourist economy. Whilst authorities such as King's Lynn & West Norfolk attributed some of their good relations to the corporate drive to heritage-led tourism, communication at officer level was particularly poor in Bath and North East Somerset, where tourism at this World Heritage Site is a key economic driver.

4.19 Probably the most important determinant of effective communication was senior management support for conservation at a position in the structure of an authority where this affected property services. In some cases this was facilitated, if not led, by senior individuals who supported heritage conservation. In others, the process was more member-driven when councillors, or at least the Portfolio Holder, emphasised the importance of delivering high quality heritage conservation. Once the Conservation Officer had a good working relationship with key members, which could arise after a period of time in the job (e.g. in smaller authorities such as Swale and High Peak), this too could extend the influence of conservation into property.

4.20 This finding on the perception of conservation by senior management has significance in the context of declining numbers of historic environment staff (see paragraphs 2.14 above). Interviews with conservation officers identified that the reduction in staff numbers had often been accompanied by a reduced status for conservation officers. Conservation officers remaining found themselves lower in the local authority hierarchy (particularly following the retirement of experienced colleagues), and free-standing conservation teams with team leaders had been lost. These changes clearly reduced the potential for conservation officers to influence chief officers, senior officers in other departments and elected members – i.e. those who make the key decisions affecting local authority-owned heritage assets. One Conservation Officer felt that the status of heritage had been badly affected by budget cutbacks: a former role engaging on strategy with senior managers had been lost leaving a largely regulatory role instead, as a result of which heritage was now regarded more as a constraint.

4.21 Good communications between conservation specialists and property staff is clearly of vital importance if council-owned heritage assets are to be properly managed. This was most apparent where there was an absence of good communication. In 6 of the 24 authorities whose Conservation Officers were interviewed, all with very poor communication, the Conservation Officer provided little or no advice to the Property Department on how to manage the authority's heritage assets. We heard from authorities with poor communications of great wastage of resources (time and money), lost income from delayed projects, damage to heritage sites, community upset and soured relationships. In many cases all this could seemingly have been avoided by simple preliminary discussions between the staff teams and acting on the advice given.

For example, in one authority the Asset Manager developed property schemes on behalf of an authority but failed to obtain the Conservation Officer's advice on the heritage issues beforehand: there was considerable preparatory work but this was followed only by a refusal when the authority applied to itself for listed building and other statutory consents. In a climate of poor relationships, each party blamed the other for significant delay while the schemes were redesigned. In another case an authority acquired a listed building in a poor state of repair with the express intention of seeking demolition to facilitate a social housing project, only to find that an application for listed building consent was opposed by English Heritage and an alternative solution was required.

4.22 Furthermore, reports were received of cases in which disinterest in heritage within a Property Department had occasionally played out in ways which physically damaged the heritage, such as:

- if a (powerful) Property Department carries out unauthorised development on a listed building, or neglects to maintain it, the (weak) conservation team is hardly in a position to take enforcement action against the breach or serve an Urgent Works Notice to remedy the deterioration;
- if the commercial tenants of the Property Department have carried out unauthorised work on a listed building, they will be required by the conservation team to submit retrospective applications for planning and listed building consent; these are then refused, appeals lodged and those appeals lost; however, due to disinterest, the Property Department then refuses to take legal action to rectify the tenant's breach of control and the heritage damage remains;
- if no statutory consents are required, such as for works affecting properties which are not listed or only on a local list, and communication between the parties is limited to statutorily protected sites, locally valued heritage can be eroded or lost through ignorance.

4.23 Concern about the frequent disinterest of Property Departments in heritage was also emphasised by the national amenity societies consulted (notably SAVE Britain's Heritage, the Society for the Protection of Ancient Buildings and the Victorian Society). The latter two expressed concern that the ample advice available on good heritage management was not getting through to Property Departments. An equivalent concern that the majority of local authorities lacked the capacity to manage heritage parks and gardens, though with exceptions, was highlighted by GreenSpace. The buildings groups also provided examples of cases where Property Departments were deliberately – and unnecessarily in their view – closing and disposing of heritage assets even if they were in good condition. Surplus buildings were too frequently being sold off in haste without proper evaluation of how the third sector might provide superior public value from them.

4.24 Despite these serious shortcomings which can arise when communication by property staff with conservation staff is poor, lack of communication itself does not inevitably lead to problems for heritage owned by local authorities. If Property Departments have sufficient in-house expertise, or choose to purchase this from suitably qualified professionals rather than consult the Conservation Officer, then

satisfactory outcomes for the heritage are feasible (identified in at least three authorities). The research found some variation in the way that asset managers procure advice, including a distinctive approach in Lincolnshire with historic environment officers employed (rather than conservation officers), the greater part of whose role is to advise the authority on the treatment of all aspects of its own heritage assets.

#### Management of heritage assets retained by local authorities

4.25 The best Asset Management teams not only know what heritage assets they own but have a strategy to look after them properly. Unfortunately, Asset Management Plans do not provide this at present. Survey results showed that 60% of these do not make reference to heritage (with no significant difference between authorities in the North and the South, but with districts having a slightly poorer record) and only one in eight claiming to have a heritage policy. Four authorities interviewed had excellent alternative arrangements. Bristol City Council has prepared a Heritage Asset Strategy. All assets are identified, and the need for works to each one categorised by urgency and cost of delivery over the next five years, together with an indication to retain or dispose of it. Manchester City Council has an especially impressive Heritage Asset Strategy which provides an exemplary basis to guide appropriate management of the authority's heritage assets (see case study 2). Lincolnshire County Council is an exemplar in preparing Conservation Management Plans for every heritage property in its ownership. Gloucester City Council has prepared an Asset Plan for its Buildings At Risk (mainly those inherited from the abolished South West Regional Development Agency) and aims to extend this to all heritage property; it has also begun the preparation of a 25-year plan for its own estate.

4.26 Three quarters of Asset Managers responding to the research survey reported that their authorities owned at least some heritage assets which could not cover their maintenance and management costs from their income. All five authorities which reported no such difficulties were in the South. Another difficulty, reported by nearly a quarter of Asset Managers, was that their authorities (proportionately more in the North) were under pressure to move out of heritage buildings they occupied, on the assumption that other premises would be cheaper.

4.27 Portfolio Holders were asked about the priority they gave to the treatment of heritage properties compared with non-heritage ones and whether repair and maintenance was prioritised at heritage properties. Aside from those authorities with few heritage assets, most Portfolio Holders indicated they gave some kind of priority, at least for statutorily protected properties or those that were in some way special to them (usually the iconic civic buildings). Only Northumberland was clear that heritage assets got no priority. A similar pattern emerged from Portfolio Holders with repairs and maintenance: apart from Northumberland and Waveney which gave heritage assets no priority, all the others tried to do so to some degree. Three economically weaker areas clearly aspired to this but were barely able to do so because of severe budget constraints (Doncaster, Hartlepool and Sunderland).

### Case Study 2: Manchester City Council

#### Good practice: Heritage Assets Strategy

Manchester City Council is unique amongst the authorities sampled in that its Corporate Property department has a Heritage Asset Strategy that clearly identifies the heritage assets owned by the authority and provides a detailed pro-active guide to secure their long-term conservation. This approach was first adopted in 2006 and has now become an established part of Manchester City Council's corporate approach to management of its property portfolio.

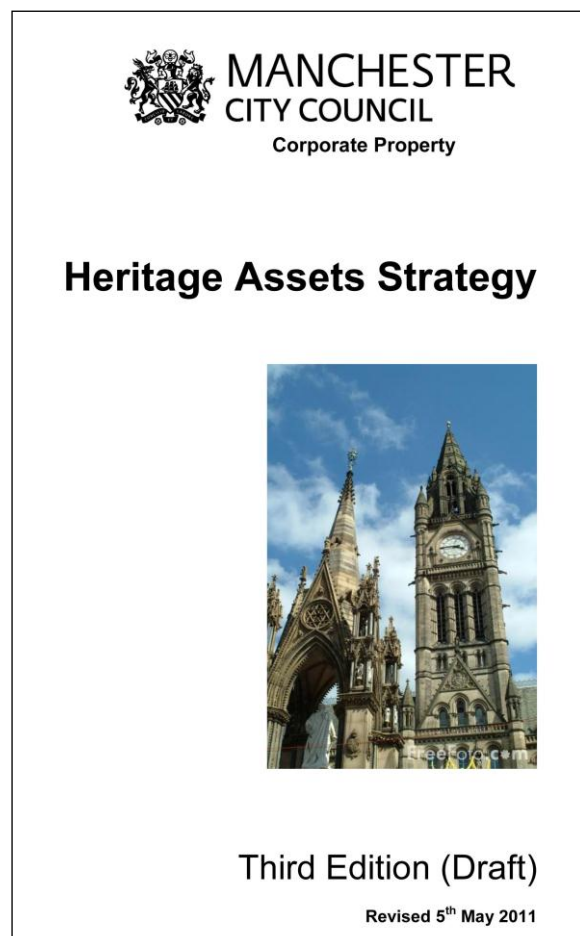
The City Council owns approximately 12% of the listed buildings in Manchester. Within the City's collection are some exceptional buildings, including the Town Hall complex, Wythenshawe Hall, and Heaton Park with its grade I listed house, four grade II\* and four grade II listed structures. The complex of civic buildings in Albert Square is an outstanding group, including the Grade I listed Town Hall, and the grade II\* listed Town Hall Extension and Central Library.

The Heritage Asset Strategy contains strategic policies, which prioritise retention of all types of heritage assets and sets out safeguards to be employed where such assets have to be disposed of. The strategy also emphasises the importance of maintenance. Furthermore, the document provides detailed guidance by categorising each individual asset into one of six risk categories and one of seven treatment grades. This facilitates the prioritisation of resources and has enabled Manchester to develop a mothballing approach for assets where the funds cannot be found in the short term for necessary work.

Manchester City Council's Heritage Assets Strategy provides an exemplary basis to guide appropriate management of a local authority's heritage assets. Critical success factors would seem to be the corporate property ownership approach, rather than the traditional departmental ownership model, and the fact that there is senior management and political 'buy-in' to the concept of looking after heritage assets as a key component of the quality of the city and using them as a catalyst for regeneration.

*Source:*

Manchester City Council: Paul Mason (pers. comm.)



4.28 Conservation Officers were also asked about the adequacy of the repairs and maintenance regime for heritage properties in their authority. Over three quarters considered that maintenance was overall at least satisfactory and sometimes very good. The picture could be quite mixed, however. Conservation Officers confirmed the tendency for authorities' civic and iconic buildings to be generally better maintained

than the rest, though some authorities had very impressive records not only of good maintenance but of bringing back many buildings from a deteriorated state, such as Hillingdon London Borough, King's Lynn & West Norfolk Borough and Bristol City Councils, as well as those promoting heritage-led regeneration. Protected heritage sites would also be better looked after than non-designated sites as, ultimately, these could not be demolished and would cost more to resolve if allowed to deteriorate. Maintenance tended to be weakest on sites which had either a low public profile, such as cemetery buildings and park buildings, or which no longer had much if any direct use (e.g. Town Walls, conduits and archaeological remains). Furthermore, in two authorities in which heritage was given a low corporate priority by members and senior officers, and had particularly poor communication between Conservation Officers and the Property Department, the Conservation Officers reported that they had some heritage assets rotting away for want of maintenance.

4.29 The overall picture of local authorities' performance on heritage asset maintenance identified from local authority officers by interviews and questionnaires is sharply different from the advice received from the national amenity societies consulted. SAVE Britain's Heritage, the Society for the Protection of Ancient Buildings and the Victorian Society uniformly considered local authority management of their heritage assets to be poor, though interspersed with some good practice. It is beyond the capacity of this research to resolve the difference of perspective.

4.30 Portfolio Holders were asked about maintenance backlogs for heritage property. To the extent that they were familiar with this, most authorities had either reduced their backlogs in recent years (essentially prior to the recession), with a particularly impressive performance by Bristol City Council, or not allowed them to lengthen. Only Hull (a northern unitary in an economically weak area) admitted to a deterioration, which was clearly an unfortunate way to enter a period of economic hardship.

4.31 Conservation Officers were in agreement that the principal cause of maintenance backlogs in authorities considered not to have adequate maintenance was unsurprisingly a lack of money. This could be a serious problem in some authorities with weaker economies. The research also found that most authorities had a few larger properties where repairs and maintenance had fallen well behind, and vacancy, deterioration and the need for significant capital investment had followed. This even arose in authorities with otherwise sound maintenance arrangements. Insufficient money to carry out all the maintenance they would have liked was the principal problem, Conservation Officers generally accepted. There were also often specific reasons for individual properties having reached this condition, even if, in retrospect, the arguments did not look convincing. For example, one authority had been 'on the point of selling' some properties for a decade, always putting off the repair works on the assumption that the purchaser would do this: it now owned buildings of little value. One authority, Great Yarmouth, had been unable to maintain its heritage property because the portfolio was simply much too large to deal with in such an economically deprived area.

4.32 One Conservation Officer expressed uncertainty about the true extent of the maintenance backlog as the properties were not surveyed frequently enough to know. A small number of authorities interviewed had addressed frequency of monitoring through the practice of carrying out quinquennial property surveys. Lincolnshire County Council requires quinquennial reviews of all its buildings, which can include identifying works required in the short term perhaps as a preventative measure. Manchester City Council has also adopted quinquennial conditions surveys on the majority of its property portfolio in recognition of the importance of maintenance. Newcastle-upon-Tyne City Council carries out quinquennial condition surveys of all its scheduled ancient monuments, based on which it prepares 5-year management plans for each one. It also employs historic environment specialists with responsibility for monitoring the well-being of council-owned heritage assets. Quinquennial surveys are long-established as a legal requirement for Church of England properties, while periodic inspections, typically every four years (quadrennial reviews) rather than every five, are mandatory across central Government<sup>11</sup> with advice available on standards of implementation which are in many respects applicable to local authorities<sup>12</sup>. Effective use can be made of periodic inspections of property by establishing prioritised repair and maintenance programmes based on the findings. Bristol City Council, for example, has capitalised on its survey work by preparing a Heritage Asset Strategy based on the needs of each site, the cost of works there, and the level of priority for investment in it. Some Conservation Officers considered that this good practice should be more widely applied in local government.

#### Surplus and problematic local authority heritage buildings

4.33 Heritage buildings which fall out of use are prone to deteriorate and become problematic. Local authorities are generally well aware of this obvious and central point, but nonetheless circumstances arise which create vacancy. The pattern of heritage properties in a poor condition (or even at risk of loss) owned by local authorities appears to be determined by the interaction of the following three main forces: redundancy, dearth of new uses and costs of both conversion and upkeep.

4.34 A distinctive category of local authority building identified by this research as often surplus is the former Town Hall. Following local government reorganisation in 1963 (London) and 1974 (elsewhere), large numbers of Town Halls were inherited by the new, larger authorities created. Many were kept on in their original use for a while, at least partially, but have gradually become ever more surplus to requirements. They often stand in pivotal locations within towns and contribute to civic pride. Some are unlisted, but even then demolition is often unthinkable. Other frequently-mentioned asset types becoming surplus are cemetery chapels and cemetery lodges, primary schools, and houses (often large houses). In each case centralisation of facilities is

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<sup>11</sup> *Protocol for the care of the Government historic estate 2009*, English Heritage, Office of Government Commerce and Department for Culture Media and Sport

<sup>12</sup> *Managing heritage assets: Guidance for government departments on the use of periodic inspections, forward work plans and asset management programmes, 2009*, English Heritage and Office of Government Commerce



usually a factor, though modern expectations, including especially disabled access and health & safety, play a part.

4.35 Often one of the greatest challenges facing heritage assets no longer required by local authorities is to find appropriate new uses for them, especially as the structure may have been closely tailored to the former civic use. The private sector will often be prepared to acquire property which can be converted relatively easily to residential use. If building conversion to residential is not relatively easy then there may in any event be heritage reasons for not wishing for such change. Converting a building containing an historic Court to a new use which preserves its original atmosphere is an obvious challenge, for example. The research found numerous examples of three other categories of structure where finding new uses was often problematic:

- (a) Swimming pools: innovative uses had sometimes been found, such as a conversion to a judo club in Wolverhampton and (in part) to a hydro-therapy pool attached to a doctor's surgery in Bristol.
- (b) Cemetery chapels: these may sometimes be sufficiently large to reuse as places of worship for other denominations, but otherwise initiatives will need to be taken to address the widespread problem of cemetery chapels that are no longer required. For example, Kirklees MDC attempted to find new uses for eight redundant cemetery chapels by carrying out a public consultation. This resulted in a number of solutions emerging, including for example the successful restoration of one as a meeting centre supported by a Friends group (see also case study 16 on the identification of local heritage assets).
- (c) Cemetery lodges: though also awkward, these tend to find new life slightly more easily than cemetery chapels – having been designed for occupancy these tend to be easier to convert to residential use, and being adjacent to the access road they may be more readily converted than chapels which are often centrally located within cemeteries; nonetheless cities such as Hull, Bristol and Newcastle-upon-Tyne reported problems with finding new uses for cemetery lodges (which had been placed on national or local Buildings at Risk registers in each authority).

4.36 Conversion to new uses is not only a matter of practicality but also a matter of cost. Land values and therefore location are a factor in this. In relatively affluent areas where property prices are high, the conversion costs may well be covered by the end value of the building (if acquired at a realistic price), but where property prices are low new uses are all the harder to find at all. There may be good uses available, but they cannot be achieved economically. The worst problems arise, of course, if the building in its state at point of transfer has a negative value: i.e. a subsidy is required to enable the conversion to take place. This immediately kills off the hope of a normal private sale in the open market, and the local authority may have to pay a new user to acquire it (see for example 66 Westgate Street, Gloucester, case study 3).

4.37 The combined effects of deterioration in the fabric, conversion costs and locally weak economies clearly inhibit new uses for heritage property, affecting especially the poorer parts of northern England, unsurprisingly. The main difficulty in these circumstances can often be that waiting for an alternative solution can make an

alternative even less likely: keeping the building in use is more important, avoiding the deterioration associated with vacancy. The need can often be for decisive action. There is long-established advice from English Heritage on the benefit of prompt transfers rather than hoping for a greater return later, for example:

Case Study 3: 66 Westgate Street, Gloucester

Good practice: Disposal of heritage asset for investment by another party

66 Westgate Street is a 15<sup>th</sup> century former merchant's house in Gloucester City Centre, listed Grade II\*. The building was operated as a tearoom and restaurant until the business ceased in 1997 due to the deteriorating structural condition of the property. Gloucester City Council kept the building secure and weather-tight. In 2002, Gloucester Historic Buildings Ltd, a charitable trust, commissioned a feasibility study (75% funded by the Architectural Heritage Fund) to consider options for re-use of the building. This concluded that the most beneficial use would be retail/café use on the ground floor with residential above. It also highlighted the huge gap between market value and the repair costs.

The City Council invited tenders from specialist conservation contractors and developers in 2004. Eventually, a small building company with a proven track record agreed to purchase the building for a nominal sum, along with a grant from the City Council of £100,000 and a covenant requiring the agreed restoration. English Heritage made a further offer of £150,000 to enable the sale to proceed, and planning and listed building consent applications were submitted in September 2005. Work



on site lasted from the end of 2006 until 2009, including the re-rendering of the previously exposed timber framing (see photo). The case involved conservation staff at the City Council in considerable work, but responsibility for the renovation passed to the purchaser and the disposing authority covered the negative value of the property as cheaply as practicable. The building won the Gloucester Civic Award 2010 for 'Best major restoration or sensitive alteration'.

*Source:*

Gloucester City Council Planning Department

“When establishing the disposal value of a site it is important to ensure that expected returns are realistic and that initial and continuing costs of maintenance, security and repairs are set against anticipated capital receipts. Where the cost of interim maintenance, security and repair is high, it may make

more sense to accept a realistic offer at the outset rather than defer a decision in the hope of greater future returns.”<sup>13</sup>

If a building does become vacant, and nobody is in a position to take it on, then the local authority owner may find itself paying for the upkeep of a building which is earning no revenue at all (see Wymering Manor case study 4 – the location in this case being unsuited to the market due to the building being surrounded by housing). Cases like these demonstrate the merit of moving quickly to try to find new uses without waiting for the previous one to stop, to ensure continuity of occupation so far as practicable.

4.38 The other key economic aspect of finding a new use which is capable of being economically self-supporting in the long term is the creation of a business plan for a use of the property. The Heritage Lottery Fund is especially strict about requiring workable proposals so that public money is not squandered. In short, the new use must not only be suitable in heritage terms, but it must also be economically viable. Sound business plans consistent with heritage have been fundamental to the success of ventures such as the Great Yarmouth Preservation Trust (case study 11), while difficulty in devising one can leave an historic building being underused (this was for some time the experience at Baldock Town Hall, case study 13, though after a period this is now being resolved here). The Asset Transfer Unit draws two ‘key lessons and factors for success’ from cases such as Baldock Town Hall:

- “\* Costly refurbishment projects involving heritage assets, and in need of an enterprise component, are amongst the most complex to deliver and therefore carry significant risks – especially where the size of the asset negates the prospect of a public sector anchor tenant to bolster viability;
- \* Unconstituted groups lacking a track record may require significant time and in-depth support if communities are to capitalise upon transfer offers – in particular where the third sector is largely comprised of smaller groups with little or no experience of asset management.”

4.39 There are large numbers of local authority-owned heritage assets which can earn little or nothing. Some may have statutory protection through listing, thereby obliging the local authority to sustain their upkeep, but the majority do not. This applies to a wide range of local authority features which residents would recognise as part of their heritage: war memorials, park buildings, barns, mausoleums, milestones, and much more. Roadside historic signposts will need to be maintained by highways authorities, for example. Lincolnshire has identified approximately 375 surviving traditional road signs (in 2007) throughout the county in a variety of styles and materials, and through a partnership programme between the Highways Department and Heritage Lincolnshire, involving the Historic Environment team, has developed a sympathetic approach to their maintenance and refurbishment. In other cases there may be more scope to pass some responsibility for maintenance to local communities. For example, Northumberland County Council is proposing that Parish Councils throughout its area should become responsible for all War Memorials, and usually the land on which they stand, instead of themselves, from April 2012. The consultation suggests that if this is unacceptable to a

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<sup>13</sup> Philip Davies and Delcia Keate, 1995, *In the Public Interest: London’s civic architecture at risk*, English Heritage, p. 9.

### Case Study 4: Wymering Manor, Portsmouth

#### Cautionary tale: Lack of third sector interest to acquire a heritage property

Wymering Manor is thought to be the oldest house in Portsmouth, with mediaeval masonry, a timber frame dating from 1581 and features from many later periods. Listed Grade II\*, the Manor had been leased by the City Council for use as a youth hostel until this ceased in March 2006. The building is a large house with a small garden, with options for its future having been compromised by the sale in the 1960s of much of its grounds for house building (see plan: Manor in centre). The Council did not wish to retain the property due to the liability to carry out essential works, refurbishment and future maintenance, for which no funding was available.

The Asset Manager initially reported that a variety of occupiers and preservation groups wished to buy it for use as a private residence, hotel, community use and even a ghost club (this being one of the country's most haunted properties). At one point a sale at £500,000 was agreed, but not completed. A third sector occupant was found for the property under licence, but after two years this too fell through, and the building has since been empty. Three times the property failed to sell at auction. Prospective buyers were advised that they would need to spend at least £150,000 to restore the building to its former glory. That cost has now risen to £450-500,000, resulting in no credible private or third sector interest in buying it. The Manor has been placed on English Heritage's Heritage At Risk register.



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Attention has turned to finding occupants to manage the building, though community uses might struggle to be economically achievable. The City Council is in the very early stages of discussions with a local group, offering a period of time to meet a range of requirements including the identification of uses and funding sources and the preparation of a business plan. There is a long way to go before the future of the Manor is secure, though the local MP and the Architectural Heritage Fund are now involved. Meanwhile Portsmouth City Council is spending £2000/week on security alone for the building, money which it would have preferred to put into conservation and repairs. This is bringing urgency to the need to establish a future for the Manor with the necessary funding.



#### *Sources:*

Wymering Manor, Listed Building description, English Heritage; Portsmouth City Council: Officers Report to Leader's Decision Making Meeting 21.6.06 and Jeff Hutchins (pers. comm.); BBC website: *Portsmouth's Wymering Manor fails to sell at auction*, 14.12.10

*Other example of heritage properties which failed to sell at auction and needed new solutions:* Thorne Hall, Doncaster Metropolitan Borough Council

*Other example where lack of curtilage compromises effective use of the heritage asset:* Heckington 8-sailed windmill, Lincolnshire

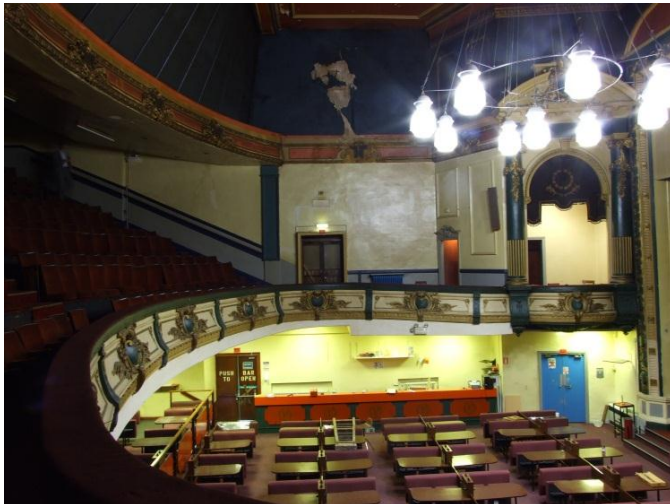
Parish Council, a 'special expense' should be levied locally as a Council tax precept to cover the cost of Northumberland Council continuing its service.

4.40 Other heritage assets may be much more costly to maintain, however. These are critical circumstances. Where a heritage asset serves no productive purpose, has no statutory protection, has no buyer and costs the local authority money to maintain when budgets are tight, the pressure for demolition can be considerable, swamping suggestions for retention and the search for alternative uses. This, the evidence for this research suggests, is the sharp end of the erosion of local heritage (see Nelson Palace Theatre case study 5).

#### Case Study 5: Palace Theatre, Nelson

##### Cautionary tale: Demolition of unlisted heritage theatre

The Palace Theatre in Nelson, Lancashire was opened in 1909 and had a seating capacity of 1,730. The exterior was damaged by partial demolition of the entrance for a road scheme in 1979, but the original auditorium, fly tower and full back-stage facilities remained. The interior was designed and decorated by plasterwork specialists A R Dean & Co, with fine cartouches on



the curved balconies and richly decorated single boxes on each side (see photo taken in August 2009). Latterly used as a bingo hall, the building was unlisted and not in a Conservation Area, but included on the town centre heritage trail. In 2006 Pendle Borough Council proposed the site in the Nelson town centre Masterplan as suitable for a 'leisure development opportunity' but meanwhile as a car park for the nearby swimming pool. The Theatres Trust had previously identified the theatre for potential re-use as well as being in

their view architecturally significant and included the Palace on its Theatre Buildings At Risk register in 2007. A subsequent request for it to be listed was rejected by the Secretary of State.

In 2009 Pendle Borough Council purchased the Palace for immediate demolition. Theatresearch submitted an options report to the Council on the use of the theatre. However, the Council indicated that it had investigated whether there was any local interest in setting up a locally-based trust to take on the restoration and running of the theatre but found none that might lead to a solution. No commercial interest had been shown in the building. In addition it pointed out that it did not have the funds or capacity to operate and run another historic building as part of its portfolio. It therefore demolished the theatre in October 2010.

Source:

The Theatres Trust: [www.theatrestrust.org.uk](http://www.theatrestrust.org.uk) and Mark Price (pers. comm.)

4.41 One of the issues most frequently raised in responding to surplus and problematic heritage properties was the difficulty of finding the balance between what

was practicable economically and what was acceptable in heritage terms. Many Portfolio Holders with responsibility for heritage property considered that the key objective was to get buildings back into use to conserve their heritage value. However, a concern voiced by four of the eighteen portfolio holders interviewed was that overly demanding heritage requirements are a constraint on local authority efforts to re-use of historic buildings. The research has not revealed any actual instances to justify this view and it was not raised in any of the interviews with conservation officers or other interest groups consulted. Such assertions should be treated with considerable caution and can perhaps be countered by publication and promotion of the wealth of good examples of imaginative and successful re-use schemes that have been carried out across the country.

#### Closure, partial closure, demolition and mothballing of heritage assets

4.42 The research investigated with both Asset Managers and Conservation Officers the scale of closure and demolition of heritage assets by local authorities. Additional evidence has emerged of intermediate conditions such as partial closure and mothballing as the response by local authorities to the particular circumstances they face.

4.43 The returns from Asset Managers, distinguishing types of authority and a North/South division of England, provide some indication of recent and anticipated scales of closure, disposal, management transfer and demolition of heritage assets.

4.44 In the last five years, by number, two fifths of local authorities had closed a heritage asset, half had disposed of a heritage asset, a quarter had transferred the management of a heritage asset and one tenth had demolished a heritage asset.

4.45 In the last five years, by location, three fifths of authorities in the North had closed a heritage asset, twice the proportion in the South. Just over a half of authorities had disposed of heritage assets in both the North and the South. 30% of authorities in the North had transferred the management of a heritage asset compared with 20% in the South. The handful of demolitions was preferentially in the North. The asset types and numbers for demolitions provided from the Asset Manager returns are set out below:

#### *Demolitions in the last five years by heritage asset type*

Mill (part)	1
Cemetery chapel	1
Seafront shelter	1
Garage	1
Pub	1
Community centre	1

4.46 In the last five year, by authority type, less than one third of districts had closed heritage assets, while two thirds of other authority types had done so. About one third of districts had disposed of heritage assets, while almost all authorities in the other authority types had done so. Hardly any districts had transferred the management of heritage assets, while half the unitaries and counties had done so. There were demolitions by each authority type, but comparison of the small numbers is not meaningful.

4.47 In the next five years, by number, a quarter of authorities each expected to close, dispose of and transfer the management of heritage assets and one tenth to demolish them. These proportions are almost identical to the pattern in the last five years.

4.48 In the next five years, by location, one third of authorities in the North expected to close heritage assets compared with one fifth in the South. More than half the authorities in the North expected to dispose of assets compared with two fifths in the South. One third of authorities in the North expected to transfer the management of heritage assets compared with one fifth in the South. One fifth of authorities in the North expected to demolish heritage assets, but almost none in the South. On this basis there may be fewer closures in the North compared with the last five years, but a slight northward shift in the small number of disposals is expected. In the South, the proportion of authorities closing, disposing of and demolishing heritage assets may decline slightly compared with the previous five years.

4.49 In the next five years, by type of authority, only districts have a large proportion of authorities not expecting to close heritage assets. A much higher proportion of unitaries and counties expect to dispose of heritage assets than do districts. A significantly smaller proportion of districts and London Boroughs expect to make transfers of heritage asset management than do unitaries and counties. The same small number of authorities expects to demolish heritage assets as in the previous five years, though with more emphasis on unitaries, but comparison of these numbers is not meaningful. The difference between districts and other authority types is expected to be still more pronounced in the next five years than in the last five, with fewer closures by districts. A slight reduction in disposals by unitaries is also indicated.

4.50 The overall pattern of closures, disposals, management transfers and demolitions is fairly stable between the last five years and expectations for the next five. A slight reduction in these activities in the south is expected, closures should be down everywhere, and district councils foresee a decline from an already much lower activity level than in other types of authority. Unitary authorities in northern England may, if any category, be one to monitor for potential small increases in levels of heritage asset sales and demolitions. There is no indication in the information provided that Asset Managers are anticipating a flood of local authority buildings onto the market arising from budget cutbacks: the series of closure of libraries in many authorities is not being taken as a precursor for what might happen to other categories of local authority stock later in the Comprehensive Spending Review period.

4.51 The Conservation Officers interviewed suggested that closure was usually the result of the departure of the previous local authority occupant, perhaps followed by a period of vacancy and deterioration which may then have inhibited direct reuse by new users. However, new uses were being investigated or had been found in most cases: closure was therefore not in most cases simply an intermediate stage between an earlier use and demolition. The cases often required intensive attention, but most appeared to be transitional problems rather than long term liabilities. Just a handful of sites appeared to risk slipping through the safety net of state intervention on behalf of heritage. The most prominent of these is probably the Victorian Winter Gardens on the seafront at Great Yarmouth, the last surviving of its cast iron and glass type in the country, and now at risk of complete collapse 20 years after significant maintenance was last carried out and 5 years after the premises were closed as dangerous.

#### Case Study 6: Hyde Cemetery Chapel, Tameside

##### Cautionary tale: Demolition of unlisted heritage cemetery chapel

Hyde Cemetery opened in 1894. It had three cemetery chapels, with the last-remaining being the non-conformist chapel. J W Beaumont (architect of the Whitworth Art Gallery, Manchester) is believed to have designed this chapel, which appears little changed since its construction. It was described by Tameside's Conservation Officer as possibly of more than local significance and meriting every effort to retain it. However, being unlisted and not in a Conservation Area it had no statutory protection against demolition.



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Tameside Metropolitan Borough Council proposed to demolish the chapel as it was clearly surplus in its current use. Funerals were no longer carried out there, electricity costs in 2009 (the last year it was used) were over £3,300, and the building had been vandalised on various occasions costing thousands of pounds to repair. The building was said to pose a health and safety risk. Continuing to repair and maintain the building was therefore financially unattractive. Brief consideration was given to alternative uses, but in September 2011 Tameside MBC approved its own proposal to demolish the chapel and create instead a grassed area.

##### *Sources:*

The Victorian Society; Tameside Metropolitan Borough Council: Environment Services Decision Notice and Development Management Delegated Report Sheet

4.52 Demolition and partial closure, and to a lesser extent full closure, are largely stimulated by the desire to save money. In the case of partial closure the staff savings may be the most significant. Partial closure is an experience familiar from many libraries by curtailing opening hours and reducing the facilities on offer. Similar cost cutting can take place at heritage properties. For example, Newstead Abbey in Nottinghamshire,



the ancestral home of the poet Lord Byron, has seen its opening hours cut drastically by Nottingham City Council (which has owned it since the 1930s). At the start of 2011 the opening hours of the house were every day between 1 April and 30 September from 12.00 noon to 5.00pm, but they were later limited just to Sundays for house tours at 1.00pm and 2.00pm only. In the case of demolition the principal savings are normally in running costs. Case study 6 of Hyde Cemetery Chapel, Tameside illustrates the problems with running costs facing local authorities when a heritage property is clearly no longer required for the use for which it was designed.

#### The current impact of budget cuts on heritage assets

4.53 The cuts in the Government's grants to local government are putting local authorities' budgets under strain. All other things being equal, the expectation might be that heritage would fight a losing battle with 'front line services' for the reduced cash available. However, this need not be the determining factor of the resources available to heritage, so the budget cuts must be understood in a wider context. Matters that may be relevant to a local authority include:

- some heritage buildings make a lot of money for local authorities, notably Bath and North East Somerset's city portfolio, so these authorities have a vested interest in maintaining their properties and have the means to do so regardless of budget cuts;
- civic pride and the image of a place are affected by the way key buildings are treated and perceived, so there is a big incentive for at least the flagship heritage properties to be maintained well, and this appears especially important in cities;
- heritage-based tourism significantly assists the economy of some areas, such as Gloucester and King's Lynn & West Norfolk, so again a priority may well be given to maintaining the heritage;
- significant heritage properties may have been donated or bequeathed to an authority in the past, and there is a moral obligation on the authority to retain it for public use and if possible satisfy any terms of the acquisition;
- many local authorities have been planning ahead for the current budget cuts and have taken steps to reduce its impact;
- repair and maintenance of a portfolio of property is widely appreciated as an investment rather than a cost, and especially the benefit of avoiding the need for expensive repairs in future, so the assumption should not necessarily be made that property, including heritage property, will be neglected.

4.54 In addition to these considerations within local authorities, other sources of grant and advice outside the sector were also major considerations, often of greater significance than the central government grant to a local authority that found its way into local authority heritage buildings:

- the state of urban regeneration has a much bigger impact on heritage than competition for local authority grant money: heritage-led regeneration has a direct impact on the scale of heritage renewal and can generate much more wealth for heritage improvements;

- the abolition of ‘New Deal for Communities’ had removed the funding for two Conservation Officer posts in Wolverhampton, which were then lost;
- the loss of the Regional Development Agencies had removed substantial funding from the heritage, for example with High Peak BC reporting the loss of £0.5m from EMDA for its regeneration of The Crescent in Buxton (see case study 23), and Gloucester CC taking on the heritage property liabilities of the SWRDA in the city;
- the cutbacks in grant-in-aid to English Heritage had led to some perception that there was a reduced availability of expertise to local authorities, (though English Heritage is maintaining its front-line planning advice services).

4.55 The research asked Portfolio Holders responsible for historic buildings what impact the Government’s budget cuts were having now on heritage. Half the councillors interviewed reported that these cuts were already having discernible effects on the money available for heritage assets, including almost all authorities in economically weaker areas of the country. In other cases the impact was less, usually because other factors were more important (see previous paragraph). All the authorities whose heritage assets had so far been little affected by Government budget cuts were in the southern half of the country. The impact of budget cuts was somewhat dampened in those authorities which prioritised support for their heritage properties. These findings show that the impact of the Government’s grant cuts are distinctly more variable in their impact than might have been discerned from the grant figures alone.

4.56 Asset Managers were asked about the degree to which their authorities’ ability to maintain heritage assets in good order had been compromised by a lack of adequate budgets. 38% considered it had been compromised severely, 46% slightly and 7% not at all. This varies little between the North and South of England, but unitary authorities are much more badly affected than other authority types. However, two thirds of authorities considered that money could be found when heritage property needed major investment (half the authorities in the South and over four fifths of the authorities in the North). Four fifth of all authorities had not changed their approach to the management of heritage assets in the last five years, though unchanged management had only survived in a lesser proportion of unitary authorities.

4.57 Local authorities with significantly reduced budgets can do less: they need fewer staff to do the work and fewer offices to accommodate them. This rationalisation of council accommodation was arising at some of the authorities contacted in ways which affected heritage property. Gloucester City Council had previously moved its office functions into four converted former warehouses in Gloucester Docks deliberately to demonstrate its commitment to heritage-led regeneration, but is now vacating one warehouse and concentrating its functions in the remaining three. The surplus warehouse is now in a popular location and will find a suitable occupant, but the best option need not always be so clear. Elsewhere, if the heritage building is awkward in some way or in a poorer area that is unattractive to the market, there may be no takers for a large surplus building. This is by no means unusual in areas with weaker economies. Doncaster MDC is concentrating its administrative functions in a new

purpose-built office. A result of this will be that a number of heritage properties will become surplus, including Danum House (Grade II) and Nether Hall: the level of market interest in these is awaited. Local government reorganisation in Northumberland, with six district councils being dissolved in the transition to a single unitary authority, may have similar consequences.

4.58 Surplus heritage properties need not be the start of a cycle of vacancy, neglect, dereliction and then deterioration of the locality. Rather than specifically relocate away from heritage property, as some Asset Managers thought most appropriate (see paragraph 4.26 above), the most efficient solution may be to relocate other functions into them. For example, the Carnegie Building in Hartlepool used to house a library on its ground floor and a museum upstairs, but after these uses ceased the Borough Council refurbished the building to bring it back into use as offices for both Library Service backroom staff and the Sport and Leisure Department. Lincolnshire County Council failed to sell the Grade II\* Sessions House in Boston and has now decided to concentrate its own functions in the building and vacate others as appropriate. The alternative would have been to have a locally-appreciated listed building empty and deteriorating in the town centre, not capable of being demolished and costing substantial sums to maintain. Keeping the building in use, albeit at slightly greater cost than might be achieved elsewhere, was not only good for the heritage but economically the best solution.

4.59 The pain of budget cuts on staff has not escaped most of the Conservation teams interviewed, where cutbacks broadly reflected the national pattern (see paragraph 2.14 above). The impact on service capability had been savage in some places, with a number of authorities now reduced to a single Conservation Officer, including Nottingham, a major city authority with 300,000 people. Cuts to staff and budgets affected Conservation Officers' ability to advise on local authority heritage property in ways which included the following:

- a County authority experienced in providing heritage services for other authorities through service-level agreements now needed to have a similar agreement with its Property Department, who were currently advised free of charge, if the service was to continue effectively;
- an authority had begun charging for pre-application planning advice, but the Property Department was not exempt and this had served only to reduce approaches by that Department in respect of the authority's own heritage property;
- a post lost in one authority was the point of contact between the Planning Department and the Property Department for addressing the local authority's own assets;
- significant loss of staff had damaged the ability to prepare bids for external project funding in one authority trying to promote heritage-led regeneration;
- there was a risk that a Planning Department would have to employ heritage consultants to deal with statutory applications (including the Property Department's) due to the cutbacks in Conservation Officers, which could cost more money than had been saved;

- a planning department with insufficient Conservation staff may need to change the heritage specialists it uses as consultants, opting for cheaper micro-businesses with lower overheads than currently used, so the most appropriate specialist might not necessarily be employed.

4.60 Despite the problems, the overall picture of maintenance and upkeep of heritage properties owned by local authorities is encouraging: most maintain their heritage property reasonably well and the majority could find resources for major investment if needed, but a great many appear to own at least some problematic heritage assets. This is despite there being some properties which cannot cover their maintenance costs in three quarters of authorities, budget cuts which put heritage at some risk, and some pressure to vacate heritage premises because of claimed high running costs. Nonetheless many authorities continue to have high aspirations for the well-being of their heritage property.

4.61 This positive outlook is not universal. As well as the widespread problem of maintaining heritage assets which are not statutorily protected and which generate little or no income (see paragraph 4.39), there is a particular problem with larger buildings which pass out of use in economically weak areas. In these areas local authorities already struggle to repair and maintain their heritage property, recognising that they cannot do everything they would like. Priority is inevitably given to buildings in use and other high profile assets. Buildings which become surplus are then a special challenge, which has prompted authorities like Hartlepool Borough Council and Sunderland City Council to promote the disposal of assets (not just heritage ones). This limits their obligations to carry out emergency repairs and meet health and safety requirements, and encourages the reuse of properties by new owners. It also reduces their exposure to the significant costs caused by the theft of metals and other materials from heritage property, which is currently experiencing a large increase. This research therefore resonates with the finding of research in 2006<sup>14</sup> that in local government the principal reason for disposal of heritage assets is the lack of resources to maintain them. That research too “found that this applied particularly when the condition of property had deteriorated and required a significant capital injection. An authority may have no real desire to dispose of a heritage property as a matter of principle, but simply not have the spare resources to justify refurbishment and other costs, even if it could then use the property or manage it for relevant public purposes.”

#### The likely impact of budget cuts on heritage assets over the next five years

4.62 Predicting the state of the economy in five years’ time has a noticeable margin of error, but the Comprehensive Spending Review fixes local authority budget targets through to 2014-15. This has enabled local authorities to plan ahead and most had a good idea of the problems they would face by that time. Asset Managers, Conservation Officers and Portfolio Holders were all asked about this.

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<sup>14</sup> Green Balance, 2006, *The Disposal of Heritage Assets by Public Bodies*, National Trust, p. 9.

4.63 Seventy per cent of Asset Managers expected their maintenance budgets to be at risk in the next five years. There was some preponderance of anticipated difficulty in unitary authorities and northern areas, with two thirds of district councils and four fifths of other authority types expecting problems and three quarters of northern authorities compared with two thirds of southern authorities. Conservation Officers were much less well-placed to comment, as they did not have their own budgets and often did not have access to budget information. Nonetheless, asked whether they thought that the authority would be able to maintain its heritage assets over the next five years, most were doubtful: 5 thought maintenance would or would probably be acceptable, 7 considered there was some risk, 6 thought it would be difficult, and 2 thought it would not be maintained. 4 did not know.

4.64 Eleven of the eighteen Portfolio Holders thought the spending position would get worse for heritage assets, again informed to some degree by each authority's spending priorities. The division was similar to that between Portfolio Holders regarding the effect of cutbacks already (paragraph 4.55), except that some of the financially slightly weaker authorities would not be able to defend their heritage assets so well against future grant reductions to the extent they had so far. Portfolio Holders in Hull, Hartlepool and Sunderland, amongst those already affected by cutbacks, expected particularly severe problems by 2014-15.

4.65 These responses suggest that councillors are somewhat more optimistic than their officers about the likely effect of cutbacks on the budgets they will have available for maintaining their heritage assets by 2014-15 (albeit on a small sample of councillors). Unitary authorities are expected to be the worst affected authority type, especially in northern England.

## 5. The disposal of heritage assets by local authorities

### Assets disposed of in the last five years

5.1 Just over half the Asset Managers completing the research survey indicated that they had sold or leased heritage assets within the last five years. The pattern of transfers was evenly distributed between the north and south of England. Almost all county, London and unitary authorities had disposed of heritage assets, but only a third of district councils had done so. The returns showed that even large urban authorities were usually transferring less than one heritage property annually. Figures for the last five years from these major authorities were:

No transfers	Barking & Dagenham LBC, Cambridge City, Middlesbrough
One transfer	Manchester City, Trafford MDC, Wandsworth LBC
Two transfers	Hillingdon LBC, Hull City, Lewisham LBC, Wolverhampton City
Three transfers	Plymouth City
Four transfers	Doncaster MDC, Newcastle-upon-Tyne City
Five transfers	Bristol City

### Disposals in the last five years by heritage asset type

Houses	7	Fire station	1
Libraries	6	Public toilet	1
Schools	5	Public open space	1
Offices	5	Arts centre	1
Town Halls	3	Guildhall (Devonport)	1
Shop	2	Barn	1
Lido	1	Reservoir/park	1
Tram shelter	1	Cemetery Chapel	1
Rifle Hall	1	Museum	1
Mill (part)	1	Farm (buildings and land)	1
Burial ground	1	Swimming pool (indoor)	1
Park Lodge	1	Registry office	1
Theatre	1	Care home	1
Drill Hall	1	Clock tower	1

5.2 The returns from Asset Managers also provided detail in many cases on the types of heritage asset subject to closure, disposal, management transfer and demolition. The primary finding is that there was a very wide range of asset types affected, with no more than seven properties of any one type. The asset types and numbers for disposals are set out above. No disposals of recognised archaeological sites or of parks or gardens were recorded (other than one cemetery which was first temporarily acquired to save it: see case study 28).

### Assets to be disposed of in the next years

5.3 Looking ahead to the next five years, slightly under half the Asset Managers expected to sell or lease heritage assets, though one fifth of authorities did not know if this would happen. Some authorities had specific properties in mind, but most were

less clear. The same number of northern local authorities expected to make transfers in the next five years as they had in the last five. A slightly smaller number of local authorities in southern England expected to do that. The proportion of district and county councils expecting to make transfers in the next five years was barely changed from the previous five years, but the commitment to this from London and unitary authorities declined slightly. If this is representative, the implication is that there will probably not be a significant increase above the already limited scale of heritage asset transfers. This finding should be treated with caution because the evidence suggests that many asset managers are unfamiliar with the heritage assets they own and that asset management plans are often missing or give inadequate attention to heritage property (see paragraphs 4.10 and 4.25). Furthermore, circumstances could easily change.

5.4 A principal finding from this investigation is therefore that on the basis of the local authority evidence supplied the scale of heritage asset transfers from local authorities is modest and not expected to rise over the next five years. However, this was not the expectation of the national amenity societies consulted (SAVE Britain's Heritage, the Society for the Protection of Ancient Buildings and the Victorian Society). They expected a new wave of disposals by local authorities to result from policy changes affecting police stations (as these services moved into retail areas) and heritage fire stations. Swimming pools, working men's clubs and a range of civic building types were also expected to be vacated by local authorities in greater numbers. The absence of a statutory requirement on local authorities to provide facilities was a factor in these cases (in contrast to libraries). Locality and the Asset Transfer Unit also reported that there had been a dramatic increase during 2011 in the rate at which local authorities offered property for transfer (some of it heritage property), adding that museums could be the next major category of heritage asset to be presented for transfer to the third sector.

#### Motives for disposal

5.5 Portfolio holders were asked in interviews about their authorities' attitudes to the disposal or retention of heritage assets and the circumstances in which transfers arose. Almost all reported that their authorities expected generally to retain heritage property, though there were varying degrees of support for consideration of transfers on a case by case basis or if this was best for the heritage interest in the property. In all authorities any transfers would be subject to safeguards to protect the heritage interest in future, portfolio holders suggested (though other evidence indicated that safeguarding fell short of this practice). Hull was committed to a Government pilot on the rationalisation of premises and this would involve properties becoming surplus, though it was not clear that this would necessarily lead to transfers due to lack of buyers. The Northumberland and Sunderland Portfolio Holders were the only ones interviewed who stated that their authorities were actively trying to dispose of property, but sometimes encountered few takers.

5.6 No enthusiasm was identified to transfer heritage assets as a priority above non-heritage assets. Heritage assets most likely to be considered as suitable for transfer were those surplus properties that were not part of the civic realm of the authority and whose heritage interest could just as readily be sustained by another – typically private – owner as by the authority itself. Major local heritage properties provided a widely shared sense of civic pride and underpinned a commitment to the sense of locality, expressed as a basis for wishing to limit heritage asset transfers. There were financial pressures to sell heritage property on the open market when it became surplus, especially on authorities in weaker market areas, but even then there was recognition that this would be moderated by the need to ensure the future security of the heritage interest. Only one authority, Swale BC, had embraced the localism agenda with any vigour, identifying properties suitable for transfer to local communities (one of which was a heritage asset), but that did not mean there were willing takers. Local interest had been expressed in four other authorities, who in turn were supportive in principle. Many portfolio holders saw potential in localism but reported that it was little understood and in its early days: there was little public pressure to transfer assets, least of all heritage assets. Some made clear that transferring heritage assets by this route would not be a priority. Portfolio holders often made clear their sensitivity to local opinion: if there was pressure to retain a building rather than sell it, this would probably be respected. A small number indicated that their authorities generally had a strong desire not to sell heritage properties or at least not let them leave the public sector, confirming findings of research into Buildings At Risk in London<sup>15</sup>. However, authorities in economically weak areas, which did not have the money to maintain surplus properties, would sometimes encourage disposal as the best solution in the heritage interest, notably Sunderland City Council.

5.7 Once a decision had been taken to dispose of a heritage asset as a matter of principle, both Portfolio Holders and Conservation Officers were quick to point out that solutions had to be consistent with the heritage interest. Some authorities emphasised at officer or member level that they would expect to find the best heritage solution (rather than the most remunerative or the maximum revenue consistent with heritage), taking into account the heritage and regeneration benefits. These included authorities in Manchester, Gloucester, Bristol, Wolverhampton, Newcastle-upon-Tyne, Doncaster, Lincolnshire, Swale and King's Lynn & West Norfolk. As a result, each of these authorities had sold properties for less than market price (or in the cases of Manchester or Lincolnshire would do so) where this was the best all-round solution (see 90 London Road, King's Lynn case study 7).

5.8 Conservation Officers added detail to this picture. Some of them were convinced that Asset Managers wished to dispose of heritage assets with much more relish than Portfolio Holders had indicated. These authorities tended unsurprisingly to be where Asset Managers were perceived by Conservation Officers to hold building conservation in low regard, contributing to poor communications within these authorities. Other Conservation Officers indicated their authorities' preference for disposing of loss-making

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<sup>15</sup> Lucy Haile, 2009, *Buildings At Risk in Local Authority Ownership*, MSc Dissertation, Oxford Brookes and Oxford Universities, s6.2.2



or problematic buildings, but equally noted that a lack of alternative or economic uses made disposal difficult. Furthermore, the heritage stock on offer was sometimes unsuitable for sale into the private sector, so any transfer would depend on the capacity of the third sector.

#### Case Study 7: 90 London Road, King's Lynn

##### Good practice: Sale of heritage asset at low cost for renovation

King's Lynn & West Norfolk Borough Council owned the Grade II listed 90 London Road, a Regency townhouse of c.1825, on the principal access road into King's Lynn (with the blue door in the photo). This had been leased out as a children's home but had been vacated and was in poor condition (and on Norfolk County Council's local Buildings At Risk register).

The property was sold to in 2010 King's Lynn Preservation Trust for £1 with anticipated



restoration costs of at least £280,000 to create a single residence. The costs would be met from the Trust's own resources. Even if the building could have been sold for a greater sum – the market was not explored – Councillors wanted the reliability of restoration by this established local Trust to secure the building's heritage interest. The expectation by all parties was that the restored building would be sold on into the market. A condition was imposed on the sale so that the Council could claw back some of the profits if the Trust

subsequently sold the property for more than the restoration cost.

90 London Road was one of the very few heritage properties in the Borough Council's portfolio in a poor condition. An added incentive for the disposal and restoration was that the Planning Department wanted to take enforcement action against other breaches of heritage controls nearby, and needed to put its own house in order first. The low cost sale helped to ensure that restoration would take place at this heritage property, with the likelihood that there would in due course be a profit to the public purse.

##### *Sources:*

King's Lynn & West Norfolk Borough Council: Mark Fuller and Pam Lynn (pers. comm.)

King's Lynn Preservation Trust: questionnaire response

5.9 The involvement of in-house specialists in the disposal process was generally found to be modest. Only six authorities involved their heritage specialists in the decisions in principle on whether or not to transfer a heritage asset (Hartlepool, Gloucester City, Lincolnshire, Newcastle-upon-Tyne City, Great Yarmouth and Swale). In just the first three of those authorities has a property then been retained rather than sold as a result of the Conservation Officer's input. After the decision to proceed with a transfer, Conservation Officers were involved in discussions about protecting the heritage interest in most authorities, either with the Property Department prior to

marketing or with prospective purchasers (or both). Such advice was not necessary in King's Lynn & West Norfolk, which unusually has its own Conservation Officer in the Property Department (see case study 18). In the four remaining authorities where the Conservation Officer was not involved in giving such advice, the Asset Managers indicated that they did impose safeguards on transfers in two cases, but this still appears to leave authorities such as Bath & NE Somerset and North Hertfordshire bereft of in-house conservation advice at this critical stage.

#### Safeguards in heritage asset disposal

5.10 Asset Managers were asked about the safeguards they had imposed on heritage asset transfers. Of the 58 responding authorities, 31 had sold or leased heritage property in the last five years. Of those, 22 provided further information on their use of safeguards, with five indicating that they had not imposed any safeguards on their transfers. Of the remaining 17, the Asset Managers advised that the following options had been used (whether on different properties or more than one at the same property):

(a)	Restrictive covenants	14
(b)	Conditions re future repairs	10
(c)	Conservation Management Plan	2
(d)	Dowry for ongoing maintenance	4
(e)	Grant for maintenance	1
(f)	Buy-back clause in the event of default on a safeguard	3
(g)	A requirement to carry out a specific schedule of repairs/restorations	6
(h)	Other safeguard (specify)	3

The three 'other' safeguards were: a requirement to implement a planning consent; a condition not to alter or demolish a property without consent; and a restriction on future disposal.

5.11 Interviews with Conservation Officers examined authorities' heritage asset transfers in more detail. This confirmed that safeguards were used, notably by the most heritage aware-authorities with (relatively) larger numbers of transfers in the last five years: Great Yarmouth (4), King's Lynn & West Norfolk (3), Bristol (4), Newcastle-upon-Tyne (4) and Gloucester (3). High Peak added that it might consider ongoing maintenance support to properties it leased-out. Sunderland reported that it prepared a Conservation Management Plan to accompany heritage properties for disposal (see case study 8), joining Lincolnshire which has prepared them for all its properties. Some authorities also reported using development briefs: these are documents explaining the planning context of the property and its setting, and indicating the kinds of adaptation and associated development that would or would not be acceptable.

5.12 Five authorities which had made transfers had not placed safeguards on them. In one instance the Conservation Officer advised that no safeguard was necessary. However, another authority was resistant to safeguards on the basis that this would act as a disincentive to prospective purchasers. There was some suggestion that the incidence of safeguards had been overstated by a few Asset Managers. This was a topic

where many Conservation Officers said they would welcome best practice advice from English Heritage. One suggested that this advice should be 'badged' with the Royal Institution of Chartered Surveyors, so that it would be more likely to influence the property managers, chief officers and councillors who make the key decisions on disposals.

#### Case Study 8: Former orphanage, Sunderland

##### Good practice: Conservation Statement to guide new use

Sunderland City Council markets heritage assets with a Conservation Statement attached so that prospective developers and new owners understand the significance which the Council attaches to the building. Suitably experienced professionals are commissioned to record buildings and the Conservation Statement is then prepared.



The former Sunderland Orphanage was built on the Old Town Moor in 1858 in an Italianate style and is listed Grade II. It became the East End Community Centre but has been vacant since 2004 and become dilapidated. The property is a liability to the Council because of its security costs. An earlier Conservation Statement and a feasibility study were further worked up into a development

brief with the Council's Adult Services Department as suitable for an adult special needs facility. The brief therefore contained information and guidance on both the conservation needs of the building and the specialist needs of the intended occupants (dementia patients). Marketing of the brief was targeted at suitable developers active in that field to secure expressions of interest. Provision was made both for adapting the building and new building in the grounds to the rear which would assist in the whole scheme becoming reasonably viable.

Although the response to the marketing was weak, it did result in a suitable scheme coming forward from a not-for-profit agency. Design work has progressed to applications for planning permission and listed building consent with a view to commencing work on site in mid-2012. The Council is offering further assistance by a grant ring-fenced to the property through a Townscape Heritage Initiative scheme operating in the area, to try to make this an economically viable package.

##### *Source:*

Sunderland City Council: Mike Lowe, Principal Conservation Officer, pers. comm.  
Sunderland East Community Centre, Listed Building description, English Heritage.

5.13 Conservation Officers were also asked whether asset transfers had achieved the intended results in heritage terms. In most cases they had. The problems that had arisen were from many years ago, such as a swimming pool which had been transferred to a Housing Association but listed immediately afterwards and a mill-owner's house which been sold for use as a medical centre but then refused permission for that use by the authority. Local authorities were clearly not keen to expose examples which had gone wrong. A small number of cautionary tales were identified, such as the case of a

Rectory which had been sold at auction by a City Council to a purchaser who was not sympathetic to heritage and did not have appropriate advisers. The Council later served an Urgent Works Notice, which led to the new owner employing specialist advisers. This problem arose notwithstanding the authority's provision of an advice note on the property to accompany the sale. In a London Borough case, a new owner stripped out the interior of the building, notwithstanding a condition of the disposal that a detailed planning permission must be complied with.

### Management of heritage assets in partnership

5.14 Rather than pursue the full transfer of a property, local authorities may opt for economic or heritage reasons to enter into a partnership with another provider, usually a third sector organisation, to split the responsibility for managing a heritage site. This can typically allow a local organisation voluntarily to manage a site and open it to the

#### Case Study 9: Chart Gunpowder Mills, Swale

##### Good practice: Transfer of management of retained heritage asset

Chart Gunpowder Mills are the best surviving part of the Faversham Home Works group of gunpowder mills established around 1560, with alterations and redevelopment in the 18<sup>th</sup>, 19<sup>th</sup> and 20<sup>th</sup> centuries. Chart Mills survive as a standing building with intact milling machinery (see photo), associated structures and buried remains. Each pair of water-powered mills on the Home Works was driven by a centrally placed waterwheel. Chart Mills, dating in its present form from c.1760, is probably the oldest gunpowder mill in the world and a Scheduled Ancient Monument. It was a wreck when it was rescued from the jaws of the bulldozer by the Faversham Society in 1966 and restored. The Society gave it to the former Faversham Borough Council, primarily to avoid the insurance costs, and Swale Borough Council inherited it on local government reorganisation in 1974. The Mill now contains a small museum on gunpowder manufacture.

The Faversham Society continues to manage it, open it to the public and undertake basic maintenance of the fabric. Any larger repairs are undertaken by the Borough Council. This partnership arrangement has worked well for decades. The Faversham Society has about 900 members who provide a huge and active volunteer force, enabling the Society to manage and open to the public a range of buildings in the town.



##### *Sources:*

English Heritage: Scheduled Ancient Monument list description

Faversham Society: Arthur Percival (pers. comm.)

Swale Borough Council: Peter Bell (pers. comm.)

##### *Other examples of management of local authority heritage by others in partnership:*

Swale BC: Oare Gunpowder Works (with Groundwork Trust)

Newcastle-upon-Tyne CC: North Gosford Chapel (with Gosford Parish Council)

public, while the authority retains responsibility for major renovations and external maintenance and for insurance. One quarter of Asset Managers reported that they had transferred the management or maintenance of heritage assets, but very few examples of this kind of partnership were reported by Conservation Officers. An impressive partnership, which has been in operation successfully for some decades, was identified with a heritage asset that is a speciality of Faversham, Kent (see Chart Gunpowder Mills case study 9).

5.15 This kind of partnership solution can only work if the body concerned has the necessary resources, skills and (if needed) the professional back-up to deal with emergencies. A notable example of such an arrangement is proposed by Newcastle-upon-Tyne City Council, which has recently established a new management arrangement for the city's Castle and Garth. This is an innovative project involving the

#### Case Study 10: Stockwell War Memorial and Gardens

##### Good practice: Partnership with local Friends group



Stockwell War Memorial, designed in 1920, is a 13 metre high clock tower in a neo-Grecian style built in Portland stone. It is listed Grade II and set within the Stockwell Memorial Gardens on a prominent island site beside a major road. Local residents have drawn the value of this resource to Lambeth London Borough Council's attention, and in 2011 formed the Friends of Stockwell War Memorial and Gardens to work in partnership with the Council. A Project Manager (working for Lambeth Borough Council) has appointed a landscape architect to devise a project to improve the environment of the Gardens and War Memorial. Funding is coming partly from a section 106 agreement (see also Case Study 22), supported by membership fees and fund raising anticipated by the Friends and possibly by a grant from the War Memorials Trust.

The Friends expect that greater local involvement in decisions affecting the monument will benefit the community, and their point of view on the relative importance of various elements with the Memorial Gardens will be taken into account. Lambeth Council will fulfil its commitment to local consultation and co-operation, responding to community wishes. The War Memorial itself will have guardians and advocates it previously lacked.

##### *Sources:*

Stockwell War Memorial: Listed Building description, English Heritage

Friends of Stockwell War Memorial and Gardens: Naomi Klein (pers. comm.)

##### *Other example of local partnerships to protect war memorials:*

Friends of Spa Gardens, Ripon, Harrogate Borough Council

establishment of a new 'heritage company' to take over the management of the Castle and Garth in perpetuity. The company involves a partnership between the City Council, the Society of Antiquaries of Newcastle and Newcastle Cathedral. The new management arrangements are linked to a £1.5 m project, involving the refurbishment of the Black Gate (5-storey gatehouse) which has attracted a substantial Heritage Lottery Fund grant.

5.16 Partnerships can also be effective as a means of securing environmental improvements to a heritage asset, local fundraising on its behalf, and community support for neglected features, all at very little cost to the local authority. The property remains squarely in the authority's ownership but in effect the community feels itself responsible for looking after its best interests on a day-to-day basis. For example, Newcastle-upon-Tyne City Council is working in a partnership programme with the War Memorials Trust whereby local conservation bodies provide for the care, maintenance and repair of the City's war memorials. Case study 10 of Stockwell War Memorial and Gardens in Lambeth shows how partnerships can emerge with local authorities to the benefit of both parties and the heritage asset.

#### The recipients of local authority heritage assets

5.17 This research has been assisted by Locality's Asset Transfer Unit which has provided access to their database giving an overview of interest expressed in acquiring public sector assets. The Asset Transfer Unit responds to requests for assistance through its Information, Advice and Referral Service. Requests are logged and categorised, including by type of public authority. The Asset Transfer Unit has provided this research with summary data during the period August 2008 - November 2011 on the numbers and types of heritage asset about which enquiries have been made specifically of local authority assets, and the type of organisation making them. This shows that there were 129 enquiries, dominated by 99 from third sector organisations and a further 18 from local authorities. This suggests that there is local interest at an average of 40 enquiries annually in acquiring local authority heritage property, even if that does not always lead to tangible results.

5.18 The categories of heritage asset in which interest has been expressed to the Asset Transfer Unit are very wide. Assembled into broad groups, these comprised 90 public buildings, 14 recreational and outdoor venues, 13 residential properties of various types, 4 transport facilities and 8 other property types. The Information, Advice and Referral Service figures strongly emphasise interest in town halls and community buildings (40), followed by schools and libraries (20). There were apparently no enquiries about archaeological sites, which mirrors the experience of the current research.

5.19 Conservation Officers were asked about the recipients in more detail. In buoyant market areas transfers were mainly to the private sector. There had also been transfers to Building Preservation Trusts (BPTs) in seven authorities; additionally, Great Yarmouth had passed properties to its own arm's length BPT in an innovative arrangement to

create the capacity for larger scale properties to be rescued as a central plank of its heritage-led regeneration programme (Great Yarmouth Preservation Trust case study 11). Waveney, across the Oare estuary from Great Yarmouth, was setting up a BPT jointly with Suffolk Coastal DC, in which one of its more problematic heritage properties might be vested. Wolverhampton had also established its own BPT, though funding had now largely been withdrawn from it. Four authorities each had passed properties to

#### Case Study 11: Great Yarmouth Preservation Trust

##### Good practice: Local authority-controlled building preservation trust

The Great Yarmouth Preservation Trust is an arm's-length body controlled by Great Yarmouth Borough Council, with five of its nine Board members appointed by the Council. The Council's Conservation Officer is also the project director of the Trust and spends a proportion of his working hours with the Trust. Established in 1979, the Trust is the only building preservation trust in the area which has the capacity to take on the management of major heritage properties.

The Trust is part of the Council's commercially astute approach to heritage building conservation and heritage-led regeneration. The Trust has more managerial flexibility than the Council and can acquire and manage buildings outside the Council's budget. It also has greater access to external funding. Current proposals include expanding the role of the Trust to take on the functions and staff of the Conservation team who would then sell their services back to the Council, and to enable the staff to sell their services to other local authorities and preservation trusts.

Great Yarmouth is a poor authority in a deprived area, but has been spectacularly successful in pulling in grants to support the regeneration of its large number of significant heritage properties (see Case Study 1). Many buildings have been passed to the Trust by the Council once renewal work has been completed. Business plans devised by the Borough Council to find heritage-led commercially-workable new uses for these properties are central to the process, and this expertise is available to the Trust to manage the properties afterwards.

The Time and Tide Museum, Great Yarmouth, is one of many acquired this way (see photo): built in the 1850s as a herring curing works it closed in 1988, was acquired by Great Yarmouth Borough Council in 1998, and with £4.7m of grants was converted to a museum which opened in 2004. The museum was a finalist in both the Gulbenkian Museum of the Year award in 2005 and Council of Europe Museum of the Year award in 2006. Potential future transfers to the Trust include the well-preserved Town Wall and the very large Grade II\* Winter Gardens (awaiting recovery from a dangerous condition).



*Source:*

Great Yarmouth Borough Council: Darren Barker (pers. comm.)

local civic societies and local community groups, and two authorities each had passed properties to Town Councils and religious groups. One theatre group had also acquired a property from a local authority. An exemplary transfer of a heritage asset to a community group is illustrated by Hebden Bridge Town Hall (case study 12). In contrast, one Property Department had rebuffed two local societies which had wanted to acquire difficult Grade II buildings, allegedly because the disposal would not generate a receipt to the Property Department.

#### Case Study 12: Hebden Bridge Town Hall, Calderdale

##### Good practice: Disposal of heritage asset to community group

The former Town Hall of Hebden Royd Council was constructed in 1897 in stone with a slate roof. The main frontage has three distinct divisions, with many features picked out in stone carving in a variety of styles, and is listed Grade II.

A concerted community-led campaign in Hebden Bridge has culminated in the somewhat neglected Town Hall being brought back to the centre of community life. Hebden Bridge Community Association Ltd was established in 2008 to act as the vehicle for the potential asset transfer of the Hebden Bridge Town Hall into community control. It is incorporated as a not-for-profit company limited by guarantee and a registered charity.



The charity's Board of Trustees is elected by its membership (of over 500 people). Negotiations were held with Calderdale Council, who were supportive of the transfer, successfully concluded in April 2010. The Association was given a 40-year (now 125 year) lease on the Town Hall, for a nominal £1 ground rent a year. Calderdale BC became the anchor tenant, paying rent to the Association which broadly reflects the previous cost to the council of running and maintaining the Town Hall. Calderdale Council also made a £60,000 grant and a £60,000 interest-free

loan to the Association, to enable a backlog of maintenance and building work to be undertaken after asset transfer. Other public services are provided from the Town Hall and rooms are available for hire. Building work also began in 2011 on development principally of an enterprise centre to the side and rear of the Town Hall, costing £3.7m (funded by the Government's Community Builders programme and the European Regional Development Fund).

##### *Sources:*

District Council Office, St George's Square, Hebden Bridge: Listed Building description, English Heritage.

Hebden Bridge Community Association Ltd: [www.hebdenbridgetownhall.org.uk](http://www.hebdenbridgetownhall.org.uk)

5.20 Some Conservation Officers and Portfolio Holders pointed to the importance of selecting recipients carefully for their competence in managing heritage property. Private buyers could have great empathy with heritage property, but the general preference was for third sector recipients who could continue to give properties the feel



of being publicly owned. In cases where buildings have a negative value and the local authority cannot bridge the funding gap, the transfers are in any event effectively forced into the third sector (if they happen at all), typically through the financial support of the Heritage Lottery Fund.

#### The capacity of the third sector to acquire local authority heritage property

5.21 Many heritage properties owned by local authorities can be sold in the open market like any other property, some with safeguards for the heritage interest and always with the safety net of statutory controls for the nationally important sites. However, there are many heritage properties for which this is no solution. These may:

- have a negative value, perhaps due to their condition or location;
- have little or no economic use;
- require specialist care;
- be better suited to public rather than private purposes, such as museums.

The local authority owner may wish to transfer these properties, perhaps because:

- it is unable or unwilling to continue responsibility for them;
- a specialist body is better-suited to taking them on;
- the properties' problems can be resolved more quickly and efficiently by others;
- a business plan for the future of the property depends on voluntary staff time; or
- for a range of other reasons.

Achieving the desired outcome in these cases depends on the ability of an appropriate third sector body to acquire responsibility for such properties, so the capacity of the third sector is critical to the achievement of heritage asset transfers.

5.22 Section 3 explained the engagement of this research with the third sector. Approaches to the most likely types of organisation elicited few responses, with only the King's Lynn Preservation Trust and Faversham Society, and to a lesser degree the Ramsgate Society, active in acquiring and managing former local authority heritage properties. A few more respondents were interested in acquiring property from their local authorities in future. A significant dearth of capacity, at least to respond to the survey, was therefore discovered. It is clear that many of the revolving fund Building Preservation Trusts that were so active twenty years ago are now moribund. This was consistent with the unanimous view of all national organisations interviewed, that heritage asset transfer was driven by the supply from local authorities (particularly from a desire to gain a capital receipt and certainly to avoid a revenue cost) rather than by the demand from local groups to acquire them.

5.23 Conservation Officers were also asked about the capacity of the third sector to acquire local authority heritage properties. Their responses showed that the capacity to take on even modest projects is limited to a few localities. There was unanimous agreement that Building Preservation Trusts and community groups were almost completely unable to take on large heritage projects (though there are exceptions like the Heritage Trust for the North West). Large schemes would therefore require the assistance from either the private sector with the necessary subsidy, or major organisations established for the purpose, such as the National Trust or the Prince's

Regeneration Trust. Locality and the Asset Transfer Unit point out that bodies thinking of acquiring property require significant seed funding, to pay for detailed structural surveys, options appraisals, due diligence, etc., and this can be daunting when there is no certainty that the results of those investigations will be successful or that the local authority will wish to proceed. However, the Architectural Heritage Fund, English Heritage and the Heritage Lottery Fund are alert to this problem and may be prepared to assist at this initial stage.

### Case Study 13: Baldock Town Hall

#### Cautionary tale: Limited capacity in the third sector to take on heritage property

Baldock Town Hall in North Hertfordshire is a prominent feature in the Baldock street scene dating from 1897 and locally listed. It has been underused for at least a decade and the Council has tried to dispose of it. However, car parking is not available at the premises and the building is less than ideal for many commercial uses. Private sector interest has been lacking but there is local willingness to secure a community-driven future for the Town Hall. The District Council's Asset Management Plan encourages this, and the Council has provided officer assistance to a community group with governance arrangements and community engagement, supported vital repairs, and provided time for solutions to be found.



Nonetheless, securing a viable future for the building since the District Council first marketed it in 2007 has been testing, as various third sector proposals stalled. A new body, the Baldock Town Hall Group, is now taking the project forward with greater confidence and is at an early stage of discussions with the District Council. A draft business plan will shortly be presented for consultation, proposing a music and social facility for young

people in the basement, accommodation for the local museum and meeting space on the ground floor, and a variety of uses for the large first floor dance hall. These uses aim to minimise competition with an existing voluntary sector project nearby. Nonetheless, a phased plan to bring areas of the building back into use is likely to take another 10-15 years to complete. Baldock Town Hall remains an asset of the District Council during the period while the plan is further developed and agreed.

#### *Sources:*

Nikolaus Pevsner, 1977 (2nd Edition), *The Buildings of England: Hertfordshire*, Penguin.

Asset Transfer Unit: Case Studies

North Hertfordshire District Council: Liz Green (pers. comm.)

5.24 Single-building protection organisations sometimes sprang up when a challenge arose, but these were small scale, often lacked the experience to achieve their objectives and needed plenty of assistance – precious Conservation Officer staff time – to help, for example Baldock Town Hall (see case study 13). The overwhelming advice

received was that the third sector simply did not have the capacity to deal with significant heritage asset transfers and could not cope if the volume of properties becoming available from local authorities was to increase. This view was broadly shared by the national heritage protection organisations consulted, particularly the Victorian Society and GreenSpace (though in the latter case heritage parks and gardens were not expected to be a priority for disposal by local authorities. This is not necessarily always a matter simply of the competence or ambition of third sector bodies. The real difficulty of creating a viable business plan for some properties, especially in economically weak areas, can challenge the most assiduous group.

5.25 In addition to heritage bodies there is a resource of non-heritage based voluntary groups that are looking to acquire properties for their own purposes. They may well be prepared to take on responsibility for heritage property incidentally to their primary objectives. The research found examples of a poetry-reading club taking a 45 year lease rent free on the turret room in Morden Tower on the city walls, Newcastle-upon-Tyne and a charity theatre group taking a lease on Bilston Town Hall from Wolverhampton City Council on favourable terms for use as a theatre. Organisations like these may well have the potential to be cultivated into sensitive asset managers of these disused buildings.

#### Case Study 14: Great Yarmouth skills training

##### Good practice: Local authority-led craft training courses

There are acute skill shortages in the traditional craft building industry which are inhibiting the repair and maintenance of heritage buildings in Great Yarmouth and Norfolk. To address this, the Great Yarmouth Preservation Trust (see Case Study 11), Great Yarmouth Borough Council, the Heritage Lottery Fund, Great Yarmouth College and the Society for the Protection of Ancient Buildings have worked in partnership to provide training workshops and opportunities for young people and others in traditional building skills.

Funded by the HLF's Townscape Heritage Initiative, Great Yarmouth College Construction Department is running courses for four years on heritage crafts in stone masonry, lime mortars, lime plastering, thatching, timber framing, pargetting, joinery repairs and window repairs. The Society for the Protection of Ancient Buildings and Great Yarmouth Preservation Trust provided the training (see photo).



The Preservation Trust is now proposing two further training schemes. One is to restore the vacant and neglected 133 King Street, a Georgian townhouse in the centre of Great Yarmouth, as a practical repair and conservation project for a wide range of trainees in professional skills such as architecture, surveying and specifying through to craft skills. The other would restore the principal monuments in three historic cemeteries in Great Yarmouth, which are currently overgrown, vandalised and deteriorating.

*Source:*

Great Yarmouth Borough Council: Darren Barker (pers. comm.)

5.26 Conservation Officers were additionally asked how the capacity of the third sector might best be increased. Positive suggestions included providing more money to suitable groups and stimulating the revival of the Building Preservation Trust sector, though there was complete agreement that this would need a well-funded and sustained programme of professional and technical investment in their capacity. However supporting BPTs was questioned by those who doubted the possibility of increasing their capacity or considered that the local authority as vendor might find itself advising the building preservation trust as purchaser if local authorities became too actively engaged in providing this kind of assistance to the sector. One alternative proposal was for a different model of heritage support based on local philanthropy. Another way forward, identified by three Conservation Officers, was to provide training for those involved in all stages of historic building rescue, from craft restoration techniques to historic architecture, funding and project management. The most active support for this came from Great Yarmouth BC (see case study 14). Training is, of course, not an immediate solution and has limitations, needing to address:

- the difficulty of ensuring that people trained then become building managers;
- the turnover of membership of building preservation trusts; and
- the need to build up a base of expertise, which would take a considerable number of years.

## 6. A future for local authority heritage assets

### The capacity of local authorities to manage heritage assets

6.1 The evidence available from this research strongly suggests that local authorities are disposing of few heritage assets and are unlikely to change their approach. There is also clear evidence from the heritage professionals consulted that the third sector – critical to handling many important heritage assets which would not attract the private sector – does not have the capacity to acquire these at a faster rate. Third sector national heritage organisations broadly share that analysis. The heritage portfolio of

#### Case Study 15: The Walks, King's Lynn

##### Good practice: Retained management of heritage park restored from poor condition

The Walks are a laid out park covering 15 hectares south of King's Lynn town centre, registered in 1998 as Grade II in the English Heritage Register of Historic Parks and Gardens. They have unusually early origins from 1713 as a public promenade out of the town centre, which later evolved with further walks and features being added through to the early 20th century. There are eight listed buildings within The Walks, including the 15th century Grade I Red Mount Chapel (see photo). The condition of The Walks had deteriorated when King's Lynn & West Norfolk Borough Council began a comprehensive programme of recovery. Substantial capital investment was needed to address problems with planting, the condition of the historic structures, drainage, pathways, lighting, seating, personal safety and the provision of modern amenities such as a café and toilets.



The Borough Council contributed £438,000 with significant support from the Internal Drainage Board and other local partners, but the major source was £3.75m from the Heritage Lottery Fund in 2005 to an overall cost of £4.34m. The Council made a long term commitment to the park's upkeep, supported by a range of Council services and by The Walks Management Forum and The Friends of The Walks. The Walks are freely open, very well used and host

to events throughout the year. The restoration has won many awards, including a Green Flag (administered by GreenSpace with Keep Britain Tidy and British Trust for Conservation Volunteers) and the Midlands Area Best Park 2009 in Briggs & Stratton UK Ltd's annual Britain's Best Park competition. The Council put together the necessarily high quality funding bids, contributed its own money, committed to ongoing management, and project managed the restoration works, making an outstanding overall package.

#### *Sources:*

English Heritage Register of Historic Parks and Gardens list entry

King's Lynn & West Norfolk Borough Council: The Walks Conservation Area Character Statement, press statements and Pam Lynn (pers. comm.)

local authorities is therefore likely to be similar in five years' time to its current portfolio. That in turn casts the spotlight on the capacity of local authorities to protect and nurture their own heritage properties.

6.2 The baseline for analysis is encouraging. Over the last ten years or so, local authorities with backlogs of poorly maintained heritage assets have in plenty of cases reduced those backlogs before the economic downturn. There has been a superb recovery of many parks and gardens thanks to the 'Parks for People' programme run by the Heritage Lottery Fund (with the Big Lottery), delivering spectacular schemes with additional local authority money (such as The Walks in King's Lynn: see case study 15). All those authorities which have focused on heritage-led regeneration appear delighted by the results (both officers and members from Gloucester, Bristol, Great Yarmouth, High Peak and Hull confirmed this in interviews). That heritage maintenance regimes in most local authorities are satisfactory or better is accepted even by Conservation Officers, who typically demand high standards. The exceptions stand out. The basic principle is widely appreciated that prompt repair and maintenance is far superior to waiting for heritage property to deteriorate before spending money. Central resources being committed to heritage improvements are substantial, led by the Heritage Lottery Fund (with £0.2bn and rising to spend each year through its Heritage Grants budget alone). Councillors and others who decry expenditure on the heritage at the expense of front-line services appear to be fewer and more muted compared with a decade or two ago. The public appreciates heritage in increasing numbers (visits to properties, open day counts, television programmes, etc.) and this has positive feedback effects through Councillor support for local authorities' heritage assets and public attitudes toward these properties.

6.3 The financial crisis has changed this significantly. Funding of heritage from many sources has been hit, sometimes hard, through:

- the recession in the economy;
- the near-collapse of many urban regeneration schemes;
- the loss of funding and skills from state agencies such as the Regional Development Agencies and New Deal for Communities; and
- reduced grants to local authorities from central government.

Nonetheless, short of much more severe economic circumstances than the Treasury is predicting, the local authority Councillors with responsibility for heritage interviewed for this research appear broadly confident that they will be able to sustain basic heritage services. The heritage sector in local government has often continued to find innovative solutions to problems during the last three years of economic belt-tightening, by finding alternative funding streams and new uses and new users for surplus heritage assets. The Comprehensive Spending Review has enabled medium term planning, albeit with severely cut budgets, and many authorities (having predicted the cuts) have measures in place which they believe will enable their functions to continue at an acceptable level, even if capital funding has largely disappeared. Because local authorities for the most part occupy the heritage buildings they own, they have a financial interest in maintaining them well as the cheapest long-term way to manage their property. Where their property becomes surplus through either concentration of activities or changing

requirements, there is some prospect that this will enter the market in a reasonable state of repair.

6.4 The heritage challenge facing local authorities appears to concentrate in two areas: assets which generate little or no revenue but are costly to maintain, and assets surplus to requirements for which new uses and new owners are not immediately apparent. These problems, but especially the latter, are particularly pronounced in areas with weak economies. These areas are also likely to be the least well served by effective third sector groups able either to take on heritage responsibilities themselves or to lobby effectively for local authorities to do so. Where these circumstances arise and heritage assets have no statutory protection, the recession is necessitating reduced expenditure and leading to pressure for demolition. Where statutory protection is in place, there is real uncertainty about who will pay to secure all heritage assets for the future.

#### Good practice in retained management

##### (1) *Identification of heritage assets owned*

6.5 Surprisingly large numbers of Asset Managers approached for this research were unable to distinguish their heritage assets from their non-heritage assets. Many authorities were even unaware at a strategic level of the nationally protected assets they owned: Listed Buildings, Scheduled Ancient Monuments and Registered Parks and Gardens. Addressing basic record keeping of that kind is simply a matter of Property Department competence. Identifying non-statutory heritage assets, along the lines of the definition used for this research, was beyond many. This has to change if the heritage is to be protected: without it there is a real risk that many features which residents consider part of their heritage will suffer inappropriate alteration or demolition, especially in the current period of financial cutbacks. Local authorities need to be clear about the heritage interest in the assets they own. A number of local authorities have 'local lists' of heritage sites and features to do this. Kirklees Council has prepared an inventory identifying and describing all war memorials for which it is responsible, thereby encouraging interest in them and care for them, while Peterborough City Council is developing a full local list supported by a development plan policy (see case study 16). Establishing a policy to nurture this local heritage stock is the next step, providing a basis for the proper protection and the consideration of the future of all valuable local heritage.

##### (2) *Repair and maintenance*

6.6 Once deterioration begins at heritage properties, perhaps with simple failure to clear the gutters resulting in water ingress, damp and rot, then the cost of bringing a building back to a satisfactory condition balloons. It cannot be stated too often that ongoing repair and maintenance is vital to avoid creating the costly need for major works. However, some authorities appear to take the view that an important heritage building allowed to reach a very poor state will be more attractive to external funding

### Case Study 16: Development Plan policies, Peterborough

#### Good practice: Identification of local heritage assets

In addition to its interest in conserving its nationally listed, scheduled and registered heritage, Peterborough City Council has sought to identify local heritage assets worthy of protection. The Peterborough Local Plan (First Replacement) 2005 included Policy CBE11 to protect 15 key 'Buildings of Local Importance'. A revised Policy PP14 has been included in the City Council's Planning Policies Development Plan Document (proposed submission version). This not only takes a more extensive view of locally important heritage, with 230 items across a wider range of assets (e.g. including memorials and street furniture), but also was achieved in partnership with Peterborough Civic Society and Parish Councils outside the city. The survey included heritage owned by the Council, such as the Cemetery Chapel, New Road, Woodston – a rare surviving Victorian example in Peterborough from 1882 in an unusual Romanesque style (see photo).



Councillors approved the selection criteria while interested volunteers with good knowledge of their areas were able to identify appropriate heritage assets. Although this took considerable staff time to administer and validate, the outcome could not have been achieved so effectively without the local assistance. Having the policy in a formal Development Plan Document will give considerable status to the protection policy and draw attention to the merit of features which might otherwise have been neglected. It will also enable the Council to withdraw permitted development rights, if need be, through the use of Article 4 Directions. Having identified the best features this way, the option remains open for the City Council to identify further features in a future Supplementary Planning Document.

*Source:*

Peterborough City Council: Development Plan publications and Jim Daley (pers. comm.)

agencies than will one in a poor but less critical state. English Heritage and the Heritage Lottery Fund may in some cases be pushed into the role of safety net, at far greater cost to the public purse than if the deterioration was avoided in the first place. Such funding is unlikely to continue: the Heritage Lottery Fund has advised this research that it will in future take greater account of the track record of local authorities wilfully neglecting heritage properties. The Architectural Heritage Fund already does not fund the recovery of buildings which have been deliberately poorly maintained. The implication is clear: carrying out repairs and maintenance as soon as they are needed is critical to the sound management of local authority-owned heritage property. Neither English Heritage nor the Heritage Lottery Fund is resourced to assist with such basic property management, and they should not become involved: that would only encourage some local authorities to abandon maintenance too to the central state.

### (3) *Attention to heritage in Asset Management*

6.7 In the majority of local authority Property Departments heritage is a minor issue. If heritage property could be taken more seriously, and in particular if it could be seen as



a benefit to local authorities rather than a cost, then many of the structural and communications difficulties within local authorities identified in the research would begin to melt away. Asset Management Plans can treat heritage effectively by including a specific section on heritage as a matter of course. This is best if it identifies the key heritage properties and the general scope of the heritage portfolio, and includes an appropriate policy for its conservation and enhancement. A good, if brief, start is illustrated in the Wolverhampton Asset Management Plan 2009-12 (see case study 17). The exemplary approach adopted by Manchester City Council as part of its asset management strategy is a model for others to follow: the Council owns a substantial proportion of the City's overall stock of historic buildings, and all of the Council's heritage assets are catalogued within a Heritage Asset Strategy.

#### Case Study 17: Wolverhampton Asset Management Plan

##### Good practice: Asset Management Plan policy on historic buildings

Wolverhampton City Council's *Asset Management Plan 2009-12* includes as its Corporate Property Strategy Policy D 'Property is procured and managed to minimise its impact on the environment'. One topic raised under this heading is 'Effectively managing and maintaining historic buildings'.

This is illustrated by the Molineux Hotel, the former home of iron master and merchant Benjamin Molineux. This 1720s Georgian building fell into disrepair following its closure 1979. The Council was determined not to lose the history the building represented so it acquired the building in 2004. Since then it has undergone a £7.5m restoration, with the Heritage Lottery Fund providing £3.3m, to become the new home of the Wolverhampton Archives and Local Studies Service. The project was entered into the architectural Heritage category at the Green Apple awards, where it won the gold award in 2006 for the external restoration of the hotel, and then went on to win the silver award under the Civic Pride category in 2009.



*Source:*

Wolverhampton City Council

6.8 Each heritage site is special and has its own unique requirements. To respond to this, a Conservation Statement prepared for each site and agreed jointly between the Property Department and the Conservation team would alert the Property Department from the outset of its management programme to the needs of heritage properties. This could save costly misjudgement in the absence of that knowledge. More detailed Conservation Management Plans may be appropriate notably for larger and more complex sites including those whose use affects the surrounding area.

6.9 Access to expertise in conservation expertise is an essential requirement in each Property Department if heritage interests are to be properly accommodated in asset management. The numerous heritage and efficiency benefits of expertise within the Department have been identified by a Conservation Officer working in the Property Department at King's Lynn & West Norfolk BC (see case study 18).

Case Study 18: King's Lynn & West Norfolk Borough Council

Good practice: Conservation Officer embedded in Asset Management team

The staff of the Asset Management team in Property Department at King's Lynn & West Norfolk Borough Council includes a building surveyor/project manager who also has a conservation qualification. Part of the post-holder's time is devoted to heritage-related aspects of the Council's property portfolio. This has had many benefits:

- a close working relationship has been secured between Asset Management and the Conservation Officer in the Development Control Department;
- the Asset Management team is able to address more heritage issues competently itself, taking less time of the Conservation Officer in the Development Control Department and paying less for consultants (e.g. in specifying the works needed to maintain heritage assets and on conditions when heritage assets are disposed of);
- proposals inappropriate in heritage terms are less likely to arise in the first place (rather than need to be resolved afterwards);
- where consultants are required, the Property Department can act as an informed client and not be led solely by a consultant.

The post-holder said: *"The person previously responsible for looking after the Council's heritage property had been in the Development Control Department and I had worked closely with him on past projects. When he retired and I had obtained my Certificate of Higher Education in Historic Building Conservation at Cambridge University it made sense for me to take over responsibility. It works well because it builds on existing working relationships and I can speak the language of both building surveying and conservation to my Asset Management and Development Control colleagues."*

Source:

King's Lynn & West Norfolk Borough Council: Mark Fuller and Pam Lynn (pers. comm.)

6.10 Overall in respect of Asset Management the urgent need is for English Heritage to engage with Asset Managers in local government. In view of the attitudes in the Property Departments most in need of attention, this engagement is most likely to be effective if carried out jointly with the Royal Institution of Chartered Surveyors.

(4) *Making heritage assets work harder*

6.11 Heritage assets may be able to earn more revenue to support their upkeep that they earn at present. The National Trust has been alert to this with its programme of developing cafes at its popular venues in recent years, but the principle is more wide-ranging. Can a heritage building be used more intensively? Can more activities which raise money be run in heritage parks? Many asset managers are already thinking along these lines, but there are plenty of heritage assets which could be worked harder to benefit the public purse. The spectacular restoration and programme of works

proposed at Lincoln Castle includes a range of investments specifically designed to make the site commercially more efficient and to stimulate the local economy through tourism (see case study 19).

### Case Study 19: Lincoln Castle

#### Good practice: Authority investment in a heritage asset to achieve economic benefits



Lincoln Castle is an extremely important heritage asset located at the heart of historic Lincoln. As well as the medieval castle remains, a designated Scheduled Ancient Monument, the site contains a number of other heritage assets. These structures include the grade II\* listed County Court dating from 1823 by Robert Smirke, and the grade II\* listed Governor's House (1787), Old Prison and Chapel (1847). Lincoln Castle currently houses one of the four original versions of the Magna Carta.

The outstanding importance of the Lincoln Castle site, its constituent buildings, and the Magna Carta, together with their enormous potential for tourism-led regeneration is recognised by Lincolnshire County Council. Accordingly, the County Council has, for a number of years, been working in partnership with the City of Lincoln Council, Lincoln Cathedral and a number of other local and national agencies (the Historic Lincoln Partnership) on an ambitious plan to enhance the visitor potential of historic Lincoln. At the heart of this plan is the conservation, enhancement and development of Lincoln Castle as a major tourist attraction. A key driver for the ambitious plans for Lincoln Castle has been the potential economic benefits for Lincoln and the surrounding area.

The plan, which has been developing for at least 10 years, involves significant investment in the Castle site by the County Council, leveraging in substantial grant aid from external sources, including the Heritage Lottery Fund (HLF). The first phase of the plan has been a major programme of repair and consolidation of the Castle's curtain wall (currently on site). On completion, this element of the work will allow visitors to circumnavigate the walkway around the walls, and to enjoy views over Lincoln and the Cathedral, and far reaching panoramic views of the surrounding landscape. The second phase of work will see the adaptation of the former prison buildings to provide a permanent home for Lincoln's copy of the Magna Carta, and to construct a conservation skills training centre within the site.

The total cost of the Castle project is £19.9 million, of which £12 million is being sought from the HLF and the remainder comprising £5.5 million from Lincolnshire County Council, £1.1 million from the European Regional Development Fund, and the balance of £1.6 million from a fund raising strategy. At the time of writing the outcome of the HLF Round 2 grant application is awaited. If successful, the Lincoln Castle project will be one of the largest heritage led economic regeneration projects in the country.

*Source:*

Lincolnshire County Council

(5) *Local authority financial contributions to heritage repair*

6.12 Local authorities may be adamant that they have no spare money to contribute to the restoration of major heritage properties in their areas. This was the view of the London Borough of Hackney throughout the 1990s about Shoreditch Town Hall, yet today the property is a thriving community centre even though Hackney LBC never took money from its capital account. Local authorities do need to show their own commitment to restoring heritage properties, not least to lever substantial sums from other contributors, but solutions can sometimes be found. In the case of Shoreditch Town Hall (see case study 20), the Council was able to sell nearby property to provide the necessary £1.2m as its majority share of the rescue cost.

Case Study 20: Shoreditch Town Hall, Hackney

Good practice: Restoration funded by sale of developed urban property



Shoreditch Town Hall was built for Shoreditch Borough Council in 1866 and is listed Grade II. It became redundant with the reorganisation of London local government and the creation of the London Borough of Hackney in 1965. The building was partially used by the Council for offices after this, but attempts at complete reuse between 1993 and 1995 failed. There was inadequate repair and maintenance, and the building was placed on English Heritage's 'At Risk' register in 1998. Shoreditch Town Hall Trust was established in 1999 to rescue the building for reuse as a community centre. The Trust was given an initial three year lease by Hackney Borough Council to test whether there was sufficient demand to make this reuse viable, and in 2002 a 99-year lease.

A costed repairs schedule and a Conservation Statement had been prepared in 1998, but Councillors made clear there were insufficient funds available for refurbishment. Significant grant aid was obtained from the Heritage Lottery Fund (£650,000), from the European Regional Development Fund (£353,000 to stimulate economic development and regeneration) and from the Bridge House Estates Trust (£4,000 to address disadvantage by supporting charitable activity in London). However, the largest contribution came from sales of adjacent property (c.£1.2m). Hackney Borough Council sold for development a multi-storey car park and a 1930s former annex to the Town Hall, both to the rear of the property, with the proceeds providing funds for repair and refurbishment. This commitment of funds tied to the renovation enabled Shoreditch Town Hall to reopen as a community centre in 2005. There is high demand for this use, which provides sufficient income to fund upkeep.

*Source:*

Lucy Haile, 2009, *Buildings At Risk in Local Authority Ownership*, MSc Dissertation, Oxford Brookes and Oxford Universities

6.13 Greenfield sites may also be available to local authorities for sale, where the sale money can be recycled into nearby use for heritage repairs. A particularly spectacular

example is the London Borough of Hillingdon's rescue of the Art Deco Uxbridge Lido, where the Council paid for most of the scheme (see case study 21).

### Case Study 21: Uxbridge Lido

#### Good practice: Restoration funded by land sale for development

Uxbridge Lido was built in 1935 in a nautical Art Deco style. It is the only one remaining in the country built in the shape of a 12-sided star, with the deepest section in the middle where the diving boards were. Octagonal fountains aerate the water as well as providing decorative focal points. The pool, fountains, grandstand and entrance building are individually listed Grade II. The Lido was built on a terrace in open countryside (now Green Belt), with low entrance buildings on the north side providing shelter and the south side open to maximise sunlight. It was closed in 1998 due to declining demand and failure to meet modern Health and Safety standards, after which it lay empty and was vandalised (see photo of the grandstand).



The Lido has been comprehensively refurbished by Hillingdon London Borough Council, matching the materials and colours to the originals as closely as possible (see photo including the restored grandstand). In addition, a sports and leisure centre has been constructed adjacent with an Olympic-standard enclosed swimming pool. The centre has been designed to respect and complement the Art Deco Lido. The Lido was opened for open air swimming again in May 2010 and is very popular indeed. The overall

project received contributions of £2.1m from the London Development Agency, £1.5m from Sport England and £1m from the Heritage Lottery Fund. Hillingdon Council itself paid £21.5m (plus very large amounts of staff time), using funds from the sale of 2.4ha nearby for housing. This is the only outdoor pool in the west London Boroughs, but with its considerable size (220ft in length) it can accommodate large numbers of people.

#### *Sources:*

Hillingdon LBC: application for a 2010 Civic Trust award: *Hillingdon Sports and Leisure Centre*;  
Hillingdon LBC: Charmian Baker (pers. comm.).



(6) *Use of section 106 agreements*

6.14 Legal agreements under s106 of the Town and Country Planning Act make provision for developers to fund measures to mitigate the adverse impacts of their schemes. With care and attention, local authorities may be able to spot opportunities to allow heritage properties to benefit in the process of tackling the side effects of development. Gloucester City Council did this to restore a Scheduled Ancient Monument on an identified walking route which a retail development in Gloucester needed to enhance (see case study 22). The developer paid the entire cost.

Case Study 22: St Oswald's Priory Gardens, Gloucester

Good practice: Funds from section 106 agreement used to restore heritage asset

**Before.** Priory Gardens is a public open space on the edge of Gloucester city centre. It contains the ruins of St Oswald's Priory, a Scheduled Ancient Monument, which has stonework dating from the 10th to 16th centuries. The Gardens were an area of rough grass with a concrete pathway and muddy desire line, while the monument was badly in need of repair, sat in a sea of grass without a pathway approaching it, and was surrounded by fencing hoping to deter vandalism. Access to the site was poor, there was no directional signage from the city centre, conifers obscured the monument and a yew hedge prevented views into the gardens from the south. Unfortunately the Gardens and monument had no means of raising funds to secure their own improved management.



**After.** An opportunity to improve the area arose with the sale for redevelopment of the former cattle market (26ha) just to the north of Priory Gardens. Permission was granted in 2003 for retail, leisure and residential use, with a section 106 agreement which included £450,000 towards improving pedestrian and cycle links between the site and city centre. This route went through Priory Gardens and part of the funds were used, with other grants, to repair and provide access to the monument, improve the landscape and make the gardens more attractive both for passage and as a place to linger. The restoration won a Commendation in the Royal Town Planning Institute (RTPI) South West region Achievement Awards 2007 in the 'Schemes on the Ground' category.

*Source:*

Gloucester City Council, March 2007, *Priory Gardens: Supporting Material* (bid for RTPI award)

*Other examples using s106 agreements:*

Stockwell War Memorial and Gardens, Lambeth LBC (case study 10)

Restoration of Oare Gunpowder Works and of Iwade Barn, Swale BC

(7) *Mothballing*

6.15 Mothballing is a temporary arrangement to arrest physical decline in a structure until a permanent one can be completed. Heritage assets in good condition can be kept that way until a user is found, while buildings salvaged from a degraded state can be prevented from deteriorating further. Where there will be foreseeable delays in the restoration or reoccupation of a heritage property, there is merit in ensuring that in the

Case Study 23: The Crescent, Buxton

Good practice: Building mothballed pending restoration

The Crescent is one of the most impressive architectural features in Buxton, designed by John Carr of York and built in 1780-88. The Grade I listing for The Crescent also describes numerous interior features in the building. In 1993 High Peak Borough Council purchased the former St Ann's Hotel part of The Crescent with money from the National Heritage Memorial Fund. This followed the threat of legal action by the Department of National Heritage and English Heritage against



the previous owner who had allowed the building to decay. High Peak Borough Council were already the owners of the adjoining Natural Baths and the Pump Room and Derbyshire County Council had previously bought the other half of The Crescent in 1970 and had used the building as the town's public library and local authority offices until the discovery of structural defects caused them to vacate it in 1992. From the acquisition of the St Ann's Hotel onwards, the Councils have worked seamlessly to find new uses for the buildings and both Councils carried out urgent works to the exterior of the building, using a 100% grant of £1.5m from English Heritage.

With considerable time and effort from council officers, English Heritage and a grant from the Heritage Lottery Fund, a major development including a spa hotel has been promoted for the whole of The Crescent, the Natural Baths and the Pump Room. However, development was held up while measures have been put in place to protect the source of natural mineral water which is commercially bottled and rises directly below the building. Indemnifications have recently been finalised after years of negotiation. Over the intervening period of nearly 20 years, High Peak BC has mothballed the properties and had a maintenance budget to ensure that the buildings have been kept in a stable condition (see photograph). Derbyshire County Council did likewise with its part of The Crescent. This has ensured that little deterioration has arisen despite the long period without use, and that restoration costs will be minimised. The whole building is now being transferred to a single building trust which will let the premises to a commercial group on a 200 year lease.

*Sources:*

The Crescent, List Entry Description, English Heritage  
 High Peak Borough Council: Richard Tuffrey (pers. comm.)

interim period the risk of damage is minimised by mothballing. Keeping out the elements (and the vandals) are an essential step, together with maintaining a property and minimising the scope for deterioration. The costs of doing so are likely to be far cheaper than recovering the property after damage has occurred and deterioration has set in. Manchester City Council indicated that it preferred as a civic duty to mothball buildings and retain ownership in the hope of finding a longer term solution for them, while High Peak BC had mothballing required of it due to an unexpectedly long period before a final arrangement could be found (see The Crescent, High Peak case study 23).

### Good practice in asset disposal

6.16 Examples of good practice in asset disposal have been given in section 5. The following topics are particularly relevant to local authorities facing financial pressures.

#### (1) *Revenue foregone*

6.17 The transfer of heritage property need not aim simply to maximise revenue consistent with the heritage status. It can also achieve heritage benefit where desirable low-key uses are supported. Granting a lease to a third sector body at below the maximum rate obtainable in the market can allow something good to happen without

#### Case Study 24: Melbourne Leisure Centre, South Derbyshire

##### Good practice: Below market value lease for community and heritage benefit

Melbourne School Board erected this building in 1896-97 and it remained in school use until 1977. It was then converted to library and sports use, with a branch of the County Library and with the former assembly hall and classrooms available for letting. South Derbyshire District Council leased the building to the Parish Council, but its use has been well below its potential and it has not been well maintained. The building is listed Grade II, in a Conservation Area and flanked by other listed buildings.



A new community group, Melbourne Community Centre Ltd, is in advanced negotiations with the District Council (and supported by the Parish Council) to take a short lease on the building, probably for £1, with an option for a long lease if all goes well. The District Council is content to grant a long lease at a nominal consideration, below market value, in return for the provision of the best possible community services by others. The Council also proposes to inject a six-figure capital sum into the building as part of the handover.

*Source:*

South Derbyshire District Council: Philip Heath (pers. comm.)



the Council necessarily providing its own money to the project. This is illustrated by Melbourne Leisure Centre (case study 24). Local authorities are empowered under the General Disposal Consent (England) 2003 to dispose of property at less than its market value provided the undervalue does not exceed £2m. This applies when “the local authority considers that the purpose for which the land is to be disposed is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of its area, or of all or any persons resident or present in its area;

- i) the promotion or improvement of economic well-being;
- ii the promotion or improvement of social well-being;
- iii) the promotion or improvement of environmental well-being.”

This provides considerable comfort for local authorities in heritage asset disposal cases.

## (2) *Community shares*

6.18 Community shares are a way of raising money for locally-valued projects through modest sums from large numbers of people. Community shares may well be attractive for the restoration of heritage properties when a local community is very keen to see the protection and use of a property but external sources of funding are insufficient (particularly to underpin a revenue-generating part of a property’s business plan). In the same way that a shareholder is a part owner of a company, so a community shareholder part owns a social enterprise, and this can be a heritage project. Shareholders have individual votes to control the company, irrespective of the size of their shareholding. Another key difference from normal shareholdings is that community shares cannot be transferred to other people, only withdrawn from the social enterprise at a fixed price: this prevents speculation. The primary motive for investment should be the community purpose of the enterprise. Returns on the investment will be modest as there is a limit on the interest paid on community share capital, based on the principle that interest should be no more than is sufficient to attract and retain investment.

6.19 Community shares is the model which underpinned the co-operative movement and community benefit societies from the mid-nineteenth century onwards but is now limited to the giant Co-operative Group in the retail sector and a modest number of other enterprises. A revival in this idea of withdrawable share capital has taken place in recent years, encouraged through the Community Shares action-research programme developed by Locality and Co-operatives UK with the collaboration of the Department for Communities and Local Government. This programme ran from January 2009 to March 2011. It recruited ten communities who were planning to raise finance using community shares or bonds, and learnt from and supported their efforts<sup>16</sup>. One of the proposed projects had a significant heritage element and anticipates a period of local authority ownership: the Hastings Pier and White Rock Trust (see case study 25).

6.20 The development of a sound business plan, building up support and establishing the credibility of the body to operate the scheme will all take time, but the result could be a formidable democratic body with significant local backing financially and in spirit, with a built-in incentive for long term sustainability. Local authorities can assist

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<sup>16</sup> Jim Brown, July 2011, *The practitioners’ guide to community shares*, Locality and Co-operatives UK

community groups in their establishment. The Heritage Lottery Fund is also keen to assist Community Shares schemes, which score well on its criteria and help spread risk.

#### Case Study 25: Hastings Pier

##### Good practice: Community shares to raise funds and generate local support

The Grade II listed Hastings Pier was built in 1869-71 with cast iron columns and a lattice girder framework supporting a wooden deck. The pier has been deteriorating for some time and has been closed in recent years. Largely derelict, it was further damaged by a major fire in October 2010. The Hastings Pier and White Rock Trust aims to acquire the derelict Victorian pier and restore it as a tourist attraction and local employer.



The current owner is the Panama-registered Ravenclaw Investments, but Hastings Borough Council has commenced proceedings which will lead to the compulsory purchase of the pier.

The intention is for the Council to pass the building to the Hastings Pier Charity, which will be responsible for repairs and maintenance. An industrial provident society, the People's Pier Charity, will hold the operating contract for the pier, and it is this body which will be owned through Community Shares. Depending on progress with the compulsory purchase of the Pier, the transfer of the landmark building to the third sector and its rescue should begin in spring 2012. With shareholdings starting at around £200, the intention is to raise a substantial fund primarily for the development of retail and business units on the pier to generate rental income. Alongside this, a grant for £8.75m is being requested from the Heritage Lottery Fund for the restoration of the structure and related purposes.

*Source:*

Hastings Pier and White Rock Trust

### (3) *Enhanced local environment*

6.21 A heritage restoration project is more likely to succeed if the local environment in which it sits is of as high a quality as possible. Particularly when restoration schemes are of marginal viability, local environmental enhancement schemes can make a real difference to their future prospects. This supports the new use of the premises, attracts private sector investment nearby and encourages footfall. The heritage project should be part of the overall package of upgrading the locality and giving it new life. Sometimes local authorities are in a position to select the locations for environmental improvement specifically so that this assists a heritage project, as the work by Essex County Council to assist East Hill House, Colchester illustrates (case study 26). In this case the viability difficulty arose not so much from dispiriting surroundings but from the cost of the structural changes required in relation to the preferred use of the building as

a hotel. However, that use would have a much greater chance of success if the local environment was brought to the highest practicable high quality.

#### Case Study 26: East Hill House, Colchester

##### Good practice: Locality improved as context for heritage asset disposal



East Hill House is one of the grandest houses in Colchester and set in its own substantial gardens with stables. This early 18<sup>th</sup> century town house has an especially fine doorcase and many good interior features. Listed Grade I, the property became surplus to the Social Services Department and was put on the market by Essex County Council. A range of potential uses for the property were practical, subject to structural work on the house, but Conservation Officers were concerned that the heritage interest in the property might be devalued by some of them.

To address this, the Built Environment Branch of the County Council chose to develop an Exemplar Programme for a redevelopment scheme in this vicinity of Colchester under The Essex Design Initiative. This programme promotes well-designed, high quality schemes that will serve as ideal models or patterns of new development which are worthy of imitation, and whose promoters subscribe to a 10-point 'Best Practice Charter'. The Programme was promoted through a Development Brief with Colchester Borough Council for the mixed-use redevelopment of the Grey Friars site, on the opposite side of East Hill, to which East Hill House provided the backdrop. East Hill House is also located between Grey Friars and the emerging cultural quarter of Colchester as symbolised by the new Visual Arts Facility. By creating a vision for the vicinity, the County Council provided an opportunity for the restoration of East Hill House to a high quality use which contributed to integrated regeneration in both areas.

East Hill House has been sold for £0.5m to a developer for renovation and conversion to a boutique hotel, which is well suited to the building and the locality, and a planning application for this is expected in 2012.

##### *Sources:*

East Hill House, 76 High Street, Colchester, 1971, Listed Building description, English Heritage  
Grey Friars Development Brief, 2007, Essex County Council and Colchester Borough Council

#### (4) *Innovation*

6.22 The rescue of awkward heritage sites often requires innovation and an openness to the ideas of others. This is difficult to describe but easier to illustrate. Case study 27 of Betchworth Castle illustrates how a determined individual was able to work with a local authority to secure an unexpected solution to a long-standing heritage problem.

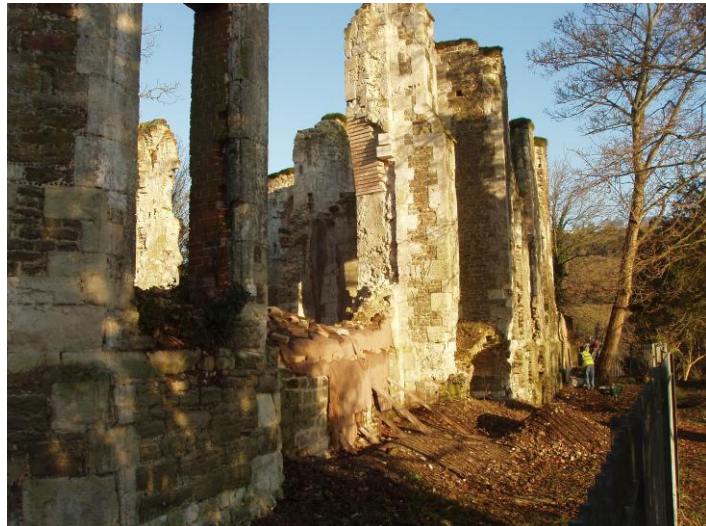
Case Study 27: Betchworth Castle, Mole Valley

Good practice: Innovative heritage asset disposal

Betchworth Castle is a fortified mediaeval manor house which dates from at least 1377. It underwent several phases of alteration and redevelopment, the last of which was in 1798-1800 by Sir John Soane. The building was acquired by Henry Hope in 1834, who removed the roof, floors and most of the later brickwork to create a picturesque ruin, which has since decayed. Substantial amounts of chalk, brick and sandstone masonry remain from mediaeval and later periods, standing at up to 9m in height, and the structure is both a Scheduled Ancient Monument and a Grade II listed building.

Mole Valley District Council (MVDC) for many years paid little attention to the property, the land around it has been incrementally sold off, and it has been placed on the Heritage at Risk Register. The 2011 Register stated that consolidation and emergency works were required urgently as some areas were in danger of imminent collapse. The Register also stated that project development was nearing completion and repairs were programmed to take place that year. This sudden improvement is the result of the sale of the property in February 2011 to Martin Higgins, the Historic Buildings Officer at Surrey County Council. He reports:

*"I had been a thorn in MVDC's side about this for over twenty years, so they leapt at the opportunity when I personally offered to take it off their hands for £1, provided I could also have access to the £90,000 that was to have been spent on 'temporary' scaffolding (the forty year solution then proposed). Thanks to a £186,000 grant from English Heritage and smaller grants from the Surrey Historic Buildings Trust, the standing remains are now secure and public access is allowed for the first time in fifty years."*



There is no income from the site for future maintenance or to insure against injury to the visiting public. Martin Higgins will therefore apply for a house to generate an endowment to support a Trust that will manage the site for public enjoyment. Mole Valley DC imposed a 100% clawback on any increase in value if planning permission is granted on the site, so the arrangement will depend on MVDC giving the sale money back for the endowment. The photo shows the last day of the conservation of the standing remains of Betchworth Castle.

Source:

Martin Higgins (pers. comm.)

(5) *Endowments*

6.23 An endowment provides a capital sum from which an annual interest payment can be taken to provide a revenue stream. This is particularly valuable for sustaining the future of marginally economic heritage restoration projects. They also help to avoid

demands for revenue support (one Asset Manager recorded that an authority paid a maintenance grant to a transferred heritage asset). Offering capital sums to heritage projects may seem anathema in difficult financial times, but the capital may be available from an asset sale (cf. case studies 20 and 21). A particularly encouraging recent endowment, or dowry, of £1.5m has been given by Bristol City Council from its own resources to assure the future of maintenance and repair at the spectacular Arnos Vale cemetery (case study 28). The research also identified occasional other endowments, such as a much smaller sum to assure the future of Downham Market Town Hall, provided by King's Lynn & West Norfolk BC.

#### Case Study 28: Arnos Vale Cemetery, Bristol

##### Good practice: Endowment provided to maintain a transferred heritage asset

Bristol General Cemetery at Arnos Vale was laid out in 1837-40 with Greek Doric lodges and two mortuary chapels for Anglicans (Renaissance-Corinthian) and Non-Conformists (Greek Ionic). This outstanding Victorian cemetery largely survives, with all four main buildings listed Grade II\* and 26 memorials also listed in their own right. The cemetery is registered Grade II\* in the English Heritage Register of Parks and Gardens. "Set in an informally landscaped park, the powerful architecture is tempered with nuances of feeling that suggest rites of passage from bustling nineteenth-century commercial Bristol to the quieter world of the Picturesque, natural, Arcadian landscape" (James Stevens Curl).



By 1998 the cemetery had become practically 'full' and lost its cremation licence. It had been falling into disrepair (e.g. see photo of Anglican chapel in 2008) and many structures were on the brink of loss when it featured in the first BBC 'Restoration' series of programmes. The accompanying book observed "It will be a huge task to reclaim the Arcadian landscape and graves from the tree roots and acts of desecration and to restore and open the chapels and create an interpretation centre in one of the gate lodges. But doing so will restore one of our

great cemeteries...". Supported by the Friends of Arnos Vale Cemetery, Bristol City Council courageously rescued Arnos Vale by Compulsory Purchase Order. The intention from the outset was to 'bed and breakfast' the property, passing it on via a 99-year lease to an Arnos Vale Cemetery Trust established through the efforts of the Council and the Friends. The Council spent £1m, English Heritage £0.4m and the Heritage Lottery Fund £4.8m on a major programme of repairs and renovation which are now approaching completion. The Council's third major act of investment in Arnos Vale was to use its own resources to provide an endowment of £1.5m, the interest from which would help the Cemetery Trust maintain the property in perpetuity.

##### *Sources:*

Bristol City Council: website and Kingsley Fulbrook (pers. comm.).  
James Stevens Curl, 2000, *The Victorian Celebration of Death*, Sutton.  
Philip Wilkinson, 2003, *Restoration*, BBC

##### *Other examples of endowments:*

King's Lynn & West Norfolk BC: Downham Market Town Hall (to the Town Council)

## On the front foot

6.24 The examples of positive intervention for the heritage given in this section, and the good practice examples in sections 4 and 5, illustrate the scope for local authorities to benefit their heritage assets, even in difficult times and difficult places. They frequently show that lack of money in local authority coffers is not the limiting factor in shaping the future for heritage assets. They have showed that a proactive approach by local authorities is the best response to challenging circumstances.

6.25 Local authorities can have a pivotal role in rescuing heritage properties even in advanced stages of decay at very little public expense. This is a matter of attitude. On the one hand the research identified one authority which had refused to serve even an Urgent Works Notice on a listed building owner, for fear it might have to pay for the works if the owner failed to comply with the Notice, and would then have to attempt to

### Case Study 29: Royal Dockyard Church, Sheerness

#### Good practice: Temporary local authority ownership to save a heritage asset



St Paul's, the Garrison Church in the Royal Naval Dockyard at Sheerness, was built in 1828 and substantially rebuilt in 1884 after a fire. It has a grand neoclassical portico justifying its Grade II\* listing but is otherwise fairly plain. It lies within the little-altered south east corner of the dockyard uniquely laid out as a whole in the early 19th century by the engineer Sir John Rennie, and makes a fine partner to the officers' Naval Terrace adjacent. It has not been used as a church for decades, being converted to a social club and boxing arena some decades ago, now derelict, and having suffered a fire in 2001. The Church appears on English Heritage's Heritage At Risk register.

In April 2008 planning permission was granted on appeal to convert the church into 22 flats, but no work was carried out and the permission lapsed after three years. The developer applied to extend the permission but this was refused in June 2011 by Swale Borough Council on heritage grounds. The developer appealed, but before the case could be decided, Swale BC resolved to serve a Compulsory Purchase Order (CPO) on the site. The intention is to sell-on the church on the day of its acquisition to the Spitalfields Trust, which has campaigned for the restoration of the many heritage buildings in the Dockyard. The Trust is investigating alternative uses for the building with the aspiration of displaying John Rennie's original model for the Dockyard.

#### *Sources:*

Sheppey Gazette, 3 June 2011, *Councillors vote against new flat development*  
 Former Royal Dockyard Church, 1999, Listed Building description, English Heritage  
 Swale Borough Council: Peter Bell (pers. comm.)

claim the money back. On the other hand there are plenty of examples of authorities prepared to take a modest risk because of the potential for real public benefits to result. Arnos Vale cemetery might have been lost by now but for the intervention of Bristol City Council with a Compulsory Purchase Order (see case study 28), while Hastings Borough Council has decided to do the same to help save its pier (see case study 25) and Swale Borough Council to save the Royal Dockyard Church, Sheerness (see case study 29). High Peak Borough Council expects shortly to close a chapter in its history with the successful restoration of The Crescent, Buxton, a property it compulsorily purchased in 1993 (see case study 23), while Wolverhampton City Council has successfully rescued the Molineux Hotel and retained it as an archive and for ceremonial occasions (see case study 17). A current case is the rescue of Hadlow Tower in Kent, compulsorily purchased by Tonbridge & Malling Borough Council and quickly passed to the Vivat Trust. The use of a Compulsory Purchase Order for what on the face of it looks like acquiring a liability with a large price-tag at public expense need not be as risky as it sounds for local authorities. If the process is properly managed and other parts of an overall rescue package are in place, then the local authority can take the property only on a back-to-back basis until the heritage asset is passed to a new owner.

6.26 The potential benefits to an authority can be enormous. Major restorations can be the catalyst which transforms the fortunes of a locality for the public good. This is what is intended by Swale Borough Council at the much-neglected Sheerness Dockyard on the Isle of Sheppey. Here the Council has decided to serve a Compulsory Purchase Order on the Royal Dockyard Church (see case study 29), itself adjacent to a recently rescued Georgian terrace of housing. The intention is that the Council will own the property for less than a day before the Spitalfields Trust acquires it from them. The risk to the authority is modest but the potential enormous for the reinvigoration of the Dockyard, with major benefits for a relatively depressed part of the South East.

## 7. Conclusions and recommendations

### Local authority-owned heritage assets

7.1 The research has shown that local authorities own an extremely diverse range of heritage assets, ranging from the more obvious categories of town halls, libraries, schools, public baths and memorials etc., to more unusual assets such as castles, clock towers, gun batteries, and water pumps. The numbers of heritage assets owned by local authorities varies between authority type, size and geographical location, sometimes considerably. In particular, the research has shown that, in the main, small rural district councils tend only to own small numbers of heritage assets, whereas large unitary authorities and county councils generally own very large portfolios. There is a low level of ownership of recognised archaeological sites by local authorities: one fifth said they owned none, and three fifths owned only 1-3 properties. The research has also revealed that there are regional variations in ownerships, with northern authorities tending to own greater numbers of heritage assets than their southern counterparts.

7.2 It is clear that knowledge by asset managers of the numbers and nature of heritage assets owned by their authorities is very patchy. Very few asset managers had any form of data base that identified listed buildings or scheduled monuments, let alone other forms of heritage assets. A large number of asset managers contacted appeared to have a very limited grasp of the numbers of heritage assets owned by their authority. This fact is not entirely reflected in the quantitative analysis of the research because, although many assets managers did not initially have readily available information on heritage assets, they were eventually able to provide data after consultation with conservation officer colleagues. In a small number of authorities the asset manager's knowledge of assets owned appeared virtually non-existent, and they simply could not identify what assets they held.

7.3 These findings are worrying. The capacity of many local authorities to manage their heritage assets fully effectively is compromised by this basic limitation in their knowledge. Better information is needed by many asset managers if assets are to be maintained properly, and rational decisions made about their long term future. This is particularly important in the case of redundant heritage assets that are at risk of deterioration through lack of use and investment. All authorities should be expected to achieve the standards of the best, with an appreciation not only of nationally important heritage property in their ownership but also locally important sites.

**Recommendation 1. All local authorities should carry out an audit of their properties to identify those with a heritage interest, if they have not already done so. This should begin with the identification of listed buildings, registered parks and gardens and scheduled ancient monuments. Other non-designated properties with a local heritage interest should also be specifically identified, following local consultations.**

7.4 Local authority strategies for the properties they own are usually set out in Asset Management Plans. Information about the designation status of heritage assets should



be included within asset management plans or other asset registers. Inclusion of such information in these formal documents would provide more transparency, and, where appropriate, facilitate transfer of assets to community groups. However, it is significant to note that the research showed that at present in only 33% of cases did local authority asset management plans make specific reference to heritage assets. Furthermore, in only 14% of cases did asset management plans contain specific policies referring to heritage assets.

**Recommendation 2** English Heritage should promote the inclusion of information about the designation status, use and condition of heritage assets within asset management plans and asset registers, together with policies for their conservation. This should include public parks, cemeteries and open spaces. A Conservation Statement should be prepared for each heritage asset owned by a local authority, and a Conservation Management Plan for the more complex assets. Such actions could be promoted in collaboration with the Royal Institution of Chartered Surveyors through the updating of advice to local authorities on best practice in asset management.

#### Availability of heritage expertise in local authorities

7.5 The availability of specialist heritage expertise within local authorities is clearly advantageous if local authority-owned heritage assets are to be properly maintained. The research has shown that current pressures on local authority budgets are having a significant impact on levels of specialist conservation staff. The research showed, unsurprisingly, that the numbers of local authority conservation staff had decreased in the past 5 years. There is also evidence that in many authorities the status of conservation officers within local authority hierarchies is being eroded, meaning that their influence on decision making will be limited. These findings are consistent with recent research on the resourcing of conservation posts in local authorities carried out by the Institute of Historic Building Conservation, Association of Local Government Officers and English Heritage.

7.6 Cutbacks in staff numbers have left Conservation Officers in many local authorities able to fulfil little more than their statutory minimum regulatory roles in processing applications for planning permission and applications for listed building consent and similar authorisations. This clearly has potential impacts on the ability of conservation officers to provide proactive advice in relation to an authority's own stock of heritage assets. The research, both in terms of questionnaire responses received from assets managers and face-to-face interviews with conservation officers, showed that in the great majority of cases, conservation officers had little influence either on the day-to-day management of an authority's heritage property or on decisions by local authorities on whether or not to dispose of heritage assets. Overall there is some evidence of direct and indirect impacts of cutbacks in Conservation Officers on the treatment of local authority-owned heritage assets, though the long-standing structures within which they operate are of greater significance.

7.7 The role of most conservation officers was limited to reactive advice on the need for consents or repairs after the decision to dispose of an asset had been taken. This finding, coupled with a lack of specialist knowledge within property departments, could lead to inappropriate decisions on the future treatment of authority-owned heritage assets. Not all local authorities are therefore using to best advantage the capacity available to them to manage heritage properties as well as they might.

7.8 It is important that heritage specialists occupy a suitably senior level within local authority hierarchies to have an impact on decision-making affecting transfers. There is a need to reverse the cycle in some authorities of under-valuing the work of Conservation Officers, a lower profile for their output and less concern for maintaining posts. Within their Property Departments, most authorities have insufficient awareness of conservation issues, sometimes woefully so. This can lead to erroneous assumptions, notably severely overestimating the likely cost of repair of heritage property, inadequate management strategies and poor decisions affecting the historic environment. In some Property Departments heritage properties are viewed purely as a drain on resources and as a liability rather than as a benefit. Case study 18 identifies real benefits from employing Conservation Officers in Property Departments, which can help change the cultural approach to heritage property.

**Recommendation 3** Local authorities need access to the right expertise when making decisions relating to their own heritage assets. English Heritage should continue to promote the importance of retaining access to such expertise and the importance of its involvement in decisions relating to authority's own property. English Heritage should also continue to explore methods of disseminating historic environment advice and guidance to key local authority staff in addition to conservation officers.

**Recommendation 4** English Heritage should work with relevant partners to improve the standing of heritage conservation in local government and the structures for co-operation between conservation and property interests. The Heritage Champion and Portfolio Holder with responsibility for heritage should lead this process at the local level. English Heritage should work with the Royal Institution of Chartered Surveyors and the Local Government Association to address this at the national level. Corporate ownership rather than departmental ownership of heritage assets should be encouraged.

**Recommendation 5** Early advice should be obtained as standard practice from appropriate specialists in heritage conservation when considering new uses or ownerships for heritage properties owned by local authorities.

#### Repair and maintenance

7.9 Avoiding deterioration is far cheaper and better for heritage properties than later recovery from a degraded state. Over three quarters of local authority Conservation Officers considered that repair and maintenance was overall at least satisfactory and sometimes very good, though there were notable exceptions.

Nonetheless there is a risk that repair and maintenance and especially capital works will in future be postponed in a period of budget constraints, particularly if the risk to authorities' repair and maintenance budgets identified by 70% of Asset Managers proves correct (paragraph 4.63). Greater intervention is needed to promote high standards of ongoing heritage property management. Some local authorities do not know the condition of the heritage stock they own. They cannot therefore properly establish expenditure requirements or prioritise needs. This should be addressed by requiring local authorities, if necessary in law, to follow the Church of England and central government in undertaking periodic reviews of heritage property, which are then used as a basis for prioritising costed repairs and maintenance work. These should be prepared by qualified surveyors and establish the works which need to be undertaken at each nationally protected site over the next five years until the next survey. Ideally this should extend to all property assets, including those identified in local lists (see paragraph 6.6). This will incentivise local authorities to do the work – the local community and lobby groups should be able to support a political climate where such expenditure is seen as both necessary in heritage terms and a sound investment. That good practice is achievable is demonstrated by those authorities which already choose to apply it (see paragraph 4.32).

**Recommendation 6 English Heritage should promote greater determination amongst local authorities to avoid heritage assets deteriorating by establishing the condition of heritage properties and then prioritising repairs and maintenance. This should be achieved principally by extending to local government the standards applicable to central government bodies in the *Protocol for the care of the Government historic estate 2009* so that, alongside other benefits, periodic reviews are instigated at all local authority-owned heritage properties.**

#### Closures, disposals, management transfers and demolitions

7.10 The research has shown that 43% of local authorities have closed assets in the past five years. There appears to be a greater prevalence of closure of assets amongst northern authorities, with 62% reporting closures in contrast with 30% in southern authorities.

7.11 Over half of authorities have disposed of heritage assets in the past five years, with an almost identical picture in northern and southern authorities. However, the research revealed that, contrary to some anecdotal evidence, local authorities, in the main, have only been disposing of relatively small numbers of assets in recent years. Less than 25% of authorities have transferred the management of a heritage asset in the past five years. 10% of authorities have demolished heritage assets.

7.12 Regarding future intentions, just over 25% of asset managers responding to the survey thought they would close assets in the coming five years. Some 43% of respondents thought that they would dispose of assets and about 26% thought that they would transfer management. Only 10% expected to demolish heritage assets. In many authorities the preferred method of disposal was on long leases. No authority

reported that it had closed, disposed of, transferred the management of or demolished any recognised archaeological site in the last five years or proposed to do so in the next five: archaeology was simply a non-issue for local authority Property Departments.

7.13 Nonetheless, the evidence for this research suggests that there is a significant risk of deterioration or loss of undesignated local heritage property. Where a heritage asset serves no productive purpose, generates no revenue, has no statutory protection, has no buyer and costs the local authority money to maintain when budgets are tight, there can be considerable pressure to forego maintenance and even demolish property. These pressures are inevitably more pronounced in areas with weaker economies

7.14 In the majority of cases, where specific assets for disposal were mentioned, the numbers involved were small. The face to face interviews indicated that in some financially challenged authorities, e.g. Hartlepool and Sunderland, disposal of surplus assets was a clear priority. There is some evidence that unitary authorities are facing particularly severe budget cuts in the current economic circumstances, so the pressures on heritage property in these locations could be pronounced. However, the availability of surplus heritage property need not necessarily be matched by willing new owners, notably in weaker economic areas.

7.15 The evidence supplied from asset managers suggests overall that an already modest rate of heritage asset transfer out of local authority control is not expected to increase and may even decline. However, this was not the expectation of national organisations active in the heritage sector, which foresaw disposals increasing at least among a number of specific asset types.

**Recommendation 7 English Heritage and the Heritage Lottery Fund should be especially alert to the needs of the larger local authorities in more economically deprived areas where resources for heritage may be particularly stretched, yet the number of heritage properties for which they are directly responsible is disproportionately high, targeting funds notably at certain unitary authorities in the north of England.**

#### The role of the third sector

7.16 Third sector organisations are potential recipients of authority-owned heritage assets. The research revealed that, in most local authority areas, conservation officers did not feel that the third sector had the capacity to take on heritage assets. In most areas Building Preservation Trusts (BPTs) were considered too small and under-resourced to make a significant impression on surplus heritage assets. Certainly, traditional BPTs could not for the most part secure the future of problem buildings without substantial additional resources. A few BPTs were interested in taking on surplus local authority heritage property, but the sector as a whole accepted that it did not have the capacity at present, either financially or in terms of expertise, to raise its level of activity substantially at short notice. On the other hand, there appeared to be some indication from face-to-face interviews with local authority conservation

specialists, that non-heritage third sector organisations, such as community groups and special interest groups, could have the potential to take assets on if they too could secure the necessary external funding.

7.17 The predominant form of building preservation trust previously involved a model in which a Trust carried out a rolling programme of building restorations with each sale funding the next purchase, sometimes supported by soft loans (in a period before the Heritage Lottery Fund existed). Funding mechanisms are now less suited to the revolving fund model: the Heritage Lottery Fund, which is by far the most significant source of heritage finance, requires applicants to commit to a ten-year management and maintenance plan after project completion, so is not available for buildings promptly sold-on by Building Preservation Trusts. The demise of that model has resulted in fewer building restoration projects now taking place and expertise not making its way so easily from one project to the next. The preferred model now is the single-building Trust, which reflects the increased length of time which projects can now take, sometimes over many years, and involving greater up-front expenses with options appraisals, community consultations and public relations activities. This model opens up much-improved access to the Heritage Lottery Fund. English Heritage and the Heritage Lottery Fund should review the scope for the long term funding of building restoration projects – and thereby in effect the bodies delivering them – so that more can be achieved, expertise spread, and lessons learnt on individual projects passed on to their successors. This should embrace organisations whose primary motivation is not heritage but who wish to take responsibility for heritage properties, as such bodies are likely to be just as motivated to achieve successful results as bodies focusing specifically on heritage interests.

**Recommendation 8 English Heritage and the Heritage Lottery Fund should develop funding packages which provide longer term commitment to third sector bodies which restore heritage properties so that benefits and experience can be spread to multiple projects, including special guidance and assistance for non-heritage new owners of heritage property.**

7.18 Almost all Building Preservation Trusts are small and unable to take on major projects. The principal constraint is finance, tied to their capacity. More of them could deal with larger schemes if the transfer of property to them was divided up into sections they could cope with individually and these were spread over a period of time. Local authorities should be prepared to allow longer periods for larger schemes (or properties in a group) to be fully restored, so that BPTs can deliver restoration in phases within their capabilities. If this is not practicable, there would be merit in establishing intermediary bodies which could acquire and maintain large assets without fragmenting them, and pass them on in parcels in line with BPTs' capacities: the Royal Institution of Chartered Surveyors has been recommended to work with existing community networks to develop the concept of "pause agents" designed to expedite the disposal of assets to

community groups where the scale and speed of disposal would otherwise prevent their transfer<sup>17</sup>.

**Recommendation 9 Local authorities should be required to take a longer term view of heritage asset transfer, enabling large schemes to be phased so that established historic buildings restoration organisations can rescue buildings within their financial and organisational capacities.**

7.19 At present the third sector has only limited additional capacity to acquire heritage assets which local authorities may wish to transfer, and for the most part cannot accommodate large properties. The research has highlighted skills shortages as part of the capacity limitations within the voluntary historic buildings sector. These should be addressed by training courses supported over prolonged periods by English Heritage covering not only traditional craft skills but especially project management and related skills. It is important that these are targeted at people who are most likely to put those skills into practice afterwards. This is likely to be achieved best by English Heritage's HELM (Historic Environment Local Management) training programme and in partnership with the National Heritage Training Group and other providers of training.

**Recommendation 10 English Heritage should establish a long-term training programme specifically targeted to the needs of Building Preservation Trusts and other third sector bodies engaged in building restoration.**

#### Addressing risk in the transfer of property to the third sector

7.20 An organisation wishing to acquire a heritage property from a local authority faces the risk of considerable up-front expenditure on surveys and appraisals before being in a position to make a firm proposal to the authority. Funding bodies may be able to assist with grants (see paragraph 5.23), but this is still money at risk. The Architectural Heritage Fund will require a 'letter of comfort' from the local authority, but this is not an enforceable contract and the local authority can still change its mind about proceeding with a transfer. The research heard of cases when the local authority withdrew from negotiations after the third sector body had incurred substantial costs: in one case a local Trust lost £150,000 when the authority sold the property to a private buyer instead, and on another occasion the authority simply pulled out for financial reasons. There is a need for local authorities to adopt the approach used by Wolverhampton City Council, which is to enter into an Exclusivity Agreement with the prospective acquiring body to provide both reassurance on this issue and the time that groups need to undertake the necessary investigations and to secure funding. Locality has issued an 'Asset transfer protocol' to help secure partnerships of mutual respect and commitment before too much time and expense is committed early in the transfer process.

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<sup>17</sup> *The Land and Society Commission report*, 2011, Royal Institution of Chartered Surveyors, recommendation 11.

**Recommendation 11** In order to avoid the wastage of scarce risk funding, local authorities prepared to transfer a heritage asset to a third sector recipient should be required to enter into a time-limited binding agreement which commits them to the transfer if the recipient wishes to proceed following all necessary investigations and consultations (equivalent to an option agreement in the private sector).

Revenue to support capital investment and the sustainability of new uses

7.21 Some heritage properties fail to find a new use because a business plan cannot be devised which demonstrates a reliable future revenue stream to support the new use, usually following subsidised restoration of the capital asset. In other cases the capital investment can proceed but arrangements have to be put in place to enhance the future revenue streams. During difficult financial periods there is a likelihood that more schemes will be at risk from revenue deficits, and this should be addressed systematically. In addition to heritage buildings, the problem appears to be particularly pronounced in the case of heritage parks and gardens.

**Recommendation 12** English Heritage and the Heritage Lottery Fund should consider how to ensure that the revenue streams from heritage assets in use can be supplemented, particularly to ensure best public value from capital investments made in those assets beforehand. This should include but not be limited to an evaluation of:

- occasions when capital endowments might be appropriate;
- the greater accommodation of income-generating activities at restored sites; and
- in the case of heritage parks, the scope for taking a Council Tax precept (similar to the Lee Valley Regional Park Authority).

Safeguarding heritage assets after transfer

7.22 The point of disposal of a heritage asset provides an opportunity to build in special safeguards to ensure that a heritage asset is repaired and maintained in future. Advice on heritage asset transfers has been given by English Heritage<sup>18</sup>. The research showed, however, that the use of safeguards, such as restrictive covenants, requirements to carry out repairs, or buy-back clauses, were infrequently used by local authorities. Many relied on 'normal' sale or lease clauses, but few went beyond this. The face-to-face interviews highlighted a number of cases where properties had been sold and new owners subsequently failed to maintain them in a suitable condition. A handbook is required on the efficacy of a range of safeguards and the circumstances in which they can most usefully be applied.

**Recommendation 13** Transfer of heritage assets by local authorities, whether by freehold sale or lease, should always incorporate appropriate safeguards to ensure the long term conservation of the asset. English Heritage should discuss and work with the Royal Institution of Chartered Surveyors with a view to preparing good practice guidance on the use of a variety of safeguards at point of disposal or transfer of local

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<sup>18</sup> *Pillars of the community: the transfer of local authority heritage assets*, 2011, English Heritage

**authority-owned heritage assets, so that their heritage significance is secured after the transaction takes place. Such guidance should be aimed at both asset managers and conservation officers in local authorities.**

#### Further research

7.23 Effective asset management of local authorities' heritage property depends on the reliable application of good practice. The recommendations above highlight the key requirements to emerge from this research. English Heritage can offer best practice advice, but it is important that this is actually applied. However, English Heritage cannot insist on thorough implementation. In some cases a legal obligation on local authorities may be the most effective way to secure the heritage interest while clarifying and simplifying the main requirements for asset managers. In other cases, the simplest solution may be to extent to local government the obligations currently placed on central government bodies (see e.g. Recommendation 6). Insistence on outcomes need not always require legislation: for example, funding bodies and other key players in heritage protection may be able to bring about the necessary high standards by making these a condition of their (essential) involvement in projects (just as the Heritage Lottery Fund has driven up standards of future viability and maintenance after the restoration of heritage property, see paragraphs 4.38 and 7.17). How best to convert desired outcomes into practical action is itself a matter worthy of review.

**Recommendation 14 English Heritage should commission research into the means by which best practice in heritage asset management by local authorities can be insisted upon most effectively, including the recommendations in this report.**



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## **Appendix 1   Participating authorities: Asset Managers**

Asset managers from the following local authorities supplied completed or nearly completed responses to questionnaire in Appendix 6:

Allerdale	Lewisham
Aylesbury Vale	Lincolnshire
Babergh	Manchester
Barking & Dagenham	Mid-Devon
Bracknell Forest	Middlesbrough
Brent	New Forest
Bristol	Newcastle-upon-Tyne
Cambridge	North Hertfordshire
Cannock Chase	Northumberland
Chelmsford	Nottingham
Christchurch	Pendle
Dacorum	Plymouth
Dartford	Reigate & Banstead
Daventry	Ribble Valley
Doncaster	Sevenoaks
East Cambridgeshire	South Northamptonshire
Eastbourne	South Somerset
Erewash	St Albans
Essex	Suffolk Coastal
Fareham	Swale
Great Yarmouth	Trafford
Harborough	Wandsworth
Hartlepool	Waveney
High Peak	West Lancashire
Hillingdon	West Oxfordshire
Hinckley & Bosworth	Wolverhampton
Hull	Worthing
King's Lynn & West Norfolk	Wyre Forest
Lancashire	
Lewes	

## **Appendix 2 Participating authorities: Conservation Officers**

The following Conservation Officers from local planning authorities were interviewed face-to-face for this research:

<u>Local Authority</u>	<u>Conservation Officer</u>
Bath & North East Somerset Council	Ian Lund
Bristol City Council	Kingsley Fulbrook
Doncaster Metropolitan Borough Council	Peter Lamb
Essex County Council	David Andrews
Gloucester City Council	Mick Thorpe
Great Yarmouth Borough Council	Darren Barker
Harborough District Council	Emma Harrison
Hartlepool Borough Council	Sarah Scarr
High Peak Borough Council	Richard Tuffrey
Hull City Council	Philip Hampel
King's Lynn & West Norfolk Borough Council	Pam Lynn
Lincolnshire County Council	Beryl Lott
Manchester City Council	Paul Mason
Mid-Devon District Council	Paul Dadson
Newcastle-upon-Tyne City Council	Ian Ayris
North Hertfordshire District Council	Elizabeth Marten
Northumberland County Council	Elaine Gray
Nottingham City Council	Peter Smith
Southwark London Borough Council	Norman Brockie*
Sunderland City Council	Mike Lowe
Swale Borough Council	Peter Bell
Trafford Metropolitan Borough Council	Elisabeth Read
Waveney Borough Council	Ruth Summers
Wolverhampton City Council	Sue Whitehouse

\* Telephone interview

### **Appendix 3 Participating authorities: Portfolio Holders**

The following local authority Portfolio Holders with responsibility for heritage assets were interviewed by telephone for this research:

<u>Local Authority</u>	<u>Portfolio Holder</u>	<u>Portfolio</u>
Bath & North East Somerset Council	Tim Ball	Homes and Planning
Bristol City Council	Anthony Negus	Housing, Property Services and Regeneration
Doncaster Metropolitan Borough Council	Peter Davies	Development, Transport, Equalities & Cohesion, Change
Essex County Council	Jeremy Lucas	Environment and Culture
Gloucester City Council	Paul James	Regeneration and Culture
Great Yarmouth Borough Council	Barry Stone	Transformation
Harborough District Council	Janette Ackerley	Housing, Infrastructure and Planning
Hartlepool Borough Council	Stuart Drummond	Community Safety and Planning
High Peak Borough Council	Ian Huddleston	Regeneration Services
Hull City Council	Steven Bayes	Economic Regeneration and Employment
King's Lynn & West Norfolk Borough Council	David Pope	Leisure and Operational Assets
Lincolnshire County Council	Eddy Poll	Economic Development
Mid-Devon District Council	Richard Chesterton	Planning and Economic Regeneration
Northumberland County Council	Tom Brechany	Planning, Housing and Regeneration
Sunderland City Council	John Kelly	Safer City and Culture
Swale Borough Council	Gerry Lewin	Planning
Waveney Borough Council	Steven Ardley	Green Environment and Operational Partnerships
Wolverhampton City Council	Peter Bilson	Economic Regeneration and Prosperity

**Appendix 4   New owners: local civic societies**

Civic Voice circulated its membership mainly of local civic societies with a questionnaire about heritage assets these societies had acquired or were considering acquiring. Responses were received from the following organisations:

Blue Flash Music Trust  
Cheltenham Civic Society  
Faversham Society  
Marple Civic Society  
Norwich Society  
Old Hastings Preservation Society  
Ramsgate Heritage Preservation Trust  
Ramsgate Society  
Warminster Preservation Trust

## **Appendix 5 Interviews with national bodies**

The following representatives of national organisations were interviewed for this research.

### A. Face-to-face interviews

<i>Organisation</i>	<i>Interviewee</i>	<i>Position</i>
Architectural Heritage Fund	Ian Lush	Chief Executive
Locality Asset Transfer Unit	Stephen Rolph Annemarie Naylor	Development Officer Head of Assets
Heritage Lottery Fund	Ian Morrison Helen Monger	Head of Historic Environment Conservation Capital Projects Manager

### B. Telephone interviews

<i>Organisation</i>	<i>Interviewee</i>	<i>Position</i>
Society for the Protection of Ancient Buildings	Philip Venning	Secretary
Victorian Society	Ian Dungavell	Director
SAVE Britain's Heritage	William Palin	Secretary
Prince's Regeneration Trust	Fred Taggart	Projects Director
UK Association of Preservation Trusts	James Moir	Director
GreenSpace	David Tibbatts	Business Development Manager
Big Lottery Fund	Linzi Cooke	Policy Adviser, England

## **Appendix 6 Questionnaire for local authority Asset Managers**

Name of authority:

Name of person completing questionnaire:

Job title:

Telephone no.:

E-mail address:

Date:

### ***General questions***

1. Does your authority own any of the following, which we are calling 'heritage assets' for this purpose of the current project? (If so, please specify)
  - listed buildings
  - other purpose-built public buildings dating from before 1939, such as town halls, swimming pools, park buildings and libraries;
  - pre-1914 industrial buildings and sites;
  - public open spaces such as parks, gardens and cemeteries (on English Heritage's Register of Historic Parks and Gardens or recognised locally as being of historic significance);
  - scheduled ancient monuments and other recognised archaeological sites;
  - public monuments and memorials.

(Note: social housing is excluded from this project)
  
2. In the last five years, has your authority:
  - (a) closed any heritage assets?
  - (b) disposed of any heritage assets (sold freehold or lease of over 10 years)?
  - (c) transferred the management or maintenance of any heritage assets?
  - (d) demolished any heritage asset?
  
3. In the next five years do you expect to:
  - (a) close any heritage assets?
  - (b) dispose of any heritage assets (sold freehold or lease of over 10 years)?
  - (c) transfer the management or maintenance of any heritage assets?
  - (d) demolish any heritage asset?

(If 'yes' please identify the asset type in each case, and give brief reasons)

### **Policy questions**

4. Does your authority's Asset Management Plan

(a) refer to heritage assets?

(b) contain policies specifically dealing with heritage assets?

If the Asset Management Plan is available in PDF form, we would be grateful if you could send a copy by email to: [Philip@groverlewis.co.uk](mailto:Philip@groverlewis.co.uk)

5. How do you expect the priorities of your AMP to affect your heritage assets?

6. On what basis does your authority decide to keep or to dispose of heritage assets?

7. When (or if) you dispose of heritage assets, is it your policy to seek:

(a) the highest monetary return?

(b) the highest return consistent with conservation interests of the asset?

(c) some other objective? What?

8. When (or if) you dispose of heritage assets are there particular kinds of recipients that you favour?

9. Does your Heritage Conservation Officer have a role in decisions on retention/disposal of heritage assets?

### **Management and maintenance questions**

10. Is your management regime for heritage assets based on:

(a) minimising revenue costs?

(b) maximising the returns the asset can generate?

(c) maintaining the asset for wider public benefit?

(d) or something else?

11. Do you own any heritage assets which cannot cover their maintenance and management costs from their income? If so, please identify them.



12. If your authority occupies any heritage buildings, are you under pressure to move out of them on the assumption that other premises would be cheaper?
13. Has your authority's ability to maintain heritage assets in good order been compromised by lack of adequate budgets:
  - (a) Severely?
  - (b) Slightly? Or
  - (c) Not at all?
14. When heritage property which you own needs major investment, can the money be found?
15. If investment money is not available, what happens then?
16. Has your authority's policy in respect of maintenance of heritage assets changed in the last five years? Why?
17. Do you expect maintenance budgets to be at risk in the next five years?
18. Are there any heritage assets which your authority has retained which you are particularly proud of because of the way you were able to fund their management?

### **Questions for those authorities which have disposed of heritage assets**

You will remember the answers you gave to Q2 about the types of heritage assets you have disposed of or transferred in the last 5 years?

19. To whom did you dispose or transfer these assets?
  - (a) Private owner
  - (b) Other local authority
  - (c) Other public body
  - (d) Charitable trust
  - (e) Voluntary/community group
  - (f) Other organisation (specify)

20. How did you assess the suitability of the prospective recipient of the heritage assets that you disposed of/transferred?
- (a) Price
  - (b) Track record as heritage managers
  - (c) Financial resources for future maintenance
  - (d) Community benefit
  - (e) Competence and capacity
  - (f) Motivation
21. When you disposed of heritage assets did you impose any of the following safeguards?
- (a) Restrictive covenants
  - (b) Conditions re future repairs
  - (c) Conservation Management Plan
  - (d) Dowry for ongoing maintenance
  - (e) Grant for maintenance
  - (f) Buy-back clause in the event of default on a safeguard
  - (g) A requirement to carry out a specific schedule of repairs/restorations
  - (h) Other safeguard (specify)
22. Have any disposals or transfers worked particularly well or failed with regard to the heritage interest in those assets? Please specify.

**Thank you for taking the time to complete this questionnaire.**

Please email your completed copy to [philip@groverlewis.co.uk](mailto:philip@groverlewis.co.uk), headed 'English Heritage Research Project'

## **Appendix 7 Detailed analysis of responses from Asset Managers**

### **Notes**

The analysis is based on answers given to a questionnaire. An attempt was made to get local authority asset managers to answer the questions over the telephone but the vast majority declined. Consequently, the telephone calls became a useful introduction in which contact was made and the purpose of the survey was explained and the questionnaire was then forwarded to the asset managers by e-mail for completion.

Fifty eight completed questionnaires were received.

It became clear that on some occasions, asset managers passed the form to conservation officers to answer the questions relating to heritage assets in the authority's ownership. In such cases, a false impression is given that the asset managers are aware of the existence of heritage assets within the property portfolios that they manage.

The following analysis is restricted to those questions that resulted in mutually exclusive answers and answers that could be categorised. Questions that resulted in discursive or multiple responses were analysed manually.

As the number of responses from some regions was too low to give meaningful results, the following groupings were established:

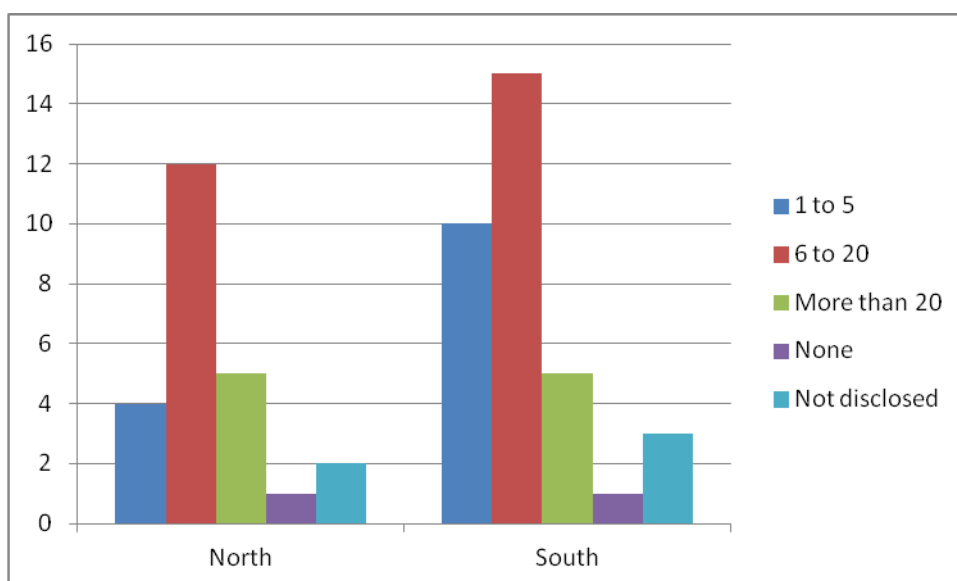
North: East Midlands, North East, North West, Yorkshire & Humber, West Midlands

South: Eastern, London, South East, South West

Responses from London Boroughs and County Councils were also numerically low. It was not considered appropriate to combine the authority types. Consequently, statistical conclusions are not drawn in relation to London Boroughs and County Councils.

**Question 1(a): Does your authority own any listed buildings?**

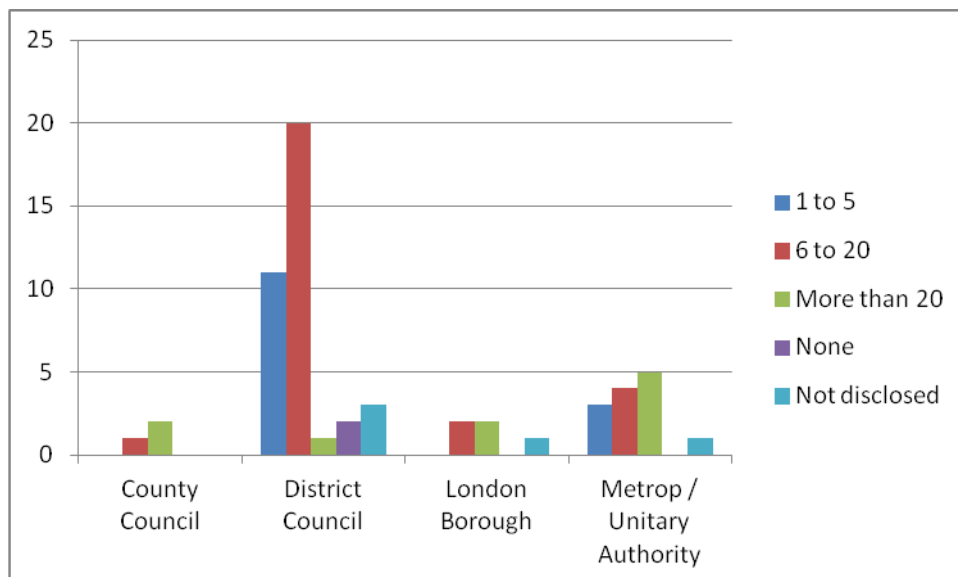
<b>Q1(a) –own listed buildings - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
1 to 5	4	10	14
6 to 20	12	15	27
More than 20	5	5	10
None	1	1	2
Not disclosed	2	3	5
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q1(a) –own listed buildings - numeric**

<b>Q1(a) –own listed buildings - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
1 to 5	6.9%	17.2%	24.1%
6 to 20	20.7%	25.9%	46.6%
More than 20	8.6%	8.6%	17.2%
None	1.7%	1.7%	3.4%
Not disclosed	3.4%	5.2%	8.6%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q1(a) –own listed buildings - by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
1 to 5		11		3	14
6 to 20	1	20	2	4	27
More than 20	2	1	2	5	10
None		2			2
Not disclosed		3	1	1	5
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q1(a) –own listed buildings - by authority type - numeric

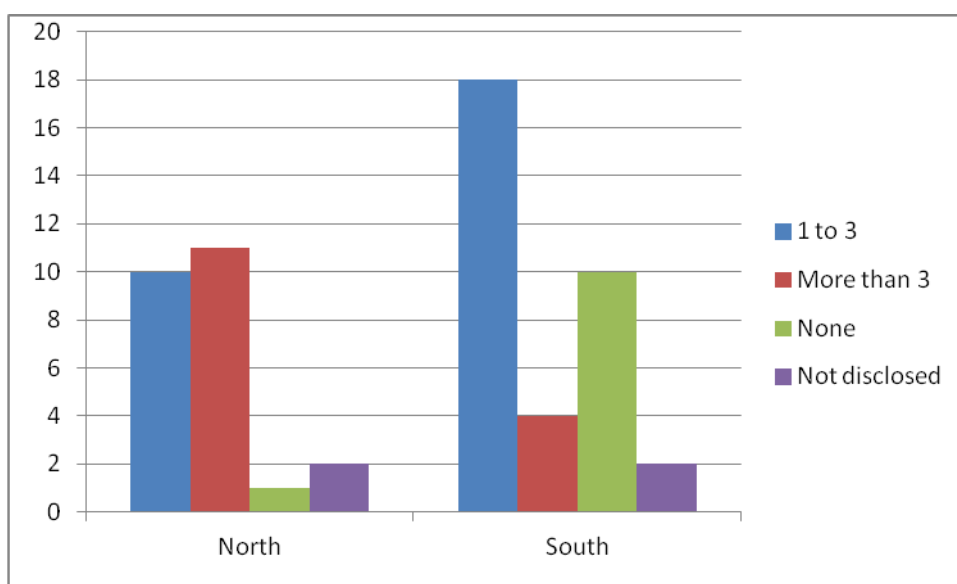
Q1(a) –own listed buildings by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
1 to 5	0.0%	19.0%	0.0%	5.2%	24.1%
6 to 20	1.7%	34.5%	3.4%	6.9%	46.6%
More than 20	3.4%	1.7%	3.4%	8.6%	17.2%
None	0.0%	3.4%	0.0%	0.0%	3.4%
Not disclosed	0.0%	5.2%	1.7%	1.7%	8.6%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

### Key points

- General: 6-20 is the most common amount of listed buildings owned.
- N-S comparison: In the south, significantly more authorities have low ownership
- LA type comparison: The majority of districts have the lower ranges of ownership (nearly a quarter have none or 1-5), whilst the county councils, unitary councils and London Boroughs have higher ownership.

### Question 1(b): Does your authority own any unlisted purpose-built public buildings dating from before 1939, e.g. town halls, swimming pools, park buildings and libraries?

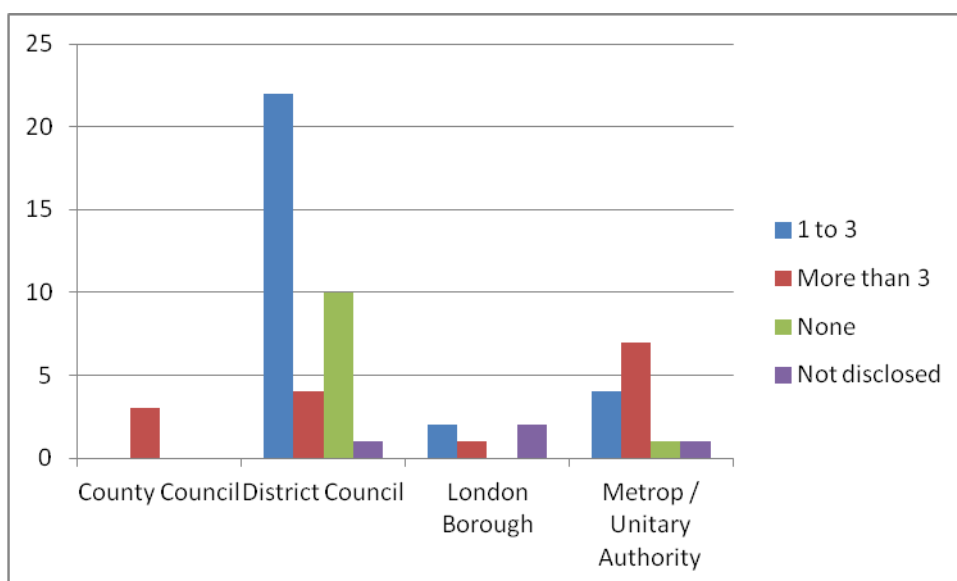
Q1(b) - unlisted pre-1939 public buildings - numeric			
	North	South	Grand Total
1 to 3	10	18	28
More than 3	11	4	15
None	1	10	11
Not disclosed	2	2	4
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



### Q1(b) - unlisted pre-1939 public buildings - numeric

Q1(b) - unlisted pre-1939 public buildings - percentages			
	North	South	Grand Total
1 to 3	17.2%	31.0%	48.3%
More than 3	19.0%	6.9%	25.9%
None	1.7%	17.2%	19.0%
Not disclosed	3.4%	3.4%	6.9%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

<b>Q1(b) - unlisted pre-1939 public buildings - by authority type - numeric</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
1 to 3		22	2	4	28
More than 3	3	4	1	7	15
None		10		1	11
Not disclosed		1	2	1	4
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q1(b) - unlisted pre-1939 public buildings - by authority type - numeric**

<b>Q1(b) - unlisted pre-1939 public buildings by authority type - percentages</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
1 to 3	0.0%	37.9%	3.4%	6.9%	48.3%
More than 3	5.2%	6.9%	1.7%	12.1%	25.9%
None	0.0%	17.2%	0.0%	1.7%	19.0%
Not disclosed	0.0%	1.7%	3.4%	1.7%	6.9%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

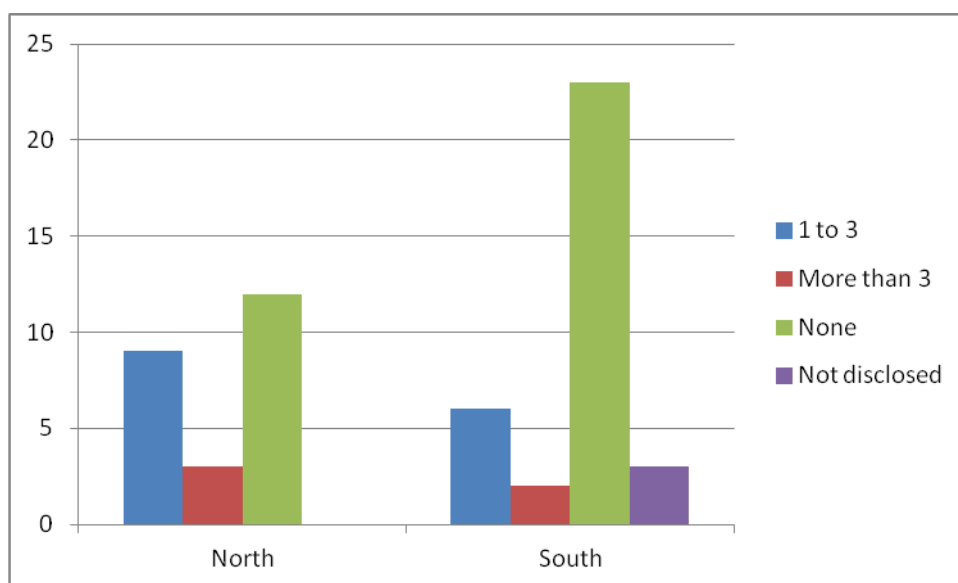
#### Key points

- General: almost half have 1-3 and a quarter have more than three.

- N-S comparison: Significantly higher ownership in the north. In the south, nearly half have none or 1-3. In the north it is about one fifth. Only 4 out of 34 southern authorities own more than three.
- LA type comparison: Again, the districts have relatively low ownership of the other types. 54% of unitary councils have more than three.

**Question 1(c): Does your authority own any unlisted pre-1914 industrial buildings?**

<b>Q1(c) unlisted pre-1914 industrial buildings - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
1 to 3	9	6	15
More than 3	3	2	5
None	12	23	35
Not disclosed		3	3
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>

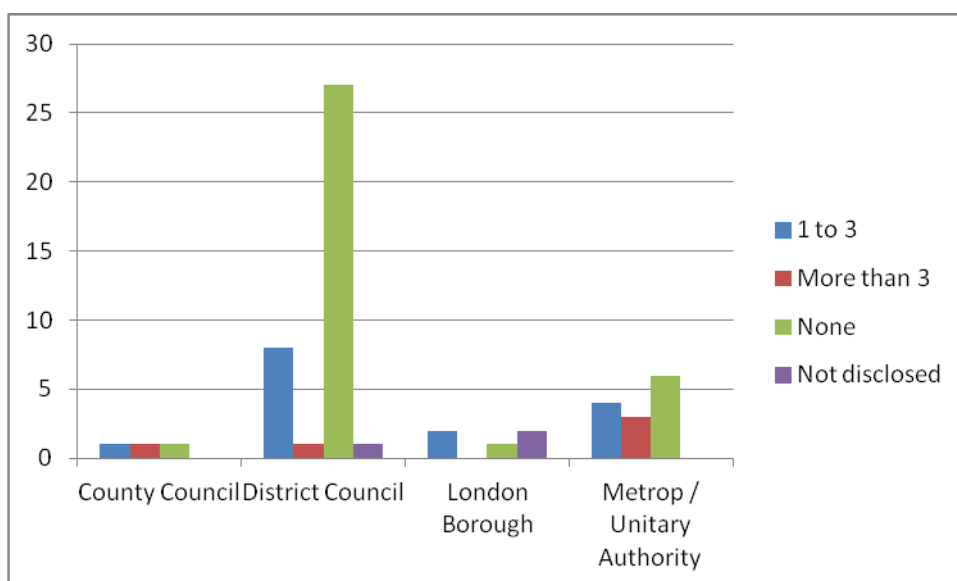


**Q1(c) unlisted pre-1914 industrial buildings - numeric**

<b>Q1(c) unlisted pre-1914 industrial buildings - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
1 to 3	15.5%	10.3%	25.9%
More than 3	5.2%	3.4%	8.6%
None	20.7%	39.7%	60.3%
Not disclosed	0.0%	5.2%	5.2%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>



Q1(c) unlisted pre-1914 industrial buildings – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
1 to 3	1	8	2	4	15
More than 3	1	1		3	5
None	1	27	1	6	35
Not disclosed		1	2		3
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q1(c) unlisted pre-1914 industrial buildings – by authority type - numeric

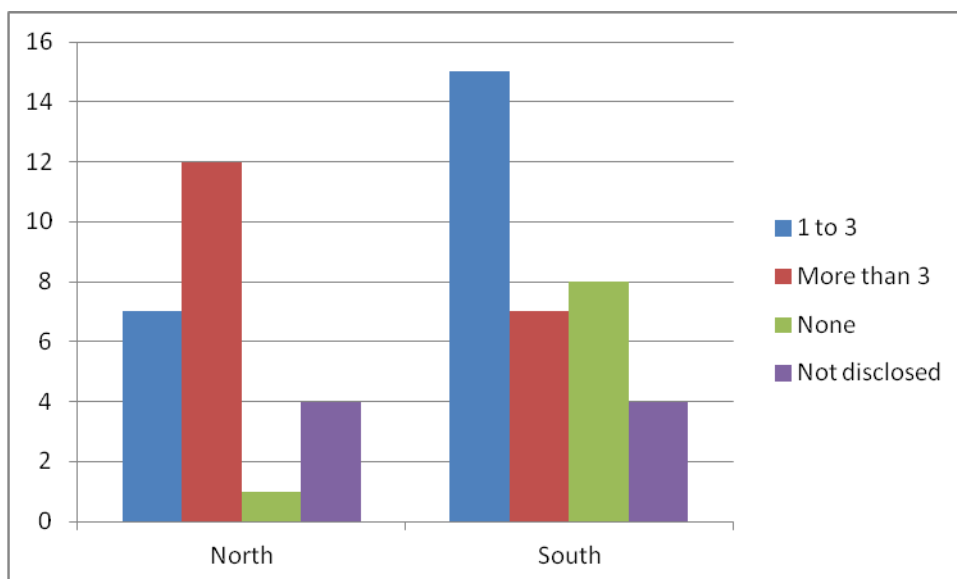
Q1(c) unlisted pre-1914 industrial buildings – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
1 to 3	1.7%	13.8%	3.4%	6.9%	25.9%
More than 3	1.7%	1.7%	0.0%	5.2%	8.6%
None	1.7%	46.6%	1.7%	10.3%	60.3%
Not disclosed	0.0%	1.7%	3.4%	0.0%	5.2%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

### Key points

- General: Overall, there is relatively low ownership of this building type – 60% have none.
- N-S comparison: Very low ownership of such buildings in the south.
- Authority type comparison: District councils have noticeably lower ownership of other authority types.

**Question 1(d): Does your authority own any public open spaces such as parks, gardens and cemeteries (on English Heritage's Register of Historic Parks and Gardens or recognised locally as being of historic significance)?**

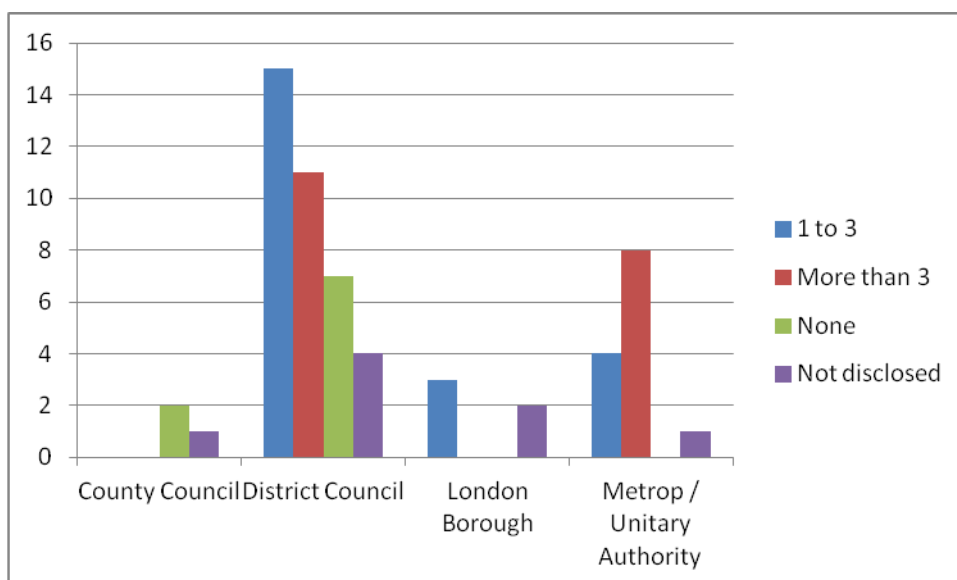
Q1(d) parks, gardens, and cemeteries - numeric			
	North	South	Grand Total
1 to 3	7	15	22
More than 3	12	7	19
None	1	8	9
Not disclosed	4	4	8
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



### Q1(d) parks, gardens, and cemeteries - numeric

Q1(d) parks, gardens, and cemeteries - percentages			
	North	South	Grand Total
1 to 3	12.1%	25.9%	37.9%
More than 3	20.7%	12.1%	32.8%
None	1.7%	13.8%	15.5%
Not disclosed	6.9%	6.9%	13.8%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q1(d) parks, gardens, and cemeteries - by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
1 to 3		15	3	4	22
More than 3		11		8	19
None	2	7			9
Not disclosed	1	4	2	1	8
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q1(d) parks, gardens, and cemeteries - by authority type - numeric

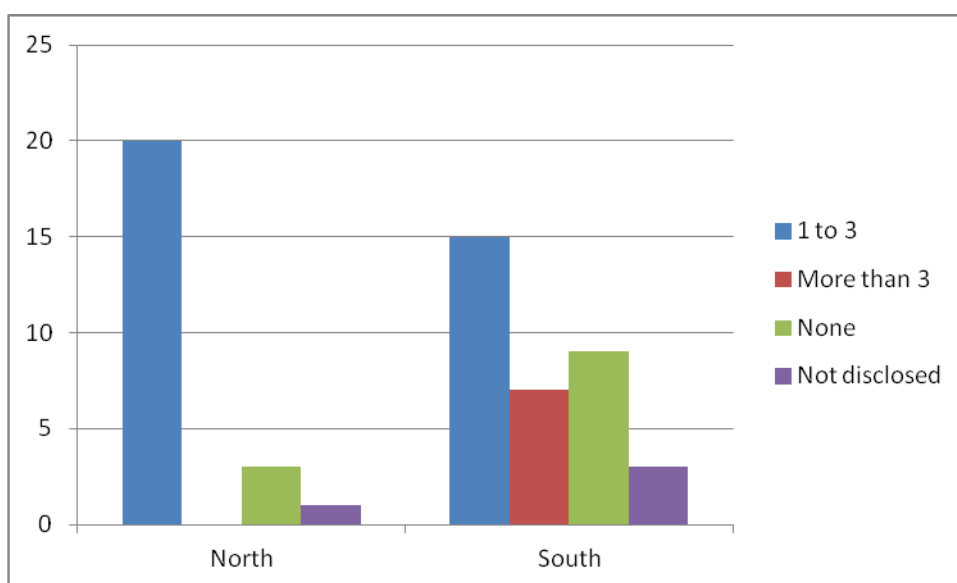
Q1(d) parks, gardens, and cemeteries - by authority - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
1 to 3	0.0%	25.9%	5.2%	6.9%	37.9%
More than 3	0.0%	19.0%	0.0%	13.8%	32.8%
None	3.4%	12.1%	0.0%	0.0%	15.5%
Not disclosed	1.7%	6.9%	3.4%	1.7%	13.8%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: Over two thirds of authorities have such assets.
- N-S comparison: Significantly higher ownership in the north.
- Authority type comparison: Districts tend to have lower ownership, whilst unitary councils have higher ownership.

**Question 1(e): Does your authority own any scheduled ancient monuments (SAMs) and other recognised archaeological sites?**

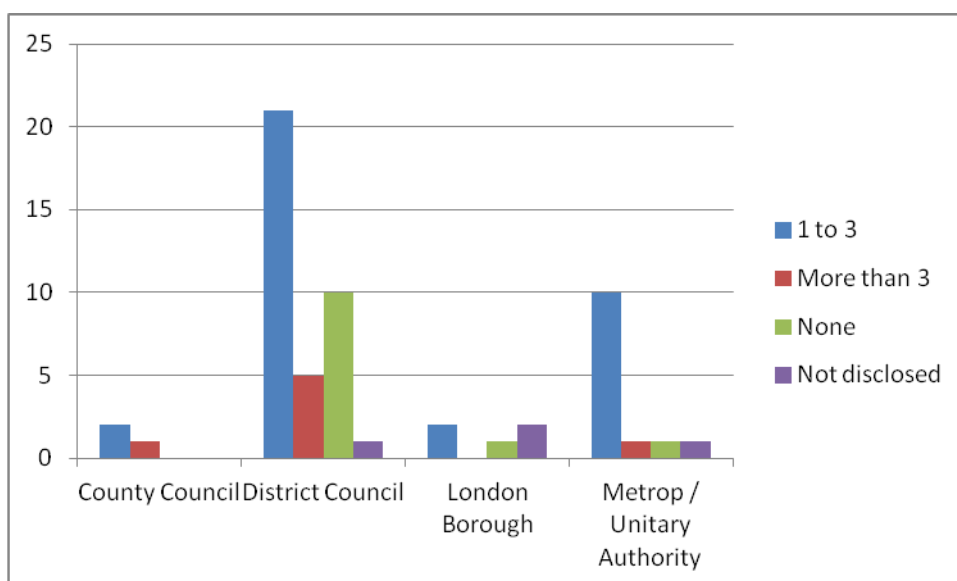
<b>Q1(e) SAMs /archaeological sites - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
1 to 3	20	15	35
More than 3		7	7
None	3	9	12
Not disclosed	1	3	4
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q1(e) SAMs /archaeological sites - numeric**

<b>Q1(e) SAMs /archaeological sites - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
1 to 3	34.5%	25.9%	60.3%
More than 3	0.0%	12.1%	12.1%
None	5.2%	15.5%	20.7%
Not disclosed	1.7%	5.2%	6.9%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q1(e) SAMs /archaeological sites - by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
1 to 3	2	21	2	10	35
More than 3	1	5		1	7
None		10	1	1	12
Not disclosed		1	2	1	4
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q1(e) SAMs /archaeological sites - by authority type - numeric

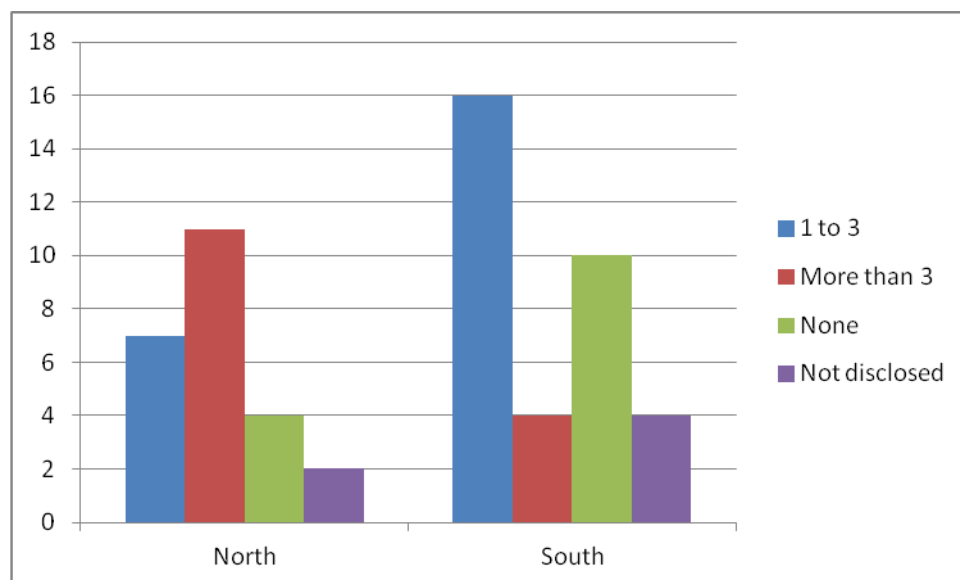
Q1(e) SAMs /archaeological sites - by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
1 to 3	3.4%	36.2%	3.4%	17.2%	60.3%
More than 3	1.7%	8.6%	0.0%	1.7%	12.1%
None	0.0%	17.2%	1.7%	1.7%	20.7%
Not disclosed	0.0%	1.7%	3.4%	1.7%	6.9%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

### Key points

- General: Overall low ownership – 21% have none, 61% have only 1-3.
- N-S comparison: Similar general low level of ownership. No northern authority has more than 3.
- LA type: No differences stand out.

### Question 1(f): Does your authority own any public monuments and memorials.

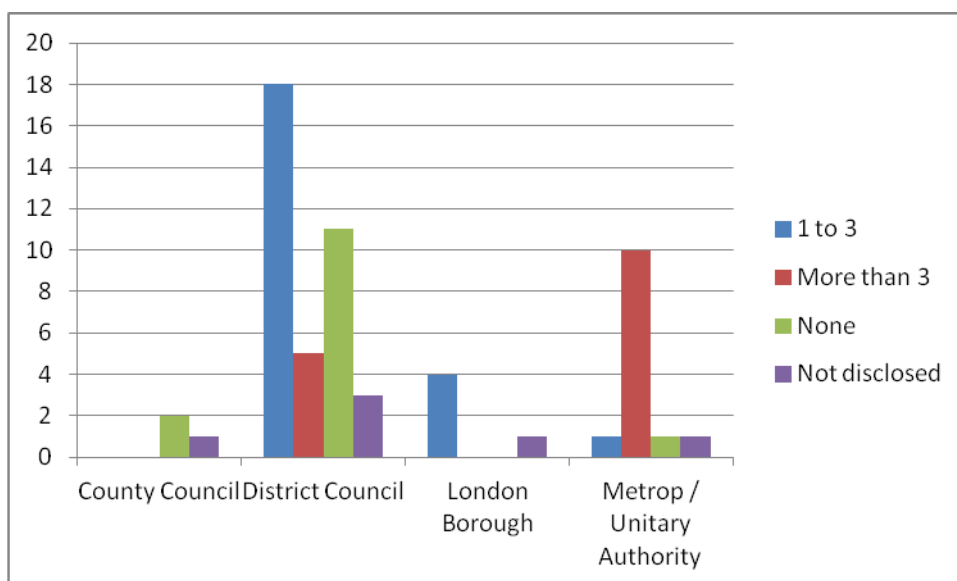
Q1(f) Public monuments and memorials - numeric			
	North	South	Grand Total
1 to 3	7	16	23
More than 3	11	4	15
None	4	10	14
Not disclosed	2	4	6
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



### Q1(f) Public monuments and memorials – numeric

Q1(f) Public monuments and memorials - percentages			
	North	South	Grand Total
1 to 3	12.1%	27.6%	39.7%
More than 3	19.0%	6.9%	25.9%
None	6.9%	17.2%	24.1%
Not disclosed	3.4%	6.9%	10.3%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

<b>Q1(f) Public monuments and memorials - by authority type - numeric</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
1 to 3		18	4	1	23
More than 3		5		10	15
None	2	11		1	14
Not disclosed	1	3	1	1	6
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q1(f) Public monuments and memorials - by authority type - numeric**

<b>Q1(f) Public monuments and memorials - by authority type - percentages</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
1 to 3	0.0%	31.0%	6.9%	1.7%	39.7%
More than 3	0.0%	8.6%	0.0%	17.2%	25.9%
None	3.4%	19.0%	0.0%	1.7%	24.1%
Not disclosed	1.7%	5.2%	1.7%	1.7%	10.3%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

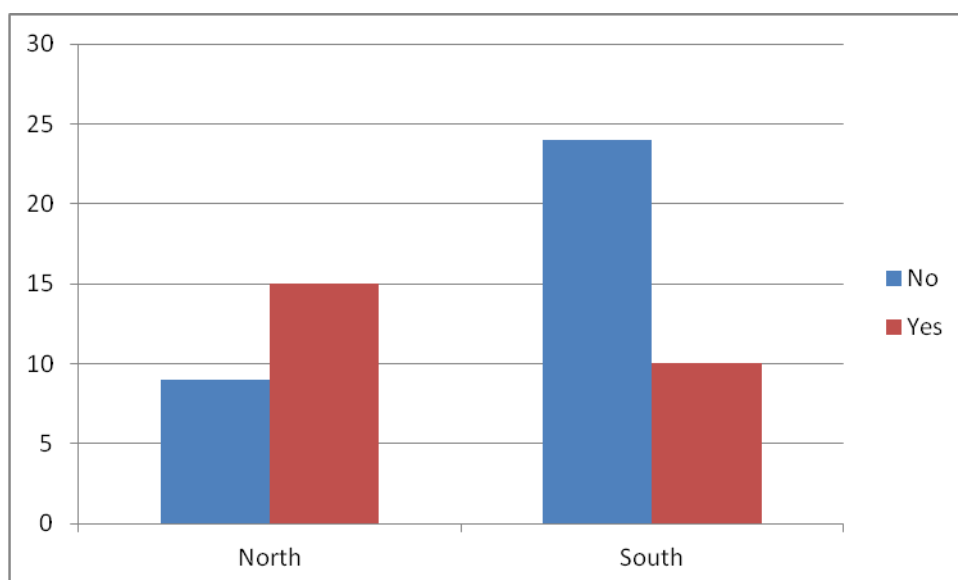
- General: Surprisingly, nearly a quarter of authorities claim to have none. 30% of districts claim to have none.
- N-S comparison: Ownership is significantly higher in the north

- LA type comparison: Unitary councils stand out as the high owning authority type

Respondents to this question may not have fully appreciated the nature of the asset type.

**Question 2(a): In the last five years, has your authority closed any heritage assets?**

<b>Q2(a) have closed assets - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
No	9	24	33
Yes	15	10	25
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>

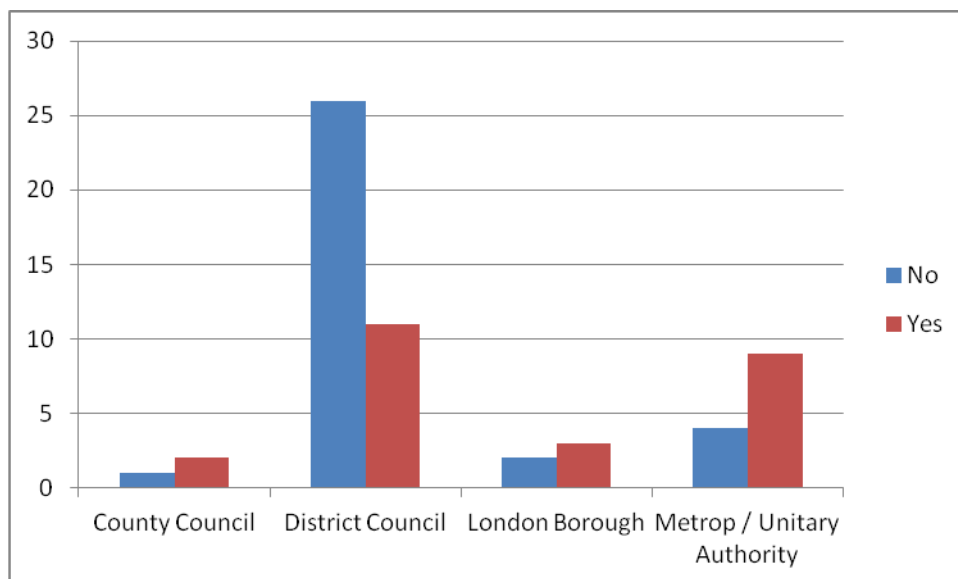


**Q2(a) have closed assets - numeric**

<b>Q2(a) have closed assets - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
No	15.5%	41.4%	56.9%
Yes	25.9%	17.2%	43.1%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>



Q2(a) have closed assets - by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
No	1	26	2	4	33
Yes	2	11	3	9	25
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q2(a) have closed assets - by authority type - numeric

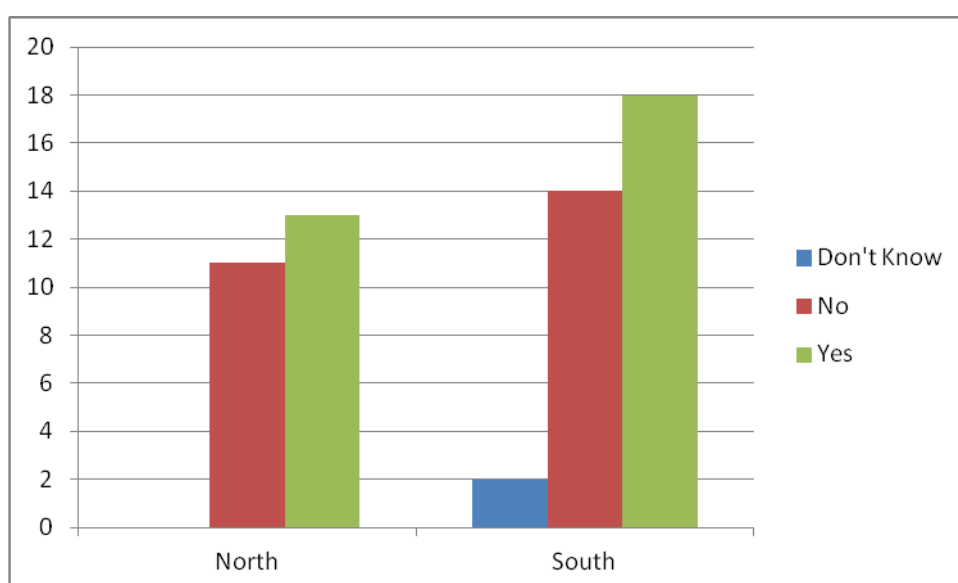
Q2(a) have closed assets - by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
No	1.7%	44.8%	3.4%	6.9%	56.9%
Yes	3.4%	19.0%	5.2%	15.5%	43.1%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: 43% of authorities have closed heritage assets in the last five years.
- N-S comparison: Closure of assets is more prevalent in the north. 62% of the northern authorities have closed assets cf. 30% of the southern authorities.
- LA type comparison: It seems to be less of a problem for district councils. Only 30% of district councils have closed assets, compared with two thirds for the other types of authority taken together.

**Question 2(b): In the last five years, has your authority disposed of any heritage assets (freehold sale or lease of over 10 years)?**

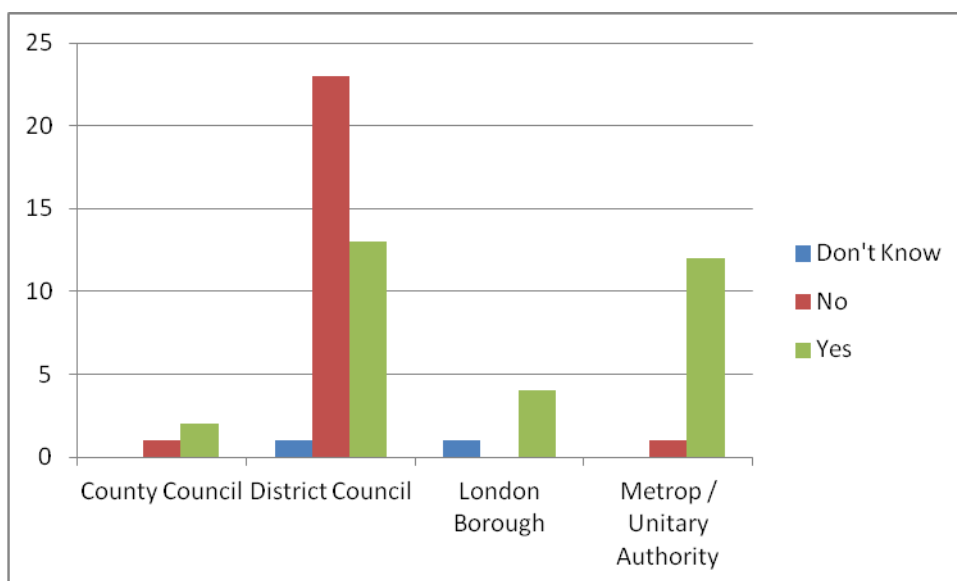
<b>Q2(b) have sold or leased - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't Know		2	2
No	11	14	25
Yes	13	18	31
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q2(b) have sold or leased - numeric**

<b>Q2(b) have sold or leased - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't Know	0.0%	3.4%	3.4%
No	19.0%	24.1%	43.1%
Yes	22.4%	31.0%	53.4%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

<b>Q2(b) have sold or leased – by authority type - numeric</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Don't Know		1	1		2
No	1	23		1	25
Yes	2	13	4	12	31
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q2(b) have sold or leased – by authority type - numeric**

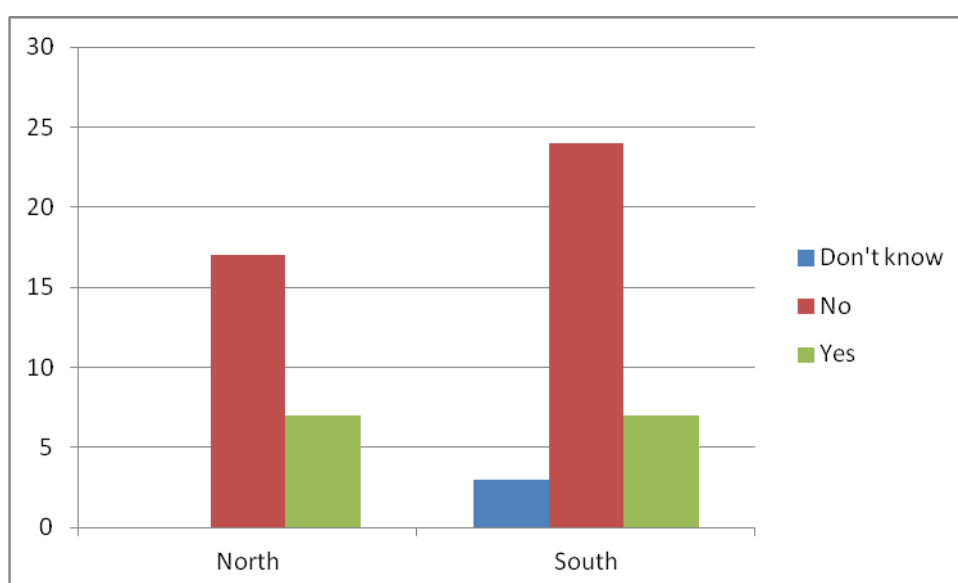
<b>2(b) have sold or leased – by authority type – percentages</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Don't Know	0.0%	1.7%	1.7%	0.0%	3.4%
No	1.7%	39.7%	0.0%	1.7%	43.1%
Yes	3.4%	22.4%	6.9%	20.7%	53.4%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: Over half of authorities have disposed of heritage assets.
- N-S comparison: almost identical picture.
- LA type comparison: there is significantly less disposal activity by district councils cf. the other types of authority.

**Question 2(c): In the last five years, has your authority transferred the management or maintenance of any heritage assets?**

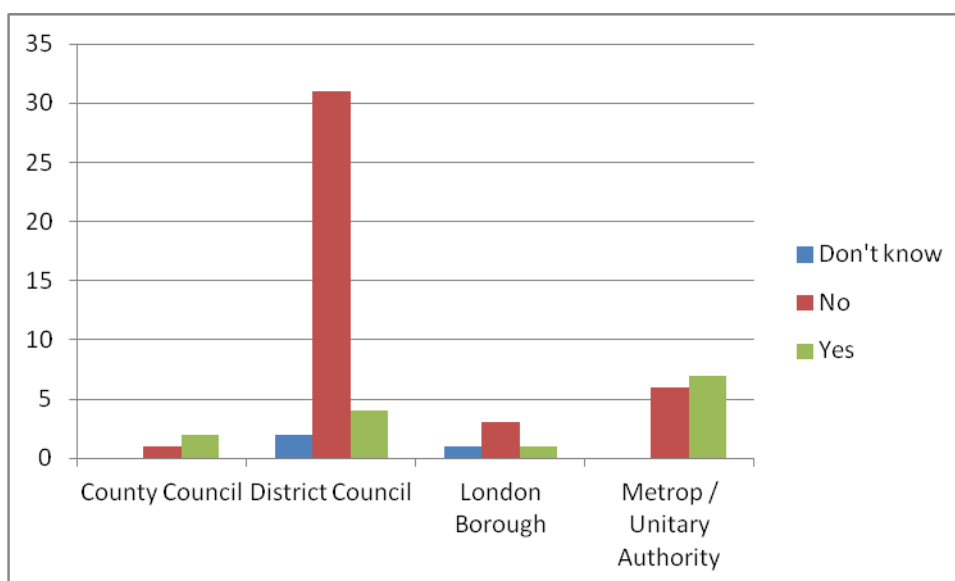
Q2(c) have transferred management - numeric			
	North	South	Grand Total
Don't know		3	3
No	17	24	41
Yes	7	7	14
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q2(c) have transferred management - numeric**

Q2(c) have transferred management - percentages	Column Labels		
Row Labels	North	South	Grand Total
Don't know	0.0%	5.2%	5.2%
No	29.3%	41.4%	70.7%
Yes	12.1%	12.1%	24.1%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

<b>2(c) have transferred management – by authority type - numeric</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary Authority</b>	<b>Grand Total</b>
Don't know		2	1		3
No	1	31	3	6	41
Yes	2	4	1	7	14
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**2(c) have transferred management – by authority type – numeric**

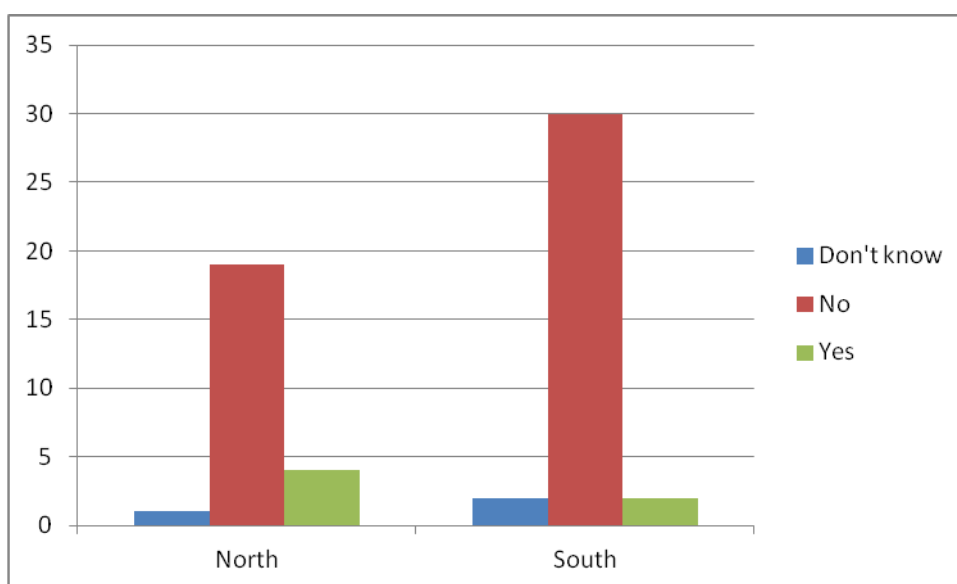
<b>Q2(c) have transferred management – by authority type - percentages</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary Authority</b>	<b>Grand Total</b>
Don't know	0.0%	3.4%	1.7%	0.0%	5.2%
No	1.7%	53.4%	5.2%	10.3%	70.7%
Yes	3.4%	6.9%	1.7%	12.1%	24.1%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: The majority of authorities (70%) have not transferred any assets.
- N-S comparison: picture is similar for both north and south
- LA type comparison: very few district councils have transferred assets.

**Question 2(d): In the last five years, has your authority demolished any heritage asset?**

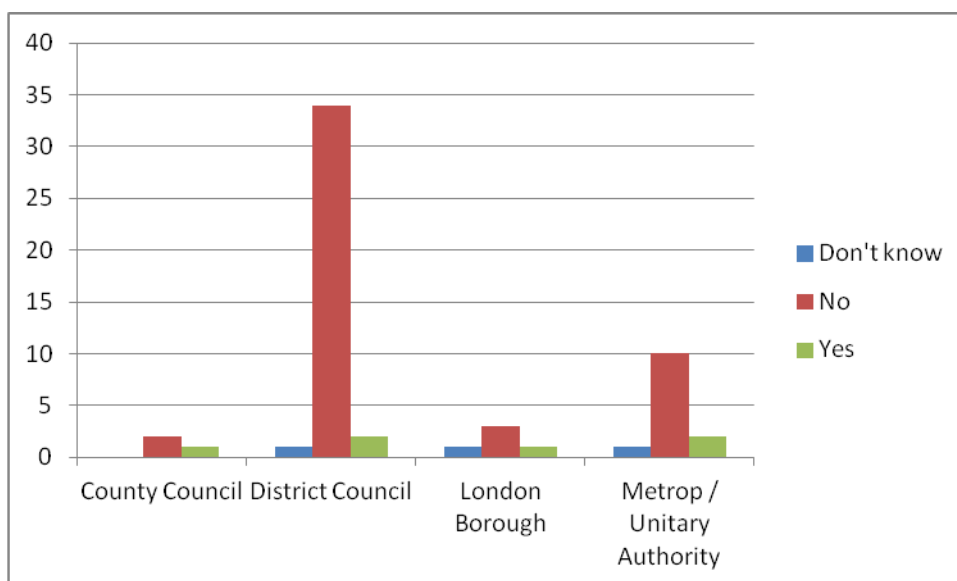
Q2(d) have demolished - numeric			
	North	South	Grand Total
Don't know	1	2	3
No	19	30	49
Yes	4	2	6
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q2(d) have demolished - numeric**

Q2(d) have demolished - percentages			
	North	South	Grand Total
Don't know	1.7%	3.4%	5.2%
No	32.8%	51.7%	84.5%
Yes	6.9%	3.4%	10.3%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q2(d) have demolished – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know		1	1	1	3
No	2	34	3	10	49
Yes	1	2	1	2	6
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q2(d) have demolished – by authority type - numeric

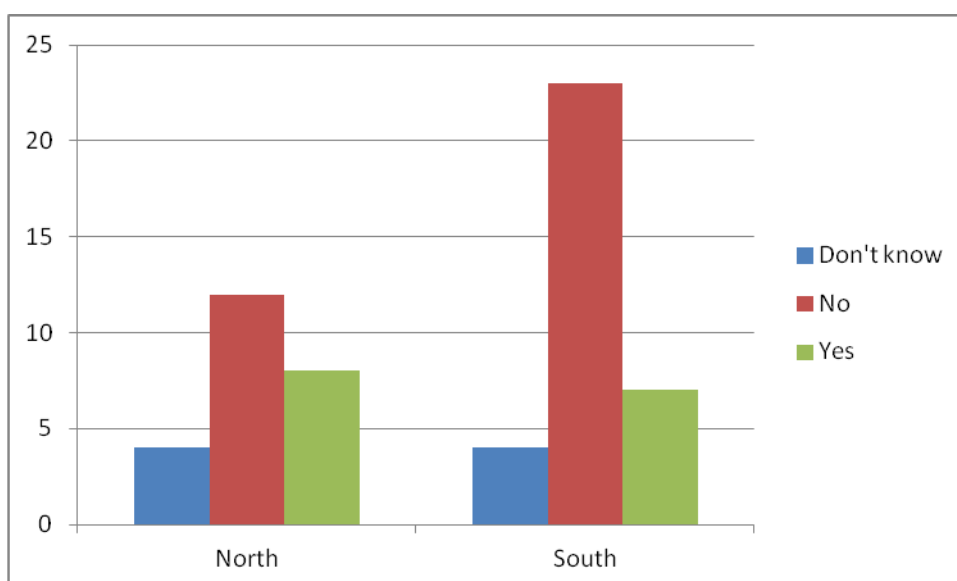
Q2(d) have demolished – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	0.0%	1.7%	1.7%	1.7%	5.2%
No	3.4%	58.6%	5.2%	17.2%	84.5%
Yes	1.7%	3.4%	1.7%	3.4%	10.3%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: 10% of authorities have demolished heritage assets.
- N-S comparison: More of these demolitions have taken place in the north.
- LA type comparison: As the actual numbers are small, no conclusive pattern can be deduced.

**Question 3(a): In the next five years do you expect to close any heritage assets?**

<b>Q3(a) will close assets - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	4	4	8
No	12	23	35
Yes	8	7	15
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>

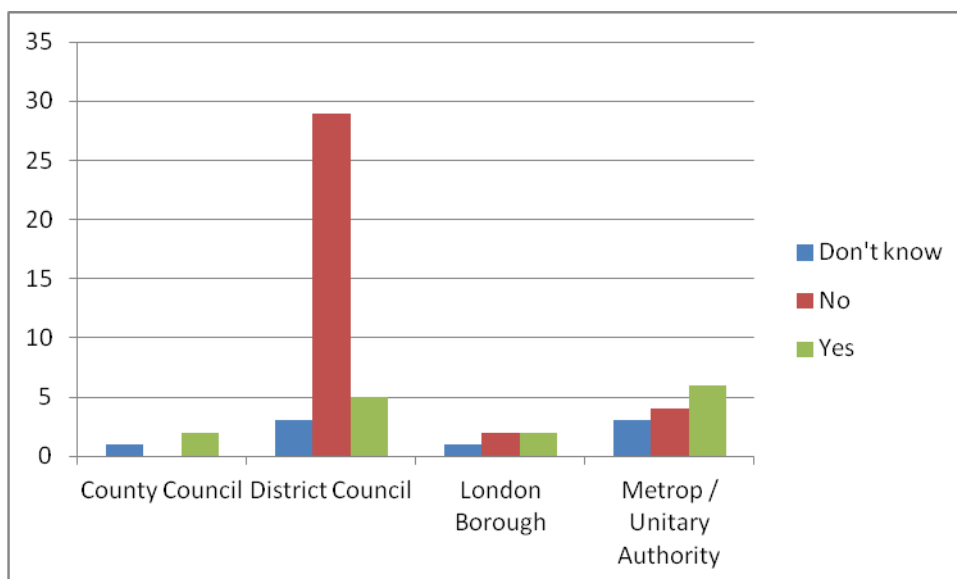


**Q3(a) will close assets – numeric**

<b>Q3(a) will close assets - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	6.9%	6.9%	13.8%
No	20.7%	39.7%	60.3%
Yes	13.8%	12.1%	25.9%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>



<b>Q3(a) will close assets – by authority type - numeric</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Don't know	1	3	1	3	8
No		29	2	4	35
Yes	2	5	2	6	15
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q3(a) will close assets – by authority type - numeric**

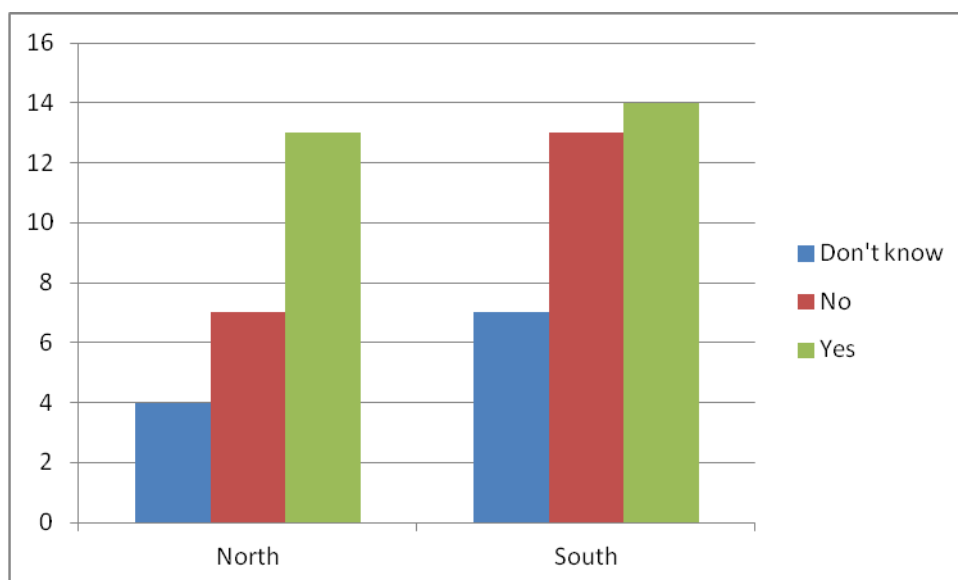
<b>3(a) will close assets – by authority type - percentages</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Don't know	1.7%	5.2%	1.7%	5.2%	13.8%
No	0.0%	50.0%	3.4%	6.9%	60.3%
Yes	3.4%	8.6%	3.4%	10.3%	25.9%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: Over a quarter of authorities expect to close heritage assets in the next five years.
- N-S comparison: A higher proportion of northern authorities expect to close assets.
- LA type comparison: Only district councils have a large proportion that do not expect to close assets.

**Question 3(b): In the next five years do you expect to dispose of any heritage assets (freehold sale or lease of over 10 years)?**

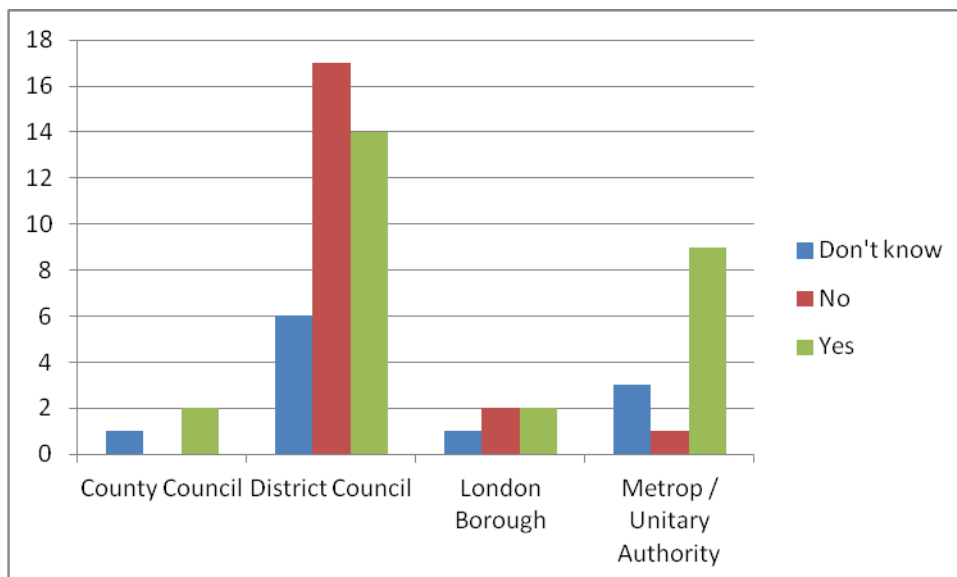
<b>Q3(b) will sell/lease - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	4	7	11
No	7	13	20
Yes	13	14	27
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q3(b) will sell/lease - numeric**

<b>Q3(b) will sell/lease - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	6.9%	12.1%	19.0%
No	12.1%	22.4%	34.5%
Yes	22.4%	24.1%	46.6%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q3(b) will sell/lease – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1	6	1	3	11
No		17	2	1	20
Yes	2	14	2	9	27
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q3(b) will sell/lease – by authority type - numeric

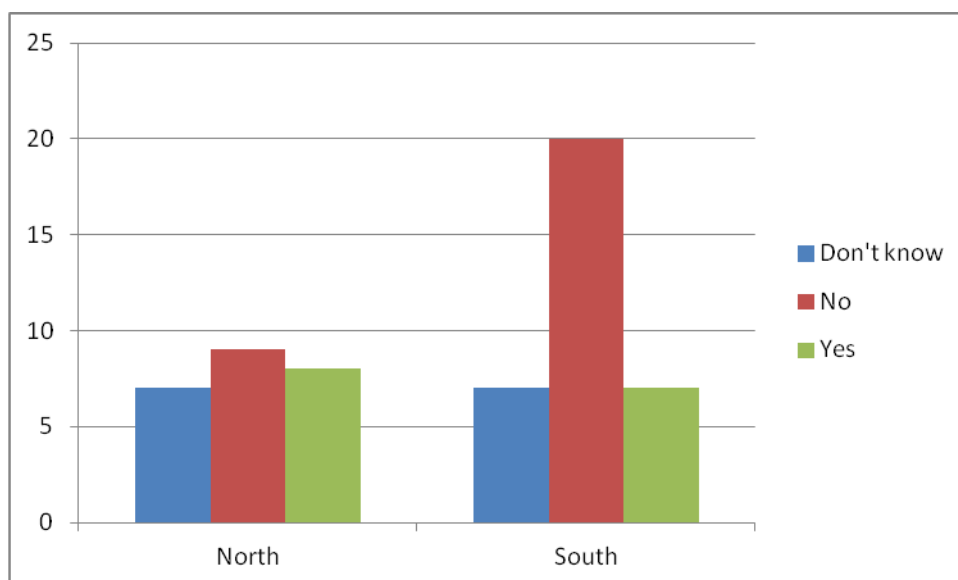
Q3(b) will sell/lease – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1.7%	10.3%	1.7%	5.2%	19.0%
No	0.0%	29.3%	3.4%	1.7%	34.5%
Yes	3.4%	24.1%	3.4%	15.5%	46.6%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General point: fairly even split of opinion with a high proportion of 'don't know' responses
- N-S comparison: A larger proportion of southern authorities do not expect to dispose of assets.
- LA type comparison: More unitary authorities expect to make disposals.

**Question 3(c): In the next five years do you expect to transfer the management or maintenance of any heritage assets?**

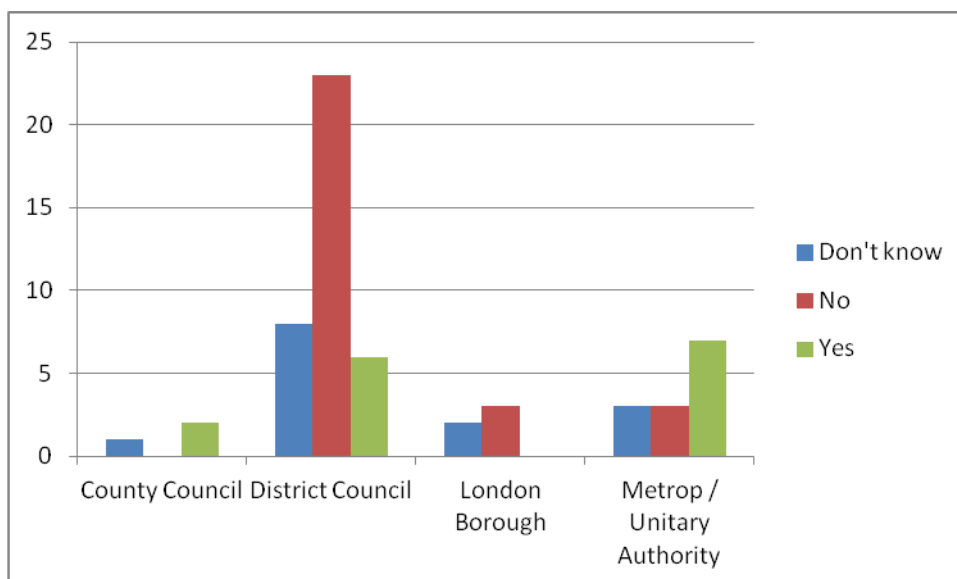
<b>Q3(c) will transfer - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	7	7	14
No	9	20	29
Yes	8	7	15
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q3(c) will transfer - numeric**

<b>Q3(c) will transfer- percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	12.1%	12.1%	24.1%
No	15.5%	34.5%	50.0%
Yes	13.8%	12.1%	25.9%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q3(c) will transfer – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1	8	2	3	14
No		23	3	3	29
Yes	2	6		7	15
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q3(c) will transfer – by authority type - numeric

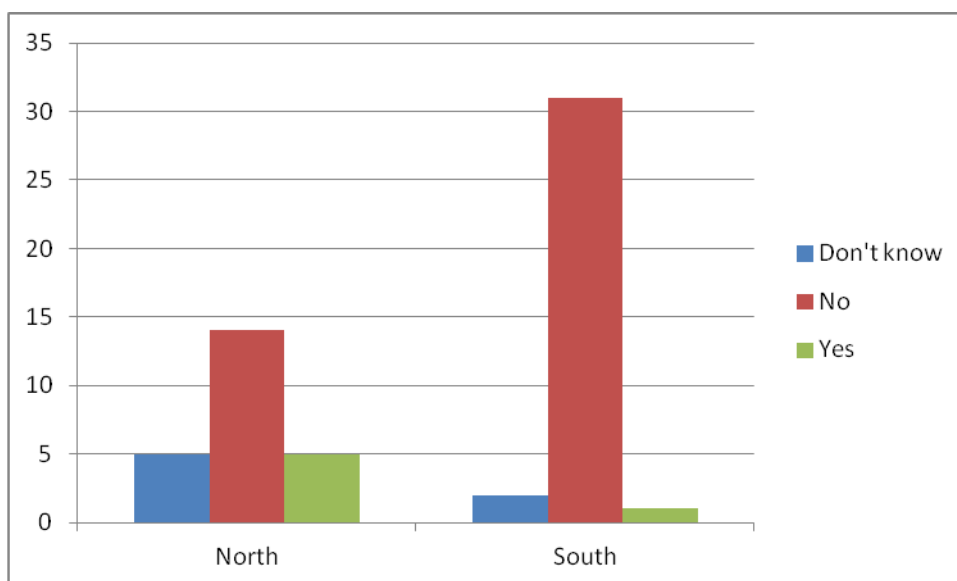
Q3(c) will transfer – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1.7%	13.8%	3.4%	5.2%	24.1%
No	0.0%	39.7%	5.2%	5.2%	50.0%
Yes	3.4%	10.3%	0.0%	12.1%	25.9%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: A quarter of authorities expect to and another quarter don't know. The other half don't expect to.
- N-S comparison: Significantly more authorities in the south don't expect to make transfers.
- LA type comparison: Significantly more districts don't expect to make transfers.

**Question 3(d): In the next five years do you expect to demolish any heritage asset?**

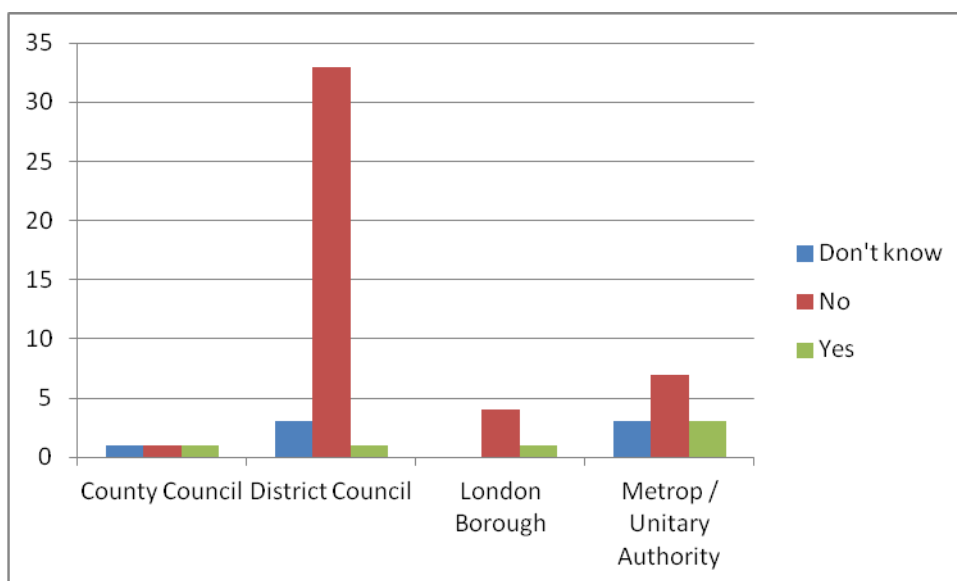
<b>Q3(d) will demolish - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	5	2	7
No	14	31	45
Yes	5	1	6
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q3(d) will demolish - numeric**

<b>Q3(d) will demolish - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	8.6%	3.4%	12.1%
No	24.1%	53.4%	77.6%
Yes	8.6%	1.7%	10.3%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q3(d) will demolish – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1	3		3	7
No	1	33	4	7	45
Yes	1	1	1	3	6
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q3(d) will demolish – by authority type - numeric

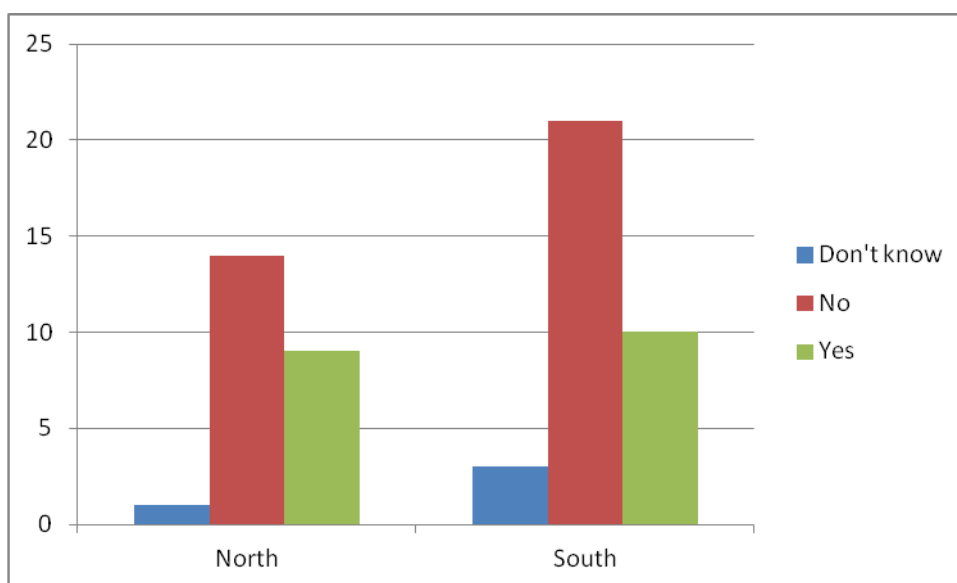
Q3(d) will demolish – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1.7%	5.2%	0.0%	5.2%	12.1%
No	1.7%	56.9%	6.9%	12.1%	77.6%
Yes	1.7%	1.7%	1.7%	5.2%	10.3%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: 10% of authorities expect to demolish heritage assets in the next five years.
- N-S comparison: More northern authorities expect to demolish heritage assets in the next five years.
- LA type comparison: Significantly more districts don't expect to demolish heritage assets.

**Question 4(a): Does your authority's Asset Management Plan refer to heritage assets?**

<b>Q4(a) reference included - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	1	3	4
No	14	21	35
Yes	9	10	19
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>

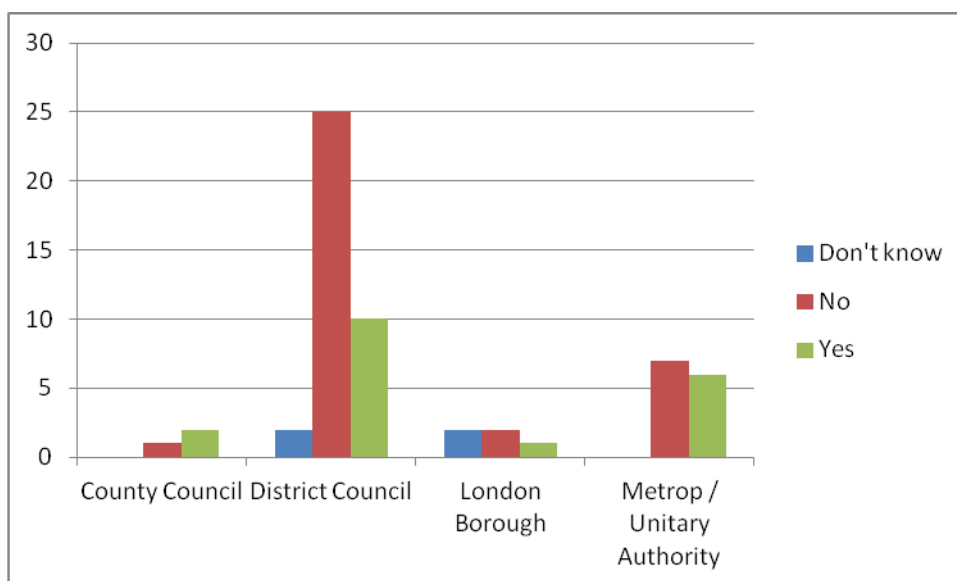


**Q4(a) reference included - numeric**

<b>Q4(a) reference included - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	1.7%	5.2%	6.9%
No	24.1%	36.2%	60.3%
Yes	15.5%	17.2%	32.8%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>



Q4(a) reference included – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know		2	2		4
No	1	25	2	7	35
Yes	2	10	1	6	19
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q4(a) reference included – by authority type - numeric

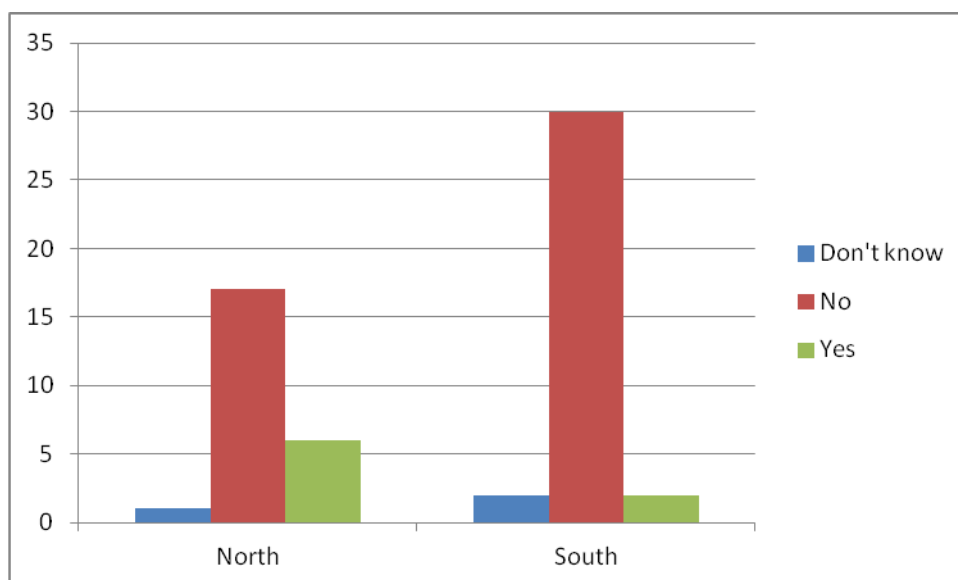
Q4(a) reference included – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	0.0%	3.4%	3.4%	0.0%	6.9%
No	1.7%	43.1%	3.4%	12.1%	60.3%
Yes	3.4%	17.2%	1.7%	10.3%	32.8%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: 60% of AMPs do not refer to heritage assets.
- N-S comparison: no significant difference
- LA type comparison: District councils were noticeably worse for failure to refer to heritage

**Question 4(b): Does your authority's Asset Management Plan contain policies specifically dealing with heritage assets?**

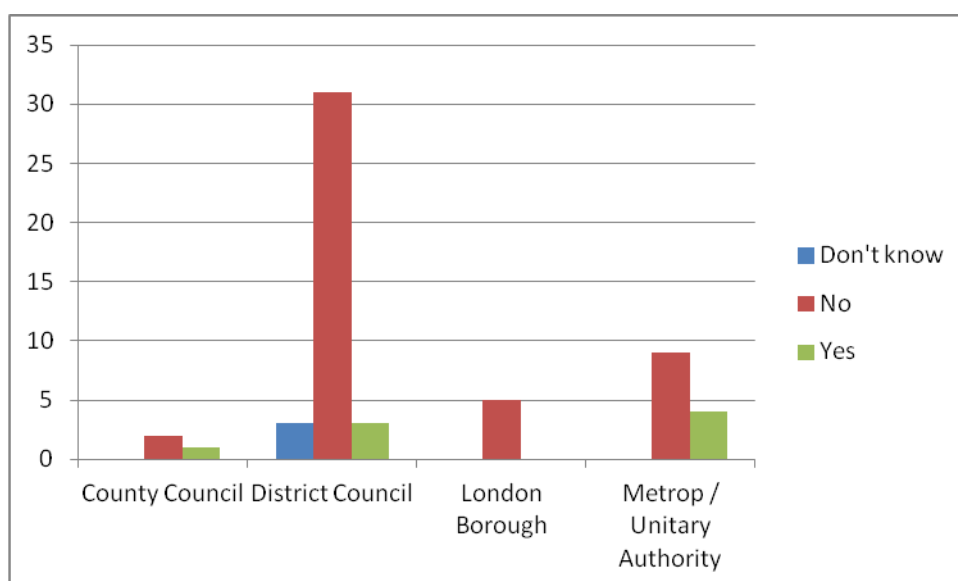
<b>Q4(b) policies included - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	1	2	3
No	17	30	47
Yes	6	2	8
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q4(b) policies included - numeric**

<b>Q4(b) policies included - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	1.7%	3.4%	5.2%
No	29.3%	51.7%	81.0%
Yes	10.3%	3.4%	13.8%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q4(b) policies included – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know		3			3
No	2	31	5	9	47
Yes	1	3		4	8
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q4(b) policies included – by authority type - numeric**

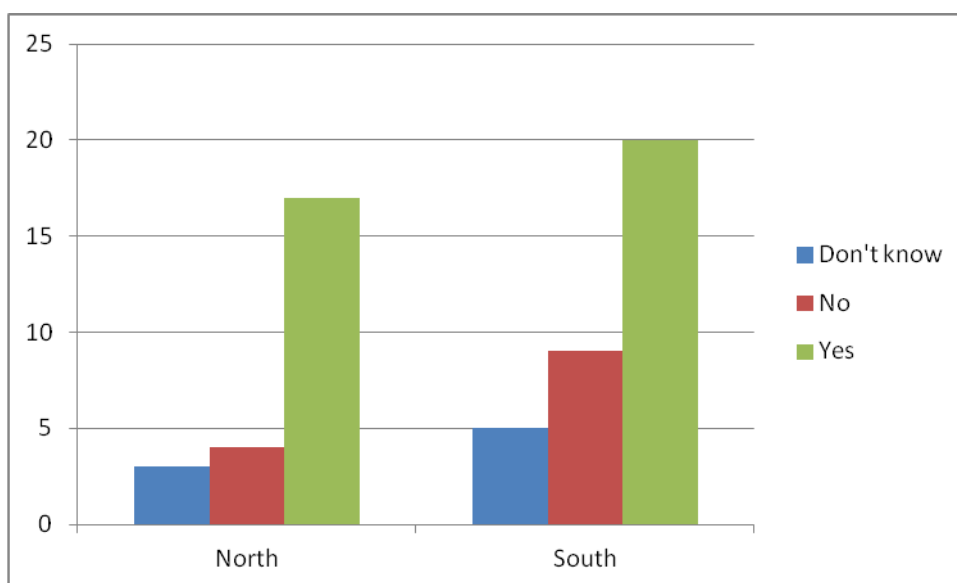
Q4(b) policies included – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	0.0%	5.2%	0.0%	0.0%	5.2%
No	3.4%	53.4%	8.6%	15.5%	81.0%
Yes	1.7%	5.2%	0.0%	6.9%	13.8%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: 81% of AMPs do not contain policies for dealing with heritage assets.
- N-S comparison: Southern authorities have a worse record than northern ones.
- LA type comparison: District councils have a worse record than other types of authority.

**Question 9: Does your Heritage Conservation Officer have a role in decisions on retention/disposal of heritage assets?**

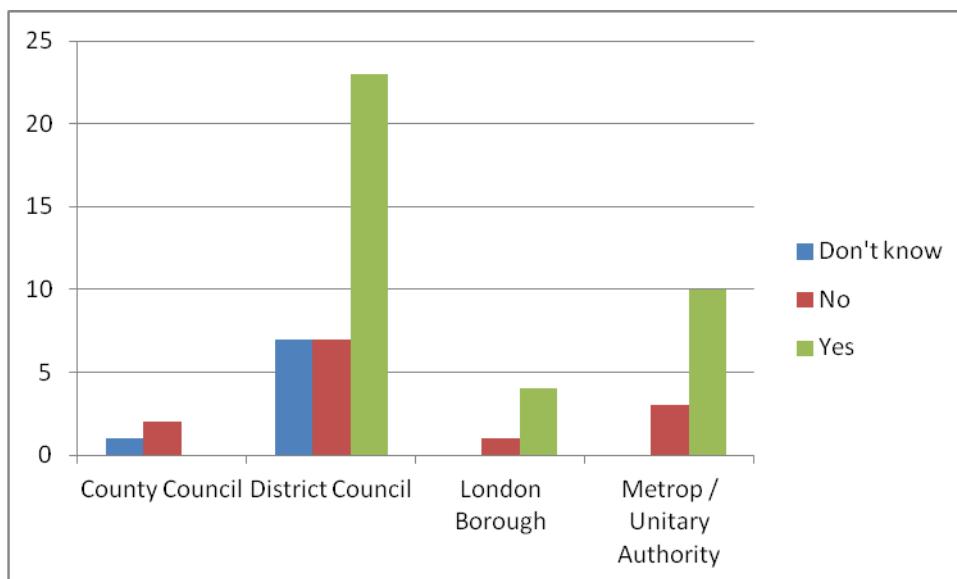
<b>Q9 Conservation Officer involved - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	3	5	8
No	4	9	13
Yes	17	20	37
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q9 Conservation Officer involved - numeric**

<b>Q9 Conservation Officer involved - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	5.2%	8.6%	13.8%
No	6.9%	15.5%	22.4%
Yes	29.3%	34.5%	63.8%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

<b>Q9 Conservation Officer involved – by authority type - numeric</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Don't know	1	7			8
No	2	7	1	3	13
Yes		23	4	10	37
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q9 Conservation Officer involved – by authority type – numeric**

Q9 Conservation Officer involved – by authority type - percentages	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1.7%	12.1%	0.0%	0.0%	13.8%
No	3.4%	12.1%	1.7%	5.2%	22.4%
Yes	0.0%	39.7%	6.9%	17.2%	63.8%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

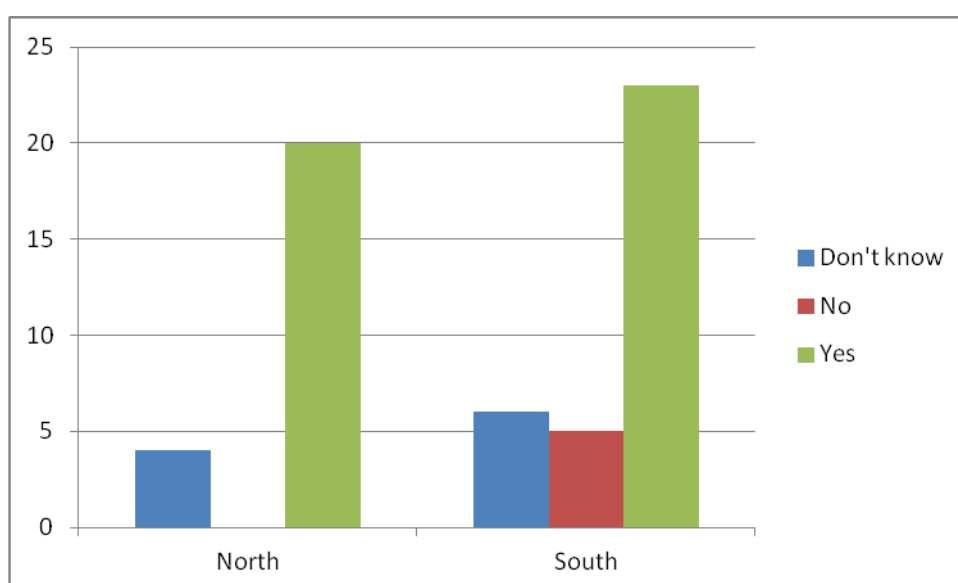
#### Key points

- General: Around two thirds of authorities involve their conservation officer in decisions on retention/disposal of heritage assets
- N-S comparison: The proportion is slightly higher in the north.
- LA type comparison: Similar picture. Worrying that 19% of district councils don't know! (14% of all authorities don't know)

It should be noted that the interviews with conservation officers suggests that where COs are often involved, it tends to be in detailed discussions about what new owners can do with protected buildings rather than strategic decisions to retain or dispose.

**Question 11: Do you own any heritage assets which cannot cover their maintenance and management costs from their income?**

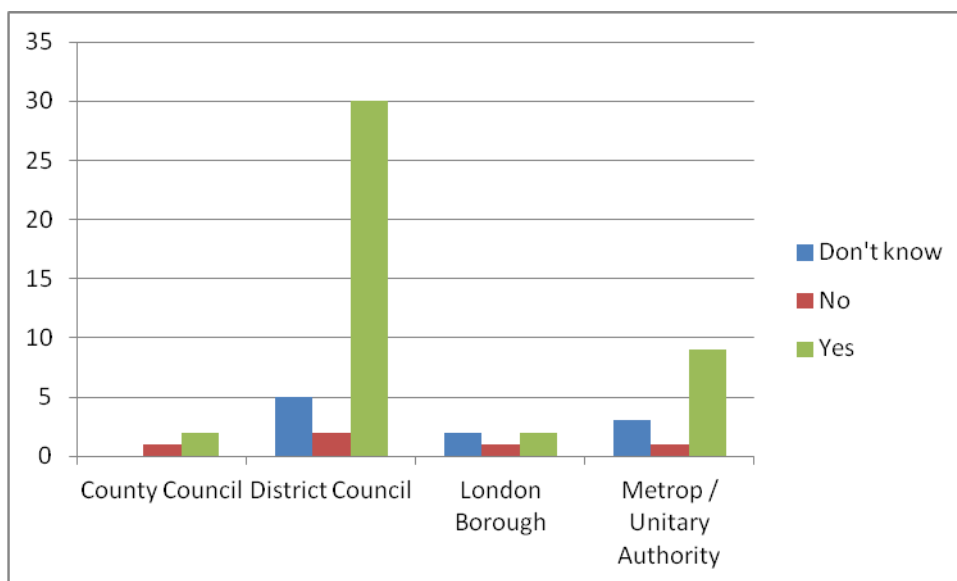
<b>Q11 ownership of assets that fail to cover costs - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	4	6	10
No	0	5	5
Yes	20	23	43
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q11 ownership of assets that fail to cover costs - numeric**

<b>Q11 ownership of assets that fail to cover costs - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	6.9%	10.3%	17.2%
No	0.0%	8.6%	8.6%
Yes	34.5%	39.7%	74.1%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q11 ownership of assets that fail to cover costs – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	0	5	2	3	10
No	1	2	1	1	5
Yes	2	30	2	9	43
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q11 ownership of assets that fail to cover costs – by authority type - numeric

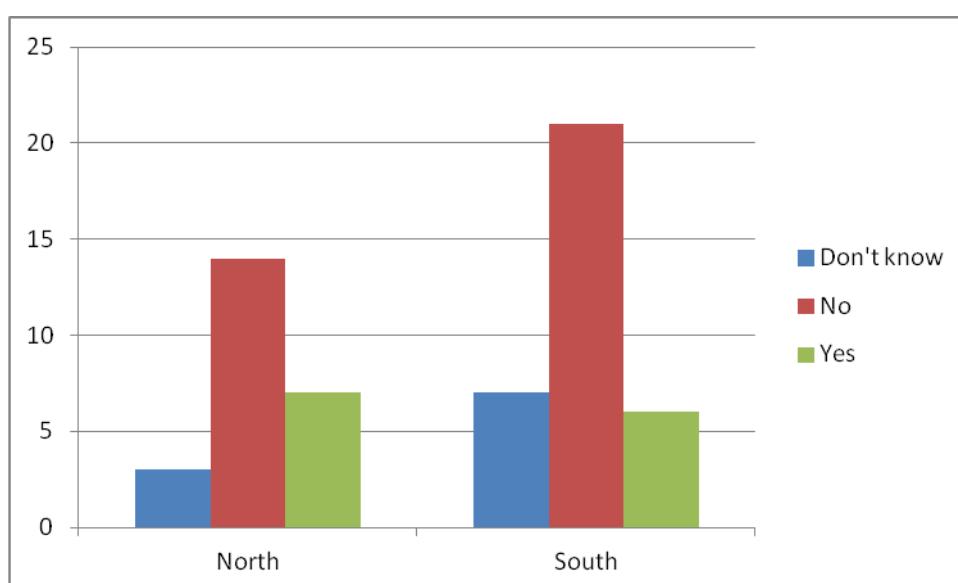
Q11 ownership of assets that fail to cover costs – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	0.0%	8.6%	3.4%	5.2%	17.2%
No	1.7%	3.4%	1.7%	1.7%	8.6%
Yes	3.4%	51.7%	3.4%	15.5%	74.1%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: Three quarters of authorities own any heritage assets which cannot cover their maintenance and management costs from their income (and 17% don't know!).
- N-S comparison: A small proportion of southern authorities have no problems of this sort.
- LA type comparison: A higher proportion of districts councils have identified this problem of other authority types.

**Question 12: If your authority occupies any heritage buildings, are you under pressure to move out of them on the assumption that other premises would be cheaper?**

<b>Q12 under pressure to move - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	3	7	10
No	14	21	35
Yes	7	6	13
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>

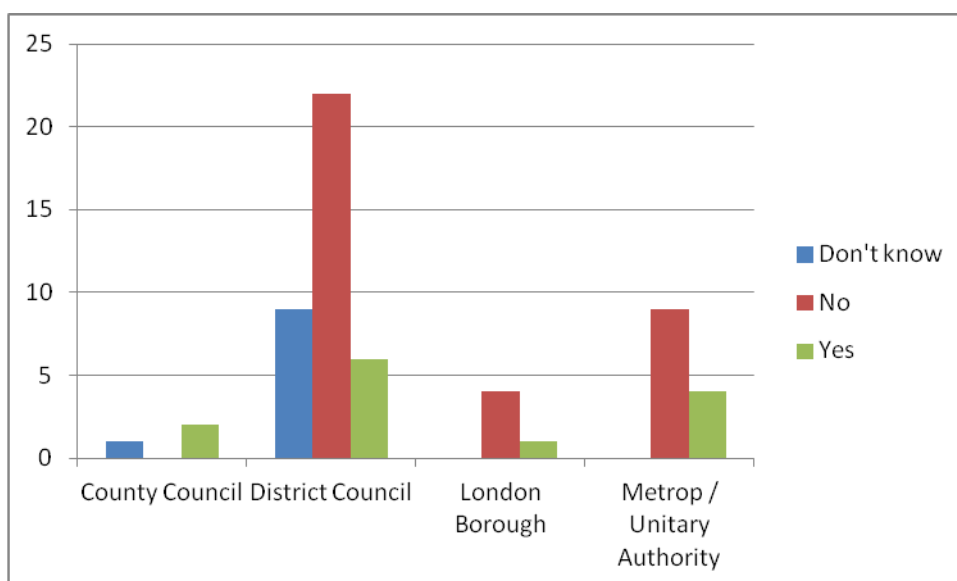


**Q12 under pressure to move - numeric**

<b>Q12 under pressure to move - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	5.2%	12.1%	17.2%
No	24.1%	36.2%	60.3%
Yes	12.1%	10.3%	22.4%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>



Q12 under pressure to move – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1	9	0	0	10
No	0	22	4	9	35
Yes	2	6	1	4	13
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q12 under pressure to move – by authority type - numeric**

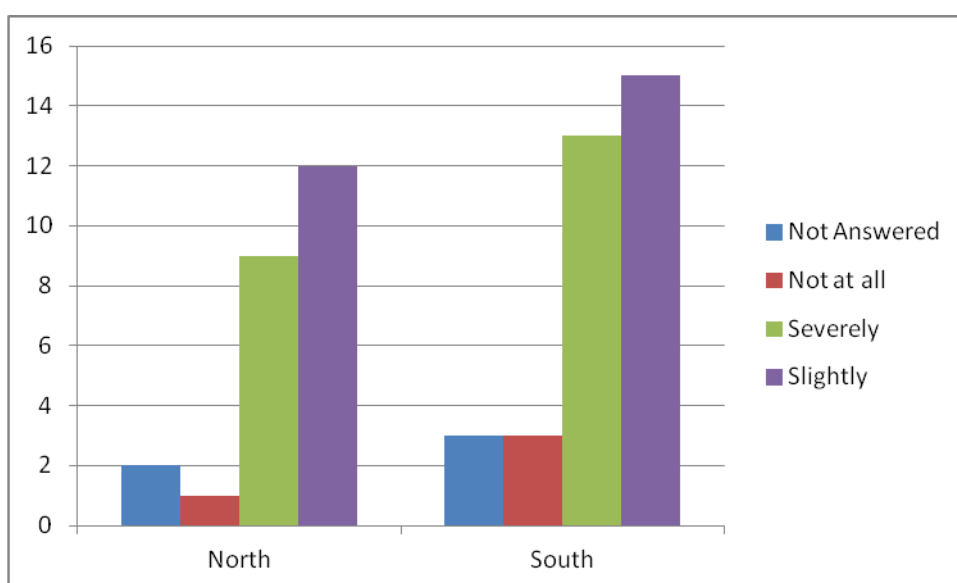
Q12 under pressure to move – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1.7%	15.5%	0.0%	0.0%	17.2%
No	0.0%	37.9%	6.9%	15.5%	60.3%
Yes	3.4%	10.3%	1.7%	6.9%	22.4%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: Almost a quarter of authorities are under such pressure.
- N-S comparison: It is seen as a greater problem in the north than the south.
- LA type comparison: Broadly similar picture, with a significant number of district councils that don't know.

**Question 13: Has your authority's ability to maintain heritage assets in good order been compromised by lack of adequate budgets: severely/slightly/not at all?**

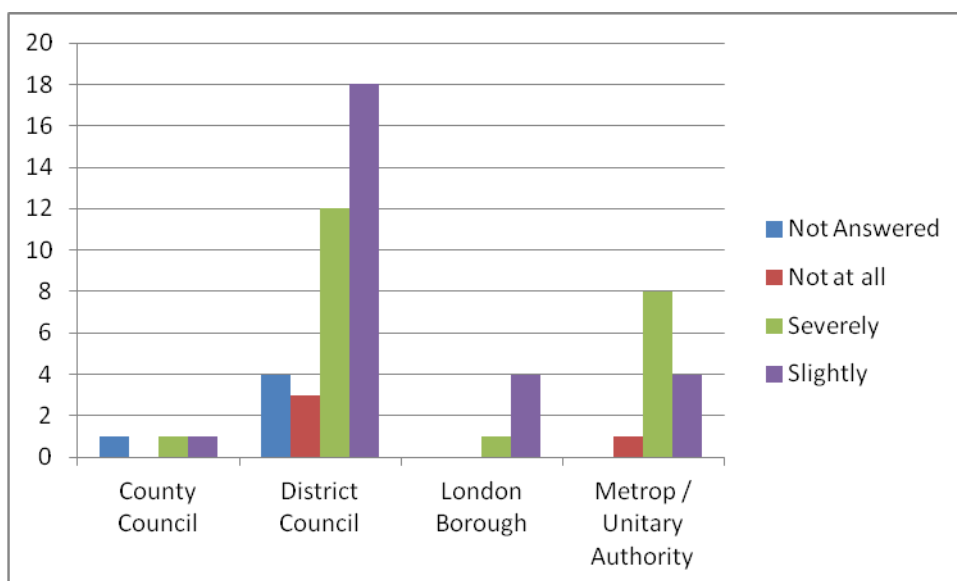
<b>Q13 budgets have been compromised - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Not Answered	2	3	5
Not at all	1	3	4
Severely	9	13	22
Slightly	12	15	27
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q13 budgets have been compromised - numeric**

<b>Q13 budgets have been compromised - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Not Answered	3.4%	5.2%	8.6%
Not at all	1.7%	5.2%	6.9%
Severely	15.5%	22.4%	37.9%
Slightly	20.7%	25.9%	46.6%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

<b>Q13 budgets have been compromised – by authority type - numeric</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Not Answered	1	4			5
Not at all		3		1	4
Severely	1	12	1	8	22
Slightly	1	18	4	4	27
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q13 budgets have been compromised – by authority type - numeric**

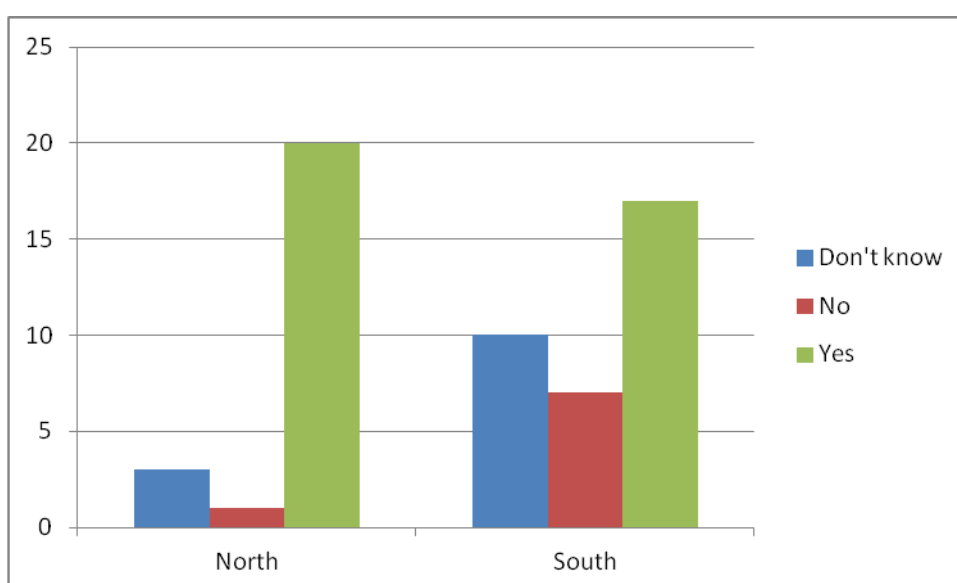
<b>Q13 budgets have been compromised – by authority type - percentages</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Not Answered	1.7%	6.9%	0.0%	0.0%	8.6%
Not at all	0.0%	5.2%	0.0%	1.7%	6.9%
Severely	1.7%	20.7%	1.7%	13.8%	37.9%
Slightly	1.7%	31.0%	6.9%	6.9%	46.6%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: Well over a third of authorities are severely compromised (38%). The majority (84%) are severely or slightly compromised.
- N-S comparison: Very little difference.
- LA type comparison: The situation is worse in the unitary councils than other authority types.

**Question 14: When heritage property which you own needs major investment, can the money be found?**

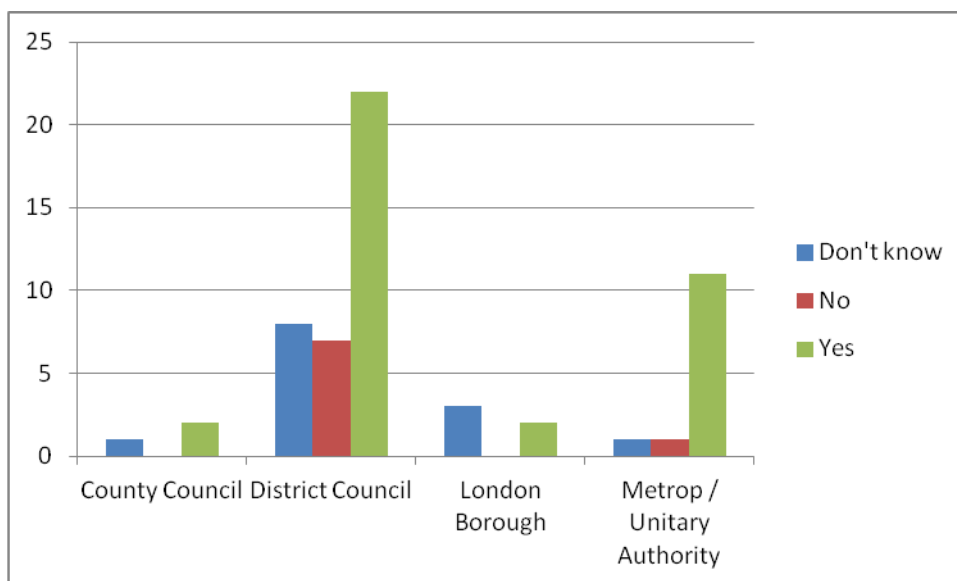
<b>Q14 money can be found for major investment - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	3	10	13
No	1	7	8
Yes	20	17	37
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q14 money can be found for major investment - numeric**

<b>Q14 money can be found for major investment - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	5.2%	17.2%	22.4%
No	1.7%	12.1%	13.8%
Yes	34.5%	29.3%	63.8%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q14 money can be found for major investment – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1	8	3	1	13
No		7		1	8
Yes	2	22	2	11	37
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



Q14 money can be found for major investment – by authority type - numeric

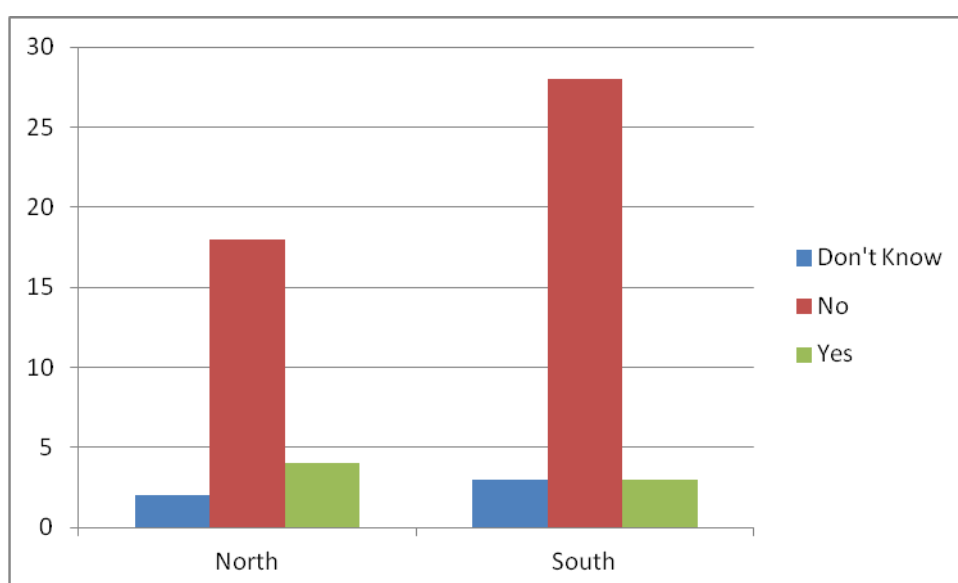
Q14 money can be found for major investment – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't know	1.7%	13.8%	5.2%	1.7%	22.4%
No	0.0%	12.1%	0.0%	1.7%	13.8%
Yes	3.4%	37.9%	3.4%	19.0%	63.8%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: Two thirds of authorities consider that money could be found in such circumstances.
- N-S comparison: A significant proportion of southern authorities are less confident that such monies could be found.
- LA type comparison: A significant proportion of district councils are less confident that such monies could be found.

**Question 16: Has your authority's policy in respect of maintenance of heritage assets changed in the last five years?**

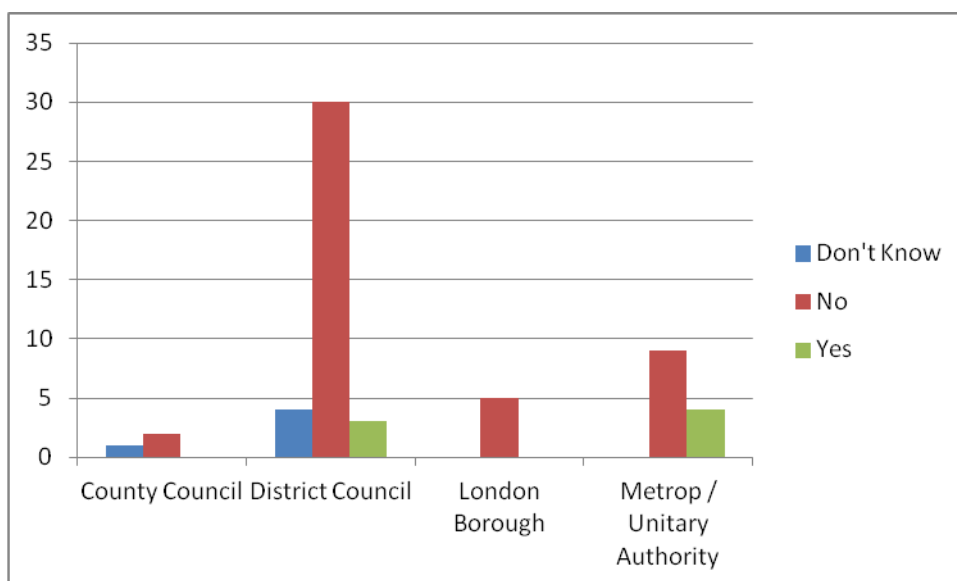
<b>Q16 policy has changed - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't Know	2	3	5
No	18	28	46
Yes	4	3	7
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>



**Q16 policy has changed - numeric**

<b>Q16 policy has changed - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't Know	3.4%	5.2%	8.6%
No	31.0%	48.3%	79.3%
Yes	6.9%	5.2%	12.1%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>

Q16 policy has changed – by authority type - numeric					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't Know	1	4			5
No	2	30	5	9	46
Yes		3		4	7
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q16 policy has changed – by authority type - numeric**

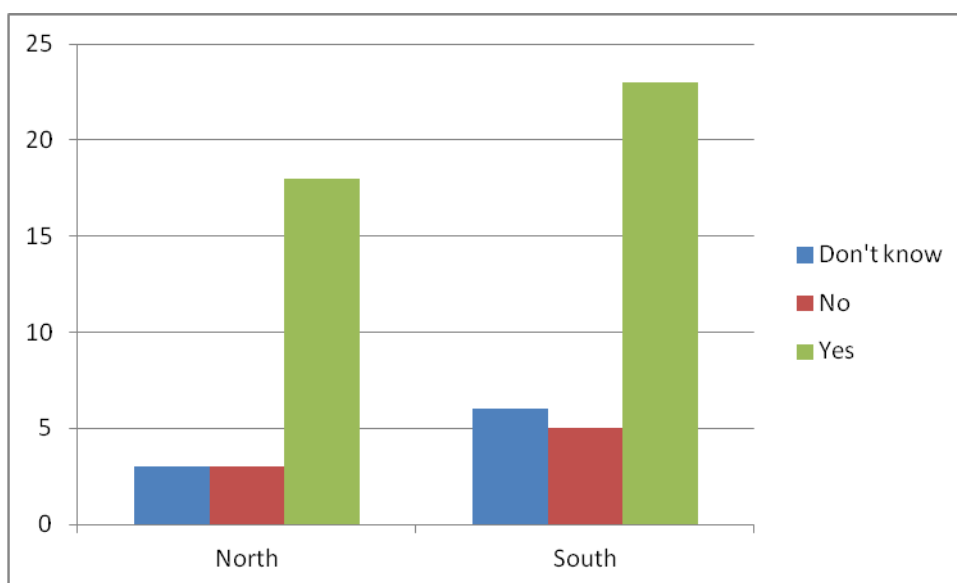
16 policy has changed – by authority type - percentages					
	County Council	District Council	London Borough	Metrop / Unitary	Grand Total
Don't Know	1.7%	6.9%	0.0%	0.0%	8.6%
No	3.4%	51.7%	8.6%	15.5%	79.3%
Yes	0.0%	5.2%	0.0%	6.9%	12.1%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: The great majority of authorities (80%) say no.
- N-S comparison: No significant difference.
- LA type comparison: The percentage is lower in the unitary authorities (69%).

**Question 17: Do you expect maintenance budgets to be at risk in the next five years?**

<b>Q17 maintenance budgets will be at risk - numeric</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	3	6	9
No	3	5	8
Yes	18	23	41
<b>Grand Total</b>	<b>24</b>	<b>34</b>	<b>58</b>

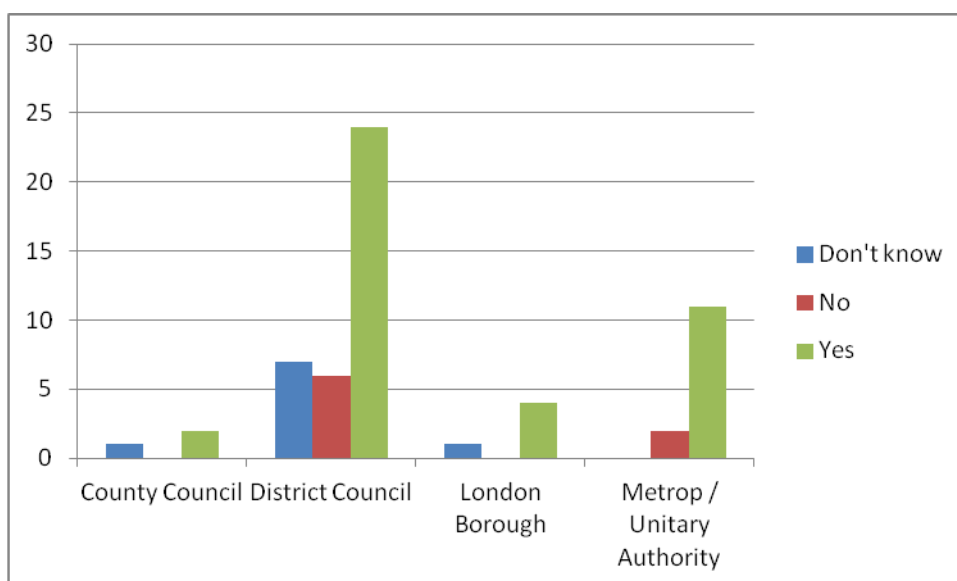


**Q17 maintenance budgets will be at risk - numeric**

<b>Q17 maintenance budgets will be at risk - percentages</b>			
	<b>North</b>	<b>South</b>	<b>Grand Total</b>
Don't know	5.2%	10.3%	15.5%
No	5.2%	8.6%	13.8%
Yes	31.0%	39.7%	70.7%
<b>Grand Total</b>	<b>41.4%</b>	<b>58.6%</b>	<b>100.0%</b>



<b>Q17 maintenance budgets will be at risk – by authority type - numeric</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Don't know	1	7	1		9
No		6		2	8
Yes	2	24	4	11	41
<b>Grand Total</b>	<b>3</b>	<b>37</b>	<b>5</b>	<b>13</b>	<b>58</b>



**Q17 maintenance budgets will be at risk – by authority type – numeric**

<b>Q17 maintenance budgets will be at risk – by authority type - percentages</b>					
	<b>County Council</b>	<b>District Council</b>	<b>London Borough</b>	<b>Metrop / Unitary</b>	<b>Grand Total</b>
Don't know	1.7%	12.1%	1.7%	0.0%	15.5%
No	0.0%	10.3%	0.0%	3.4%	13.8%
Yes	3.4%	41.4%	6.9%	19.0%	70.7%
<b>Grand Total</b>	<b>5.2%</b>	<b>63.8%</b>	<b>8.6%</b>	<b>22.4%</b>	<b>100.0%</b>

#### Key points

- General: Most authority's (71%) expect budgets to be at risk.
- N-S comparison: Similar picture
- LA type comparison: Similar picture.