



Risky Business?

Investing in Heritage at Risk



LICHFIELDS

WELCOME
To my home
DEPEFord
Love
Little
Nan
xxx

Food
Specials



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1 4 Market Yard

Plain Bear 

WIN & RUBY

for 50%!
Sale
come here - look here!

Executive Summary

Ten case-studies from across London show how investment in heritage assets at risk can deliver an unrivalled richness of regeneration outcome, from economic and employment outputs to community engagement and education. The inference is clear: tackling Heritage at Risk in London pays dividends. It supports social and economic inclusivity and brings the best out of existing places. It delivers Good Growth.

Although planning positively for the conservation and enjoyment of assets most at risk is a national policy requirement (National Planning Policy Framework (NPPF) paragraph 126), the absence of data demonstrating the regeneration impact of individual projects means that the value of heritage may not be fully appreciated.

Since 2008 Heritage at Risk has emerged as a key tool for prioritising conservation investment and galvanising regeneration agents into action. Removal of assets from the Heritage at Risk Register is a Key Performance Indicator within the London Plan.

The purpose of this report is to quantify the environmental, social and economic impacts that investment into Heritage at Risk can deliver.

Ten case studies were chosen to provide a cross-sectional sample of recent Heritage at Risk projects across London which would represent diversity of location, asset type, owner, and funding or statutory solution. Metrics were gathered from available project evaluations, supplemented with interviews, and Lichfields' Evaluate tool was applied to identify and extrapolate key local impacts.

The case studies show that investing into heritage assets at risk remains a challenge due to the lengthy return cycles and lower initial rates of return, often combined

with the need for sustained action over a long period of time. However, once assets have been repaired and brought back into use they can deliver an unrivalled richness of regeneration outcome – Good Growth - both from economic and employment outputs, but also in terms of community education and engagement. The results show a considerable overlap between Heritage at Risk and the areas of greatest deprivation within England. The inference is clear; tackling Heritage at Risk in London has the potential to pay a social dividend. Focussing heritage-led regeneration on those sites most at risk is likely to target the areas and communities in greatest need.

A review of Local and London Plan policies found that investment into Heritage at Risk is under represented as a planning policy objective. This means that the national requirement to plan for the conservation of assets most at risk is not being followed up at a local level, nor does policy support align with the heritage sector's priority cases. This deficiency could be addressed through a dedicated policy in the forthcoming London Plan, and a requirement that Local Plan policies proactively target Heritage at Risk at all scales of plan making.



Introduction

Heritage at Risk was established in 1991 when Historic England's (formerly English Heritage's) London office pioneered the first survey of all listed buildings in the Capital. A national buildings at risk strategy followed in 1998, and the publication of a register covering both Grade I and II* listed buildings (and Grade II in London) and scheduled monuments. Registered parks, battlefields and protected wrecks were added from 2008 and conservation areas in 2009, and the register now covers all asset types.

Since then the annual registers have proved to be an effective tool for promoting the repair and conservation of assets, by raising awareness of their condition, helping to target funding towards priority cases and galvanising various regeneration agents into action. Heritage at Risk is also a Key Performance Indicator within the London Plan and several London Boroughs' Local Plans.

The benefits of heritage-led regeneration are widely acknowledged, both by policy-makers and members of the public, and London now showcases powerful examples of 'constructive conservation', from central London transport hubs such as King's Cross, to markets such as Spitalfields and public parks such as Clissold Park in Hackney and Victoria Park in Tower Hamlets.

Yet conserving historic buildings and sites remains a challenge. Even in the Capital, where land values help mitigate against conservation deficits, there are currently over 600 assets on the Heritage at Risk Register. Sites can be problematic for a variety of reasons, but a key barrier to investment is that the long-term returns of conservation and heritage-led regeneration can be less visible or immediately tangible compared with short-term economic gains of new development. Return cycles expected, for example, by owners or developers, can act as a disincentive to long-term investment particularly where there are significant upfront costs and investors may have to accept a lower initial rate of return.

At the same time, investment in Heritage at Risk can deliver a range of economic, social and environmental benefits. The purpose of this study is to quantify these outcomes via 10 case studies within London. The case studies have been chosen to illustrate the diversity of successful Heritage at Risk projects, in terms of location, asset type, ownership and regeneration solution.

The methodology draws on key metrics to estimate social, environmental and economic impacts of each project, and is intended to provide a potential framework for future project evaluations, including locations outside of London. The findings are then used to draw summary conclusions regarding the challenges and benefits of investing in Heritage at Risk and to identify lessons for stakeholders across the sector.

The final section reviews existing Local Plan policy support for investment in Heritage at Risk within the context of the requirement in paragraph 126 of the National Planning Policy Framework that Local Authorities should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk.

The report is structured as follows:

- Section 2 describes the 10 case studies and their regeneration impacts.
- Section 3 draws key findings in terms of investment in Heritage at Risk, and identifies lessons and recommendations for future evaluation.
- Appendices 1 and 2 describe the research and evaluation methods which were applied.

It should be noted that several of the projects were delivered before the English Heritage Trust was established (in March 2015). References within the case study descriptions to *English Heritage* refer to the body that is now Historic England.

Case Studies

In accordance with the project brief, the 10 case studies were chosen to illustrate diversity of context, action and outcome in tackling Heritage at Risk.





Gunnersbury Large Mansion, Hounslow © Jim Linwood

	Project	Uses	Borough	Year taken off register	Ownership	Finance
1	Deptford Railway Ramp		Lewisham	2017	Private – bought from Council	Private
2	Gunnersbury Park		Ealing	Not yet removed	Public	Heritage Lottery Fund, Sport England, Historic England, Ealing and Hounslow Councils
3	Poplar Baths	 	Tower Hamlets	2016	Public	Public – private
4	No. 549 Lordship Lane 'The Concrete House'		Southwark	2013	Public - CPO	English Heritage, Southwark Empty Homes Grant, Pilgrim Trust, Heritage of London Trust Operations Ltd, Hexagon Housing Association, Architectural Heritage Fund
5	Valentines Mansion	 	Redbridge	2009	Public	Heritage Lottery Fund, Redbridge Council
6	Wilton's Music Hall		Tower Hamlets	2016	Private	Heritage Lottery Fund, Private Donations
7	Eltham Orangery		Greenwich	2014	Private	Private, Historic England
8	The Ivy House	 	Southwark	N/A	Co-operative	Architectural Heritage Fund, Social Investment Business Group, Community Share Sale
9	St Mary of Eton	 	Hackney	2015	Church of England	Private
10	Acton Town Centre		Ealing	Not yet removed	Private	Private; Ealing Council; Historic England

Uses



Conservation



Commercial



Residential



Leisure



Park



Community

The Regeneration Context

To understand the regeneration context for the 10 case studies the 2015 Indices of Multiple Deprivation rankings were mapped (see Figure 2 below).

Indices of Multiple Deprivation (IMD), 2015 - IMD Rank % (shown at LSOA):



Source: Department for Communities and Local Government, Indices of Deprivation 2015

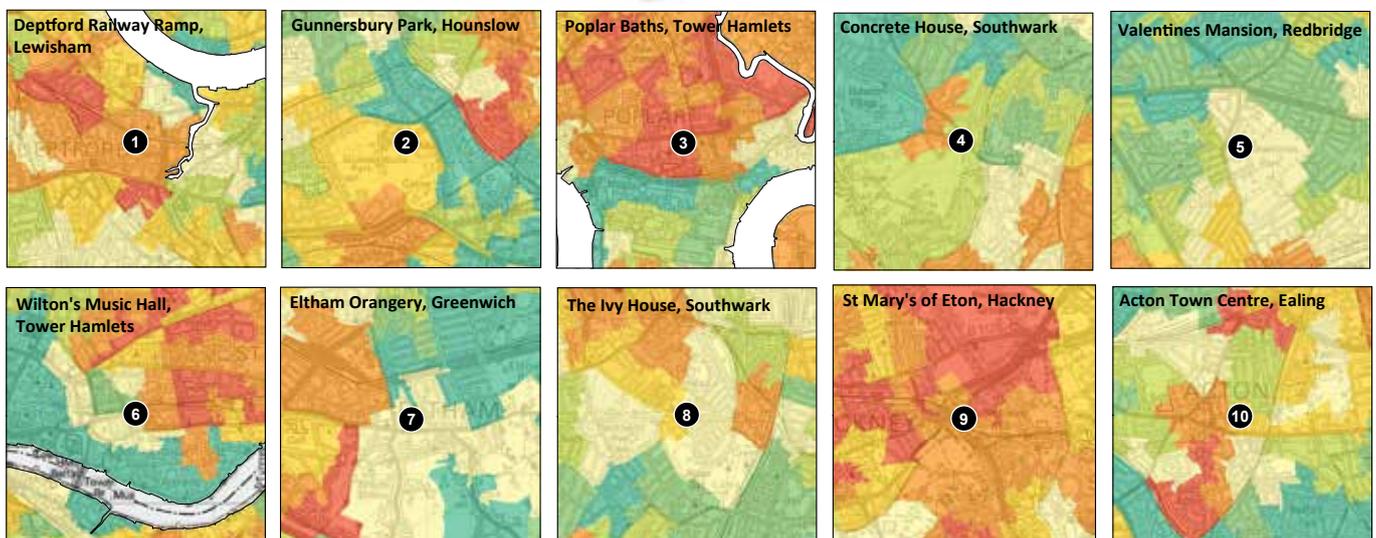
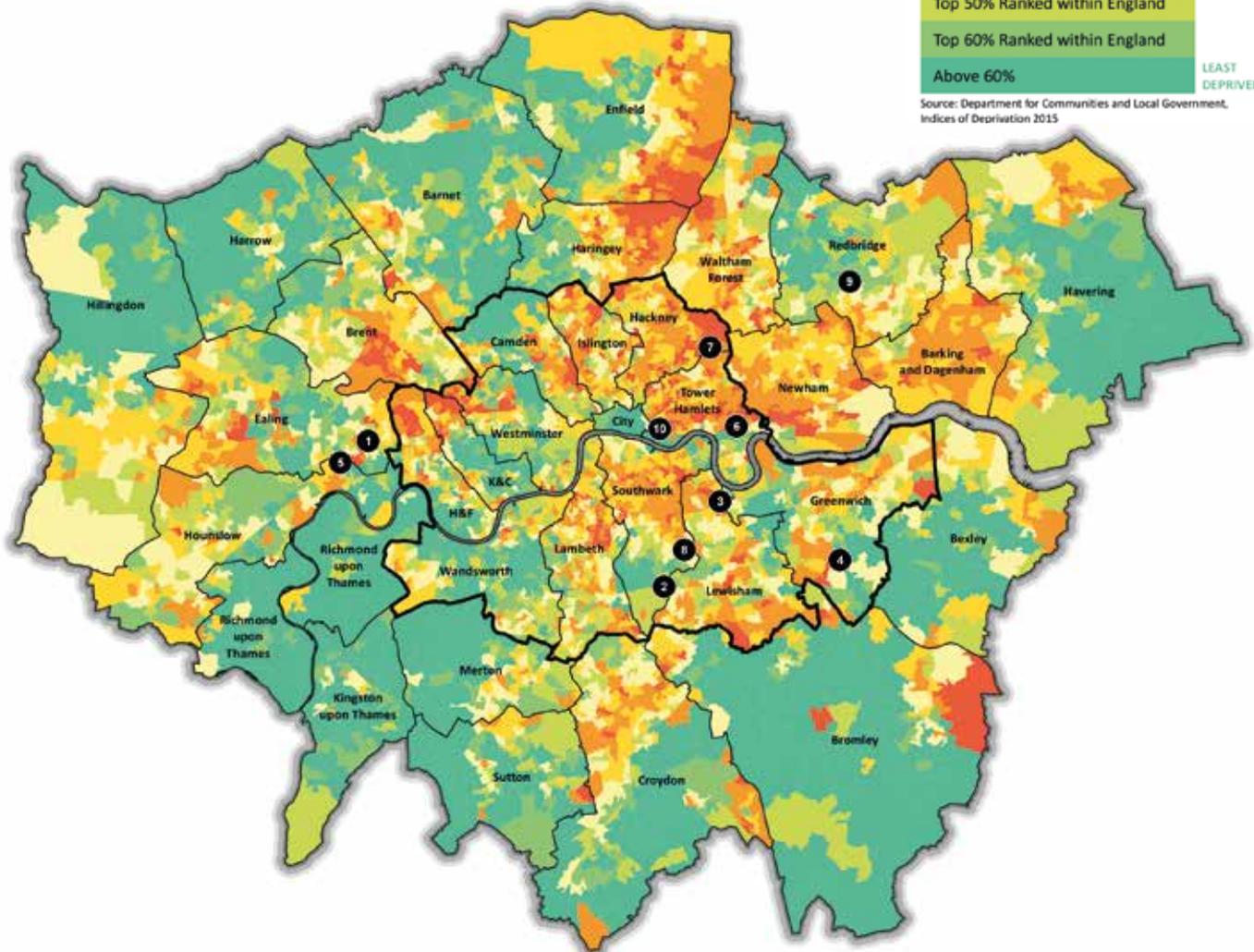
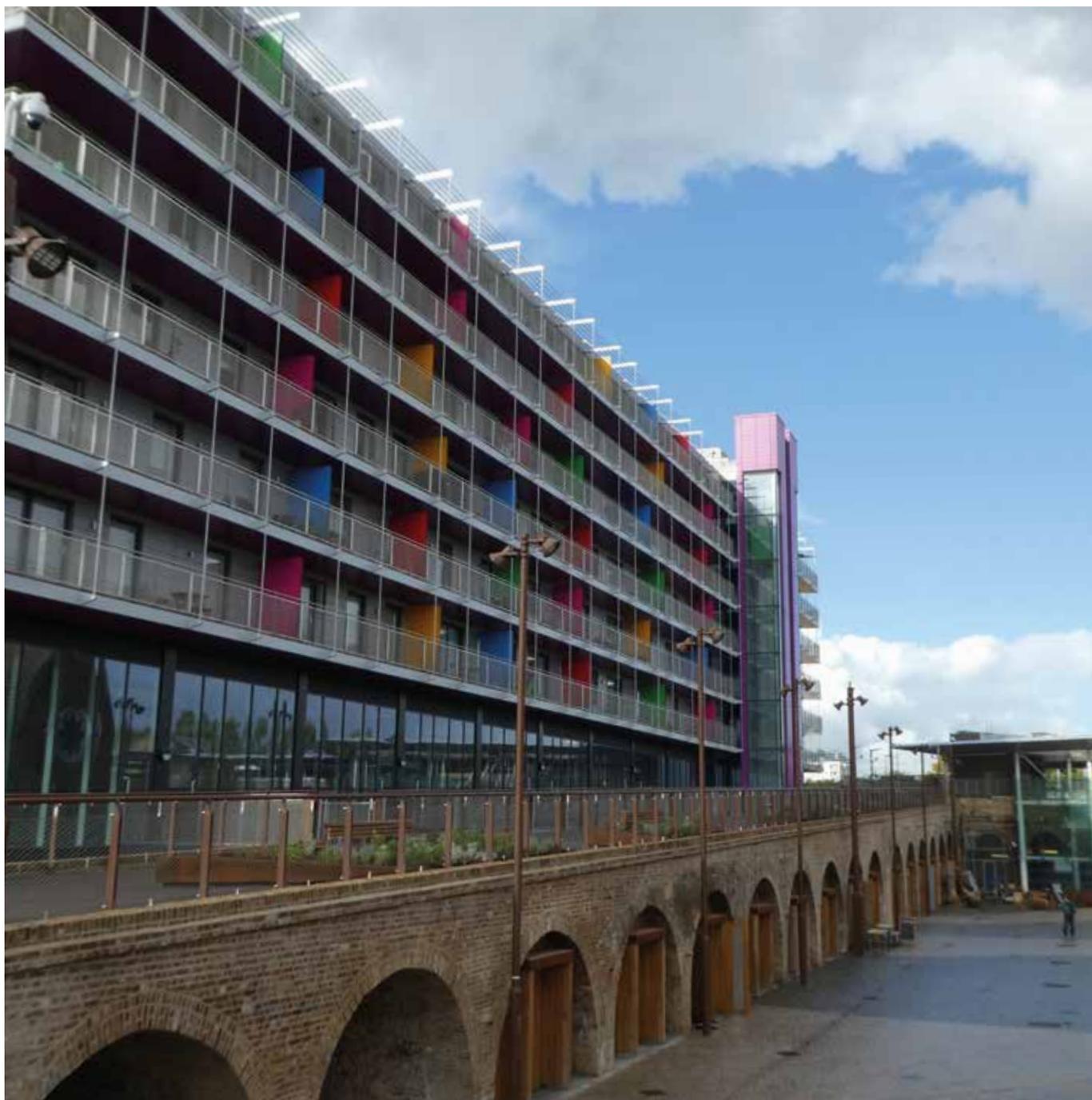


Figure 2: Indices of Multiple Deprivation (IMP) 2015

The 10 Heritage at Risk projects in this study predominantly fall in relatively more deprived neighbourhoods. Using the Index of Multiple Deprivation (IMD), we found that half of the projects fall within the most deprived 30% of lower super output areas (LSOAs or neighbourhoods) in the country. On an individual project basis, Poplar Baths Leisure Centre falls within the most deprived 10% of all LSOAs in the country, while both the Deptford Railway Ramp and St Mary of Eton

are found in neighbourhoods that are within the most deprived 20% of LSOAs.

This will be important for policy makers when considering the role of heritage assets both in their own right but also within the context of their locality and potential for regeneration.



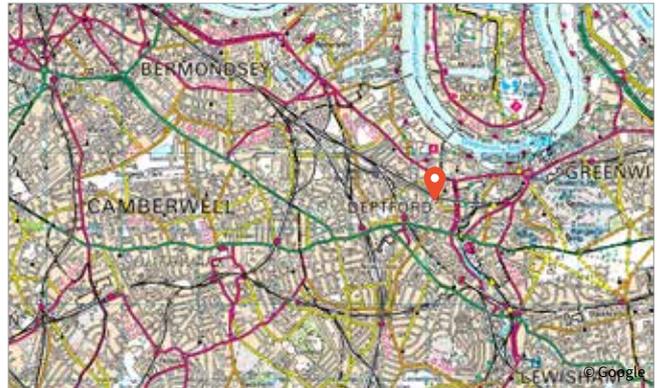
Deptford Railway Ramp, Lewisham © Deptford Market Yard

1. Deptford Railway Ramp

The recent restoration of a Grade II listed carriage ramp is transforming a once run-down part of Deptford, providing space for housing, commercial units and a new market, while repairing a structure at risk. The project has attracted widespread attention and was the winner of the 'Best Heritage Project' in London at the 2017 London Planning Awards.

First listed on the Heritage at Risk Register in 1997, the ramp is one of the oldest surviving railway structures in London. It comprises a series of brick arches and was built in 1832 as a means of conveying rolling stock to and from track level. By 2011 the ramp had become overgrown, underused, and required substantial repair.

In 2012 U+I Group redeveloped the site centred on the carriage ramp and its 14 railway arches, to create an open and attractive market yard. The site is now a new home for independent shops, cafés, restaurants, and local gyms. The project delivered 132 new homes in a central and sustainable location adjacent to Deptford Station and, in total, an estimated £49million in economic growth will be delivered in its first 10 years. The project is helping support the wider regeneration of Deptford by establishing a critical mass of leisure activity on Deptford High Street.



Location of Deptford Railway Ramp

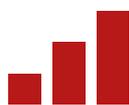
Asset type	Residential and Commercial
Borough	Lewisham
Grade	II
Year taken off register	2017
Finance	Private
Ownership	Private – Bought from Council
Developer	U+I Group PLC
Architect	Ash Sakula Architects, Pollard Thomas Architects, Farrer Huxley Associates

Key Impacts



88 Direct Jobs

25 other local jobs supported



£8.5m p.a.

p.a. economic output (GVA)



£3.4m p.a.

p.a. resident expenditure



£0.2m p.a.

p.a. council tax



Deptford Railway Ramp, Lewisham

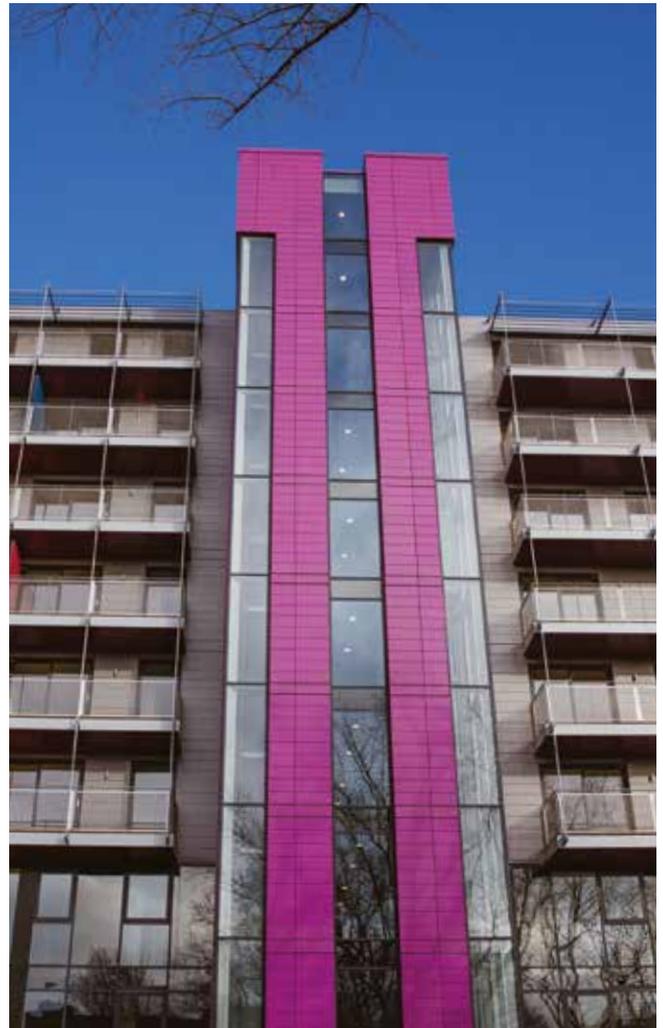
© Deptford Market Yard



Glimpsing this locality's history can provide inspiration for its future potential and connection. It can help us to harness the special and unique qualities of a particular place.



Richard Upton,
Deputy Chief Executive, U+I Group PLC



New residential development, Lewisham

© Deptford Market Yard



© Deptford Market Yard



© Deptford Market Yard

2. Gunnersbury Park

Gunnersbury Park is a Grade II* registered park located in West London. The centrepiece is the Grade II* listed Large Mansion, which was built at the turn of the 19th century, but the park also contains 21 other listed buildings and structures. The park was first opened to the public in 1926.

Despite the endeavours of Ealing and Hounslow Councils, due to costly maintenance the park declined and many of its listed structures were at risk. The Large Mansion, which has housed a museum since 1929, was leaking and in a generally poor and deteriorating state of repair. Both Councils recognised the opportunity the park presented and began pooling funding from Historic England, the Heritage Lottery Fund and other grant funders in 2014.

The park is now witnessing comprehensive refurbishment. Its on-going restoration has made the park a source of civic pride, forming a newly rejuvenated centre of sport, leisure and learning in west London. It is expected that the restoration will attract a further 400,000 visitors, double the number of school children visiting (from 11,400 to 24,000), and provide an income of over £1.2 million per year. A new sports centre, being developed in conjunction with "various sports governing bodies and local teams", will deliver new and improved changing rooms, sports halls, multi-use spaces and outdoor gyms for the benefit of the community, and together the rejuvenated museum, new café and sports facilities will generate 87 direct jobs. Funding from Historic England and the HLF has helped establish a successful cross-boundary partnership between two Local Authorities to deliver new services for the local community.



Location of Gunnersbury Park

Asset type	Park
Borough	Hounslow, Ealing
Grade	II*
Year taken off register	Not yet removed
Finance	Heritage Lottery Fund, Sport England, Historic England, Ealing and Hounslow Councils
Ownership	Public
Developer	London Boroughs of Hounslow and Ealing
Architect	Rodney Meville & Partners and AFPS+P Architects

Key Impacts

 **87 Direct Jobs**
33 other local jobs supported

 **£5.0m**
p.a. economic output (GVA)

 **1m**
p.a. park visitors

 **£1.2m**
p.a. revenue



Small mansion

© Historic England



Large mansion front

© Historic England



Terraces nearing completion

© Historic England



Large mansion rear

© Historic England



Once complete, the Gunnersbury restoration will not only have safeguarded and enhanced one of west London's treasures, but sensitively provided first-class facilities for the local community in this stunning setting.



Cllr. Julian Bell, Leader of Ealing Council

3. Poplar Baths

Originally built to provide washing facilities for the East End’s poor, the Art Deco Poplar Baths in Tower Hamlets has undergone a recent transformation to once again provide for its community. The current building was designed by Harley Heckford and constructed in 1933 to replace a Victorian bath house which dated to 1852. The baths were shut in 1986 and left derelict for 22 years. During this time the building was listed and, due to its continuing decline, added to the Heritage at Risk Register.

A public-private funding partnership has redeveloped the baths, bringing them back into use. The facilities were modernised with a 25m swimming pool, a new gym and a rooftop 3G pitch. Much of the internal layout and historic fabric was saved or repaired and the exterior was landscaped and made both a safer and more inviting environment, with 87 bike parking spaces. A new café was opened and in total the café and sports facilities have created over 100 jobs.

Garages to the rear of the baths have been demolished and in their place 60 social homes have been developed. The public-private partnership had a wider scope than just the baths and this enabled the redevelopment of the Dame Colet youth centre, delivering a further 40 social housing units in the borough. While saving a heritage asset at risk this public-private partnership has delivered on the Borough’s strategic planning objectives in optimising use of the land, constructing 100 social homes and creating a new community hub.



Location of Poplar Baths

Asset type	Leisure and Residential
Borough	Tower Hamlets
Grade	II
Year taken off register	2016
Finance	Public-private
Ownership	Public
Developer	London Borough of Tower Hamlets, Guildmore
Architect	Pringle Richards Sharratt

Key Impacts

 **100 Direct Jobs**
29 other local jobs supported

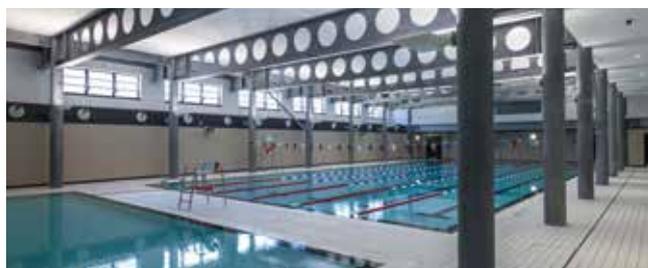
 **£6.6m**
p.a. economic output (GVA)

 **£1.6m**
p.a. resident expenditure

 **£0.1m**
p.a. council tax



Poplar Baths front entrance, Tower Hamlets © Historic England



Poplar Baths Pool, Tower Hamlets © Historic England



Poplar Baths Sports Hall, Tower Hamlets © Historic England



Poplar Baths signage, Tower Hamlets © Historic England



I am thrilled that such a prestigious building has been brought back into use and will benefit the local community by providing a first class swimming pool and sports activities. Many people have memories of using the baths and are pleased to see it back in use for new generations to enjoy.

John Biggs, Mayor of Tower Hamlets



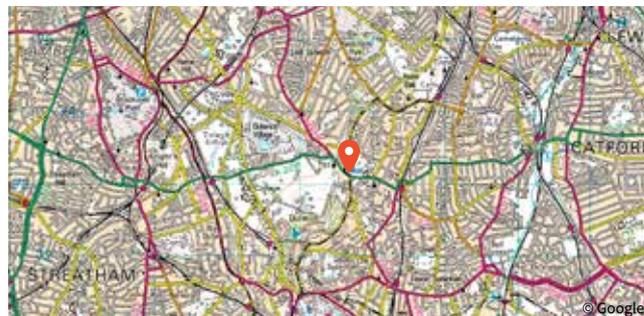
4. No. 549 Lordship Lane 'The Concrete House'

No. 549 Lordship Lane, 'The Concrete House', a gothic-style villa, is a rare and early example of a house built in 1873 using Drake's cutting edge patent 'Concrete Builder'. It was left vacant over a period of 20 years between the 1970s and 1990s, as a result of which the villa's structural integrity significantly deteriorated. The building was in a dire state of disrepair: the house was a ruined shell; the walls were cracked and half of the roof had collapsed. This 'at risk' building was spot listed Grade II in 1994 following an application for its demolition, initiating a long campaign to save the building.

The original owner of the property was unresponsive to dangerous structure notices served by the Council, and was unwilling to repair the building, forcing the Council to pursue statutory action. In 2009 Southwark Council were in a position to serve a Compulsory Purchase Order to save the building and by 2010 the purchase was confirmed.

Heritage of London Trust Operations Ltd (HOLTOps) pooled funding from a range of sources, including the Architectural Heritage Fund and Historic England to secure and finally restore the villa. HOLTOps trust was well-placed to pool funds using its charitable status.

A successful partnership between Southwark Council, Hexagon Housing Association, HOLTOps, and various other groups led to the conversion of this rare and historically significant villa into five shared-ownership flats. This was a true labour of love for those involved. The building won a RICS award in the conservation category in the London Region in 2014 and is now a local source of pride. Upon completion 300 visitors attended its open house weekend in 2013. The project has been the subject of conservation articles and talks, and the restoration research uncovered new findings about The Stone House, Stapleford, also built using Drake's apparatus. This example clearly illustrates how investment in Heritage at Risk can deliver localised social benefits, revitalising vacant sites to provide much needed affordable homes.



Location of the Concrete House

Asset type	Residential
Borough	Southwark
Grade	II
Year taken off register	2013
Finance	English Heritage, Southwark Empty Homes Grant, Pilgrim Trust, HOLTOps, Hexagon Housing Association, Architectural Heritage Fund
Ownership	Hexagon Housing Association
Developer	London Borough of Southwark
Architect	The Regeneration Practice

Key Impacts



£0.1m

p.a. resident expenditure



1 Local Job

supported



£36,000

new homes bonus



5 New Homes



£6,000

p.a. council tax



Existing view of the Concrete House

© Robin Forster



House details



© Robin Forster



House details

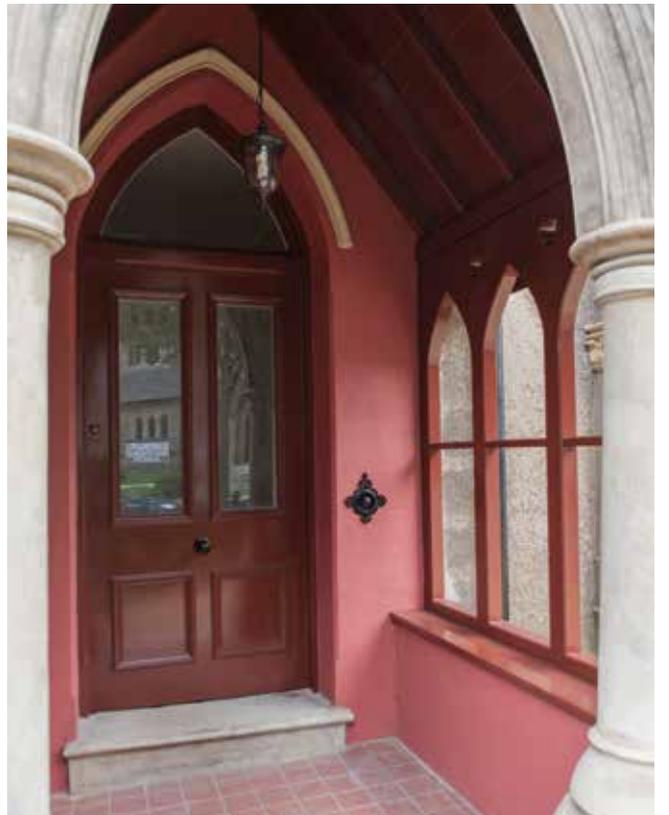
© Robin Forster



The huge attendance at Open House will have shifted perceptions about the area



Paul Latham
Director, The Regeneration Practice



Porch of the Concrete House

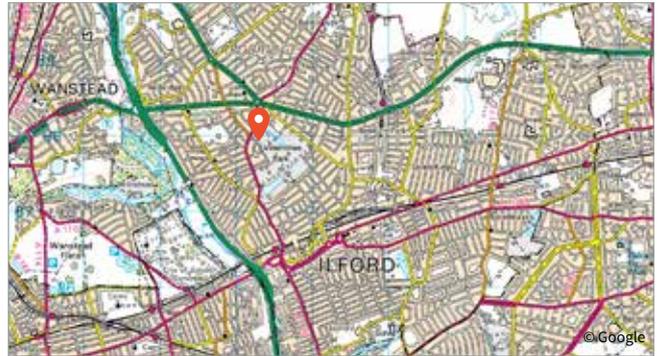
© Robin Forster

5. Valentine's Mansion

The Grade II* Valentine's Mansion, a late 17th century house remodelled in 1754 which stands within Valentine's Grade II registered park, has undergone an extensive programme of refurbishment and repair to save its historic fabric. The mansion and its park were acquired in stages between 1899 and 1912 by Ilford Urban District Council and has remained in public use ever since. The mansion was used as municipal offices until 1994 when the mansion was vacated and fell into disrepair, only being used occasionally for a number of cultural events during the year.

Redbridge Council was awarded a £3million Heritage Lottery Fund grant in 2005 to enable major improvements to both the mansion and the park. A steering group of representatives from English Heritage, Redbridge Council and the Friends of Valentine's Mansion produced a conservation plan to help drive the project forward. Following extensive repair works, the mansion re-opened on Valentine's Day in 2009 and the house is now used as an educational, office and exhibition space.

The former dairy also houses a register office with a museum, and weddings are held in the mansion year round. The mansion is run by a local charitable trust on behalf of the Council, who use the space to host a range of dinners, craft workshops, children's events, and fêtes for the community.



Location of Valentine's Mansion

Asset type	Park and Commercial
Borough	Redbridge
Grade	II*
Year taken off register	2009
Finance	Heritage Lottery Fund, London Borough of Redbridge
Ownership	Public
Developer	London Borough of Redbridge
Architect	Richard Griffiths Architects

Key Impacts



5 Direct Jobs

1 other local job supported



£0.3m

p.a. economic output (GVA)



19,000

Visitors p.a.



Valentine's Mansion, Redbridge

© Historic England



Valentine's Mansion, Redbridge



Valentine's Mansion is now a multi-functional venue for weddings, events, exhibitions and education. Its park is also treasured by local people as an oasis of calm in Ilford's busy town centre.



Cllr. Jas Athwal,
Leader of the Redbridge Labour Group



Valentine's Mansion, Redbridge



Garden gate, Valentine's Gardens, Redbridge

6. Wilton's Music Hall

Formerly known as the Albion Saloon and Prince of Denmark, Wilton's Music Hall is the oldest surviving music hall in the world. Following a £4.5million conservation and repair project, it has recently been reopened by the Prince of Wales and Duchess of Cornwall, 157 years after the Saloon first opened in 1859.

In 1888 the hall was bought by the East London Methodist Mission and used as a soup kitchen feeding thousands of dockers' families with the mission remaining active for c.70 years. As residents left the East End after the Second World War the mission was shut, and in the 1960s the Council drew up plans to demolish the building as part of slum clearance. A campaign managed to save the building but it was left vacant until 1997.

Once doors reopened a long project began to slowly regenerate the derelict hall. Well over a decade later, in 2012, through donations from the 'SITA Trust', the Foundation for Sport and the Arts, and various other sources of investment, over £1 million was raised to carry out repairs to the auditorium. In 2013 the managing committee were successful in securing further funding from the Heritage Lottery Fund and in 2015 the building was made structurally sound for the first time in over half a century. The first pantomime sold out all 8,500 tickets, and since its reopening the hall has been visited by thousands of school children.

The 2016 HLF Evaluation Report lists a wealth of educational outputs, including: a total of 450 volunteer days, a 12-month Heritage Participation internship; 60 children given behind-the-scenes tours; 2 x 3 week Building Crafts placements; 67 SPAB heritage building conservation participations; three community heritage weekends attended by 6,000 people; 80 guided tours (to 600 people over a three year period).

This multi award winning repair and conservation scheme has brought a key historic and cultural venue back from the brink of permanent loss and it now provides jobs, entertainment and education to the community as an East End cultural and creative destination.



Location of Wilton's Music Hall

Asset type	Leisure
Borough	Tower Hamlets
Grade	II*
Year taken off register	2016
Finance	Heritage Lottery Fund, Private Donations
Ownership	Private
Developer	Wilton's Music Hall Trust
Architect	Tim Ronalds Architects

Key Impacts

 **29 Direct Jobs**
8 other local jobs supported

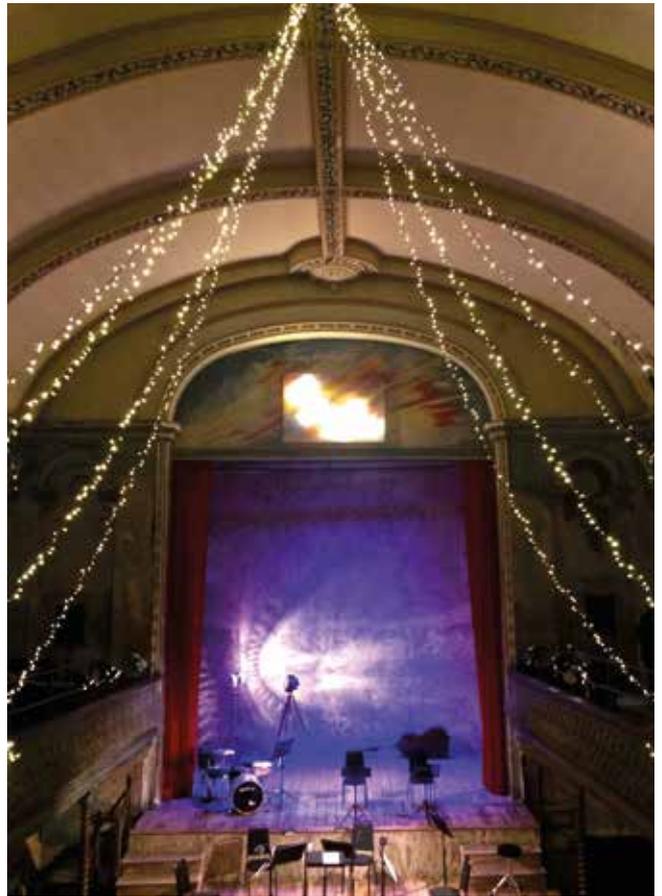
 **£1.2m**
p.a. economic output (GVA)

 **33,000**
p.a. community visitors

 **£1.3m**
revenue



Wilton's Music Hall interior, Tower Hamlets © Sebastian Iglesias



Wilton's Music Hall interior © Herry Lawford



Wilton's Music Hall exterior, Tower Hamlets © Paul Hudson



We are returning Wilton's to the melting pot which is 'music hall' with all these diverse people...a community, a hub



Comment made at project evaluation Reflective Workshop [Quoted in Final Project Evaluation Report, 2016]



© James Petts

7. Eltham Orangery

After many years of vacancy the Grade II* Eltham Orangery re-opened in 2013 as an attractive new business studio space.

The orangery dates back to the early 18th Century and was once an ancillary landscape structure to the now demolished Eltham House. The original mansion was cleared in the mid 20th century to make way for suburban development, leaving the Orangery isolated within an urban setting. Although listed in 1954, it was left vacant and became increasingly vulnerable as the former residential gardens north of Eltham High Street were converted to commercial use and then car parking during the later 20th century. It suffered continued vandalism as well as fire damage, and in 2000 the west wall collapsed. With grant aid from English Heritage restoration work on the building commenced shortly after, led by Freeman Historic Properties. Original features were restored, including brick-by-brick repairs and the reinstatement of a new slate roof and Portland Stone balustrade. The restoration in itself received a commendation in 2004 from the Georgian Group’s Architectural Awards for the Restoration of a Georgian Building in an Urban Setting.

Once the building had been restored the Greenwich Enterprise Board (GEB), a not-for-profit regeneration company, purchased the building in 2007 and set about creating a new modern business suite, with the kitchen and services accommodated in a new structure sensitively joined to the west elevation via a single storey glazed link. GEB chose to invest in the Orangery in the belief that its redevelopment would act as a catalyst for further development in the area. Careful attention was paid to the architectural detailing of the 518 sqm extension to ensure that it remained respectful of the Orangery. The Orangery was itself substantially refurbished as part of the new-build works. The extension now accommodates seven small and medium start-up businesses, employing about twenty people. By embracing this small but important building, GEB has created a unique and unusually attractive business centre that would not have been possible with a new-build scheme.



Location of Eltham Orangery

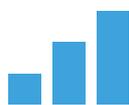
Asset type	Commercial
Borough	Greenwich
Grade	II*
Year taken off register	2014
Finance	Private, Historic England
Ownership	Private
Developer	Greenwich Enterprise Board
Architect	Caroe & Partners Architects

Key Impacts



14 Direct Jobs

4 other local jobs supported



£1.4m

p.a. economic output (GVA)



Orangery Studios, Eltham

© GEB



Orangery Studios, Eltham interior

© GEB



Orangery Studios, Eltham facade detail

© GEB



The perseverance and willingness of GEB to take a long-term commercial view has led to the preservation of this historic building and a desirable, employment-generating use on a difficult site.



Michael Finlay,
Director, The Greenwich Development Corporation Ltd.

8. The Ivy House

The Ivy House pub in Nunhead has been saved by its community and is now considered by The Times as one of Britain's 20 coolest pubs. Originally built by Truman's brewery to designs by AE Sewell, the pub's distinctive interior is in the 1930s neo-Georgian style. The pub operated two bars, a live music venue and residential accommodation before its sudden closure when the owner decided to sell the property for conversion to residential use. A Grade II listing was pending on the building and a community campaign was swift in bringing the pub's heritage value to the attention of Southwark Council. The campaigners became one of the first groups to use new powers enacted by the Localism Act 2011 to have the building listed as an 'asset of community value'.

The Ivy House Community Pub Limited was soon formed and funds were pooled from the Architectural Heritage Fund, the Social Investment Business Group and a community share sale. Using the community 'right to bid' the pub was bought and became London's first co-operatively owned pub. Since then, the co-operative has slowly renovated the pub and its residential accommodation and bought its stage back into use. Gigs and shows are hosted once again, reinstating the cultural prowess of a venue which has hosted the likes of Jeff Beck, Elivs Costello, Dr Feelgood and Joe Strummer. The pub is now used by local community groups. Through swift action and the availability of funds and grants, an asset of community value has been saved for future generations.



Location of The Ivy House

Asset type	Community and Residential
Borough	Southwark
Grade	II
Finance	Architectural Heritage Fund, Social Investment Business Group, Community Share Sale
Ownership	Co-operative
Developer	The Ivy House Co-operative

Key Impacts

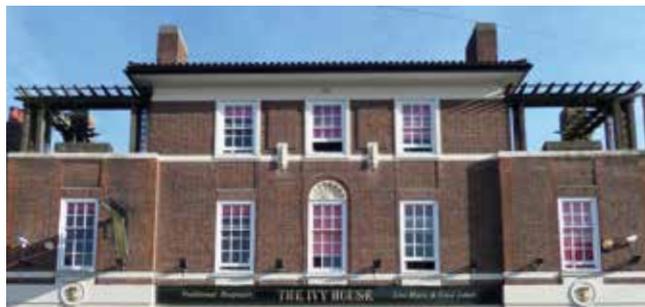
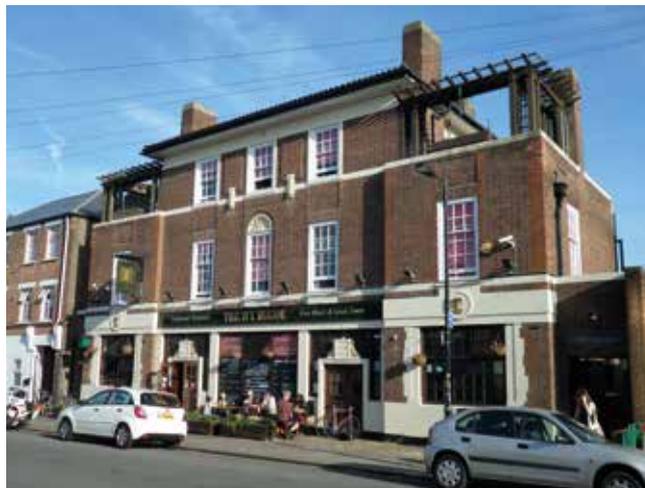
 **16 Direct Jobs**
3 other local jobs supported

 **£0.5m**
p.a. economic output (GVA)

 **£743,000**
revenue p.a.



The Ivy House, Nunhead



Front facade of The Ivy House, Nunhead



This is a really good example of how much communities care about their pubs and how strongly they feel about the risk of losing them.

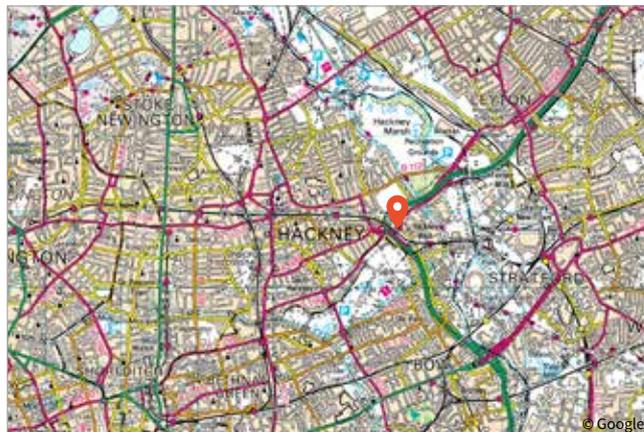


Tessa Blunden,
Ivy House Community Pub Ltd.

9. St Mary of Eton

St Mary of Eton is a Grade II* listed Church in Hackney Wick. It was completed in 1892 and formed part of the College of Eton's Mission which was established in the 1860s to help impoverished East End residents. When new funding rules in the 1950s were implemented the direct financial support from the college was severed and the Church was left with very limited investment for 60 years. This local landmark in Hackney Wick's townscape, that had survived the blitz, was used by squatters and left to decay.

A £5.1million housing development on the site has enabled the refurbishment of the church. Matthew Lloyd Architects carefully optimised the site's potential delivering 27 new residential units, an improved worship space, a café and a new flexible space for community events. The building has won regional and national RIBA awards and was also selected by London Architecture as the Best New Mixed Use Development 2015. The project demonstrates that even complicated sites containing heritage assets at risk can be sensitively developed to deliver homes for long term economic, social and environmental benefits alongside conservation outcomes.



Location of St Mary of Eton

Asset type	Community and Residential
Borough	Hackney
Grade	II*
Year taken off register	2015
Finance	Private
Ownership	St Mary with St Augustine PCC London Diocesan Fund Thornsett Group
Developer	St Mary with St Augustine PCC London Diocesan Fund Thornsett Group
Architect	Matthew Lloyd Architects

Key Impacts



£0.7m

p.a. resident expenditure



4 Local Jobs

supported



£148,000

new homes bonus



£32,000

p.a. council tax



View of St Mary of Eton church and northern residential block



Northern residential block



Church wall detail



At the end of the job it started to emerge from all the paraphernalia of a building site. As you walk in through the archway it really is a jewel in Hackney Wick.

Richard Sutton,
Contracts Manager: PJ Hegarty



10. Acton Town Centre

The Acton Town Partnership Scheme in a Conservation Area (PSICA) transformed the elevations of four historic buildings in Acton town centre. £200,000 of PSICA funding, allocated by Historic England levered in £210,000 of match funding from Ealing Council alongside private funding from owners of the properties. This enabled repairs to the brick work and stone elevations of the properties and the repair and reinstatement of traditional shop front features such as fascias and shutters.

The PSICA scheme is one of several regeneration initiatives which have sought to restore and improve the historic character of the Acton Town Centre Conservation Area. It was delivered alongside the installation of higher quality paving, new signage, other shopfront improvements, as well as an education scheme to improve the visual merchandising and customer care skills of local businesses. The wider regeneration programme also includes the South Acton Masterplan for the redevelopment of 2,350 new energy-efficient homes, improvements to open space and new community hubs.

The renovated parade now makes a noticeable contribution to the overall attractiveness and vibrancy of the town centre, helping to off-set the detrimental impact of more recent alterations. As part of a multifaceted approach to regeneration, it has reinforced the transformation of the top end of Acton’s High Street where businesses have experienced increased footfall and turnover. The Conservation Area remains at risk as the Council seeks to tackle unauthorised works and address large scale development with the potential to harm its setting. However, alongside public realm improvements the PSICA scheme has helped to address problems to the eastern end of the conservation area, acting as a trigger for investment and a catalyst for town-centre regeneration.



Location of Acton Town Centre

Asset type	Conservation Area
Borough	Ealing
Grade	N/A
Year taken off register	Still at Risk
Finance	Private; Ealing Council; Historic England
Ownership	Private
Developer	N/A
Architect	Frederick Stafford Planning

Key Impacts



Restored historic features



Enhanced town centre character



Improved public realm



Town centre investment promoted



Acton High Street

© Alan Murray-Rust



Acton High Street

© Alan Murray-Rust



The renovated buildings are located in a prime and focal point of Acton town centre. They have vastly improved the look and feel of the town centre, supporting Ealing Council's aspirations to make Acton the centre of choice for local residents and visitors.



Carol Sam, Economic Regeneration Manager



Acton High Street

© Alan Murray-Rust

Key Findings

In exploring the economic and wider impacts of investment in a sample of Heritage at Risk assets in London, we can draw some overall findings relating to advocacy and evaluation.

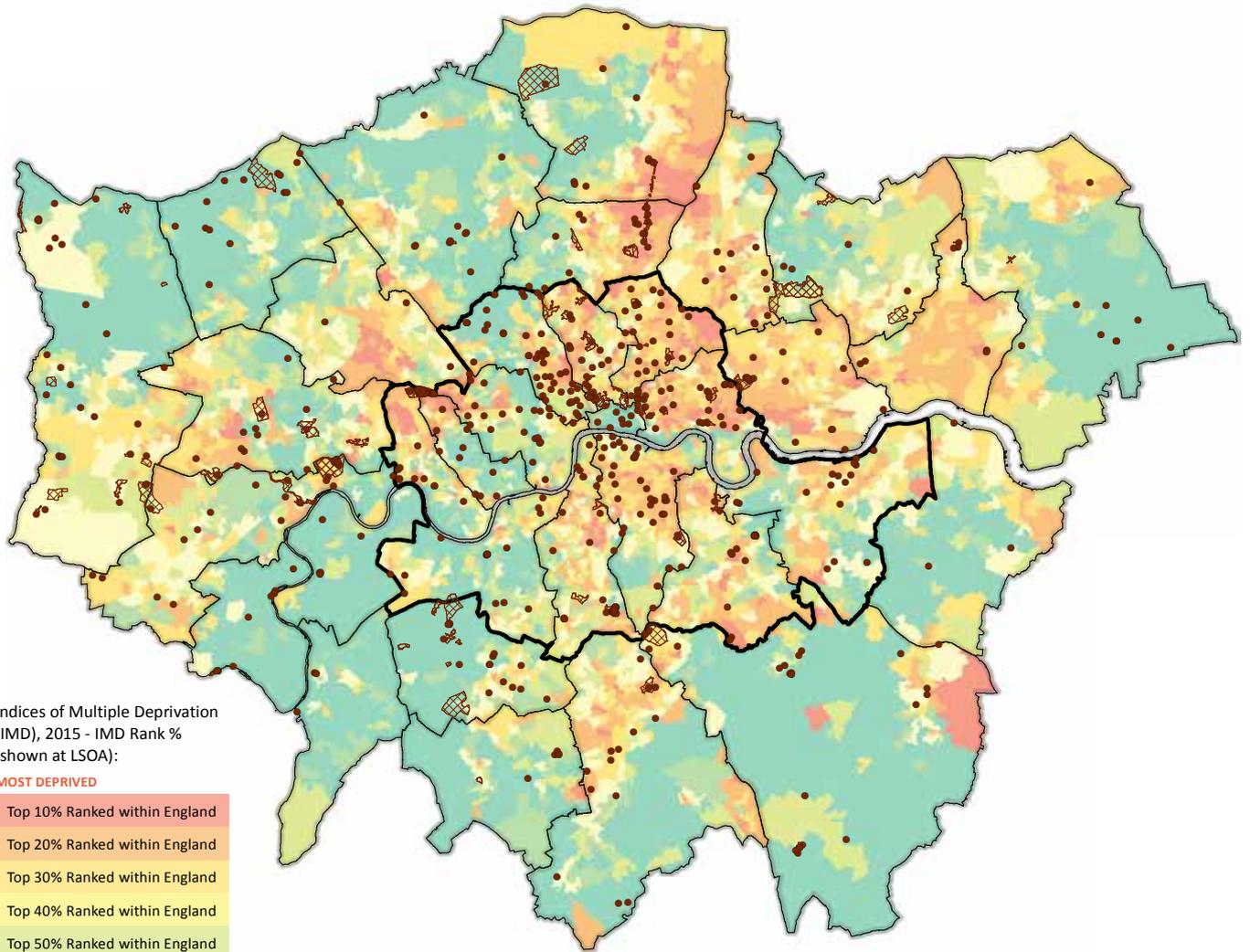
Challenges of investing in Heritage at Risk

1. Redundant uses and typologies often require creative adaptations and alteration to accommodate modern commercial requirements. For example, at the Eltham Orangery and Poplar Baths, alterations and extensions enabled the reinvention of the assets to deliver the restoration of the historic fabric.
2. Tackling Heritage at Risk can require sustained action over a long period of time. Gunnersbury Park and Wilton's Music Hall, for example, received several rounds of funding from the Heritage Lottery Fund, requiring multiple applications. At Wilton's an on-going cultural programme has helped subsidise an incremental restoration programme.
3. Heritage at Risk projects require a range of expertise and resourcing, including dedicated input from the Local Authority, either as the lead applicant to funding organisations, or in taking statutory action. In most cases effective multi-agency partnerships were key to success, underpinned with firm political leadership.
4. The upfront costs of investing in Heritage at Risk and the expected rate of return can be barriers to renewal and a cause of deterioration over time.
5. Political support is key in providing sustained leadership in tackling Heritage at Risk.

Benefits of investing in Heritage at Risk

The case studies show that investment into Heritage at Risk can deliver a wide range of regeneration benefits, including:

1. Catalysts for regeneration: comparatively small investments can unlock transformational change by altering local perceptions and breaking the cycle of blight caused by redundant and problematic buildings.
2. Tangible impacts locally: investment in Heritage at Risk often means investment into local landmarks, local distinctiveness and neighbourhood pride, and in many cases the restored assets provided new commercial and community venues catering to a local catchment.
3. Diversity of regeneration outcomes: not just preservation of historic fabric, but optimised use of space, job creation, economic gains, enhancement of social facilities, training opportunities and educational programmes.
4. Through their unique character restored venues can become regional cultural destinations in their own right, contributing to London's world-class offer.



Indices of Multiple Deprivation (IMD), 2015 - IMD Rank % (shown at LSOA):

MOST DEPRIVED

- Top 10% Ranked within England
- Top 20% Ranked within England
- Top 30% Ranked within England
- Top 40% Ranked within England
- Top 50% Ranked within England
- Top 60% Ranked within England
- Above 60%

LEAST DEPRIVED

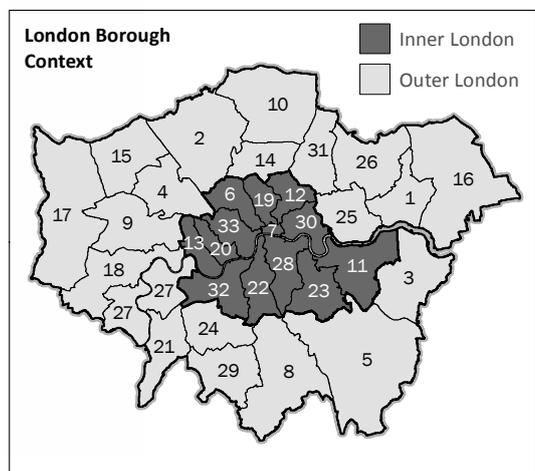
Source: Department for Communities and Local Government, Indices of Deprivation 2015

Heritage at Risk (HAR)

- Listed Building / Scheduled Monument
- ⊠ Conservation Area / Registered Park and Garden

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The Historic England GIS Data contained in this material was obtained on 12.07.2017. The most publicly available up to date Historic England GIS Data can be obtained from HistoricEngland.org.uk.



- | | |
|----------------------------|----------------------------|
| 1. Barking and Dagenham | 19. Islington |
| 2. Barnet | 20. Kensington and Chelsea |
| 3. Bexley | 21. Kingston upon Thames |
| 4. Brent | 22. Lambeth |
| 5. Bromley | 23. Lewisham |
| 6. Camden | 24. Merton |
| 7. City of London | 25. Newham |
| 8. Croydon | 26. Redbridge |
| 9. Ealing | 27. Richmond upon Thames |
| 10. Enfield | 28. Southwark |
| 11. Greenwich | 29. Sutton |
| 12. Hackney | 30. Tower Hamlets |
| 13. Hammersmith and Fulham | 31. Waltham Forest |
| 14. Haringey | 32. Wandsworth |
| 15. Harrow | 33. Westminster |
| 16. Havering | |
| 17. Hillingdon | |
| 18. Hounslow | |

Figure 3: Indices of Multiple Deprivation (IMD), 2015

5. Delivery of long-term financial self-sufficiency: in many cases the physical deterioration of assets was the manifestation of wider financial issues. For example at Gunnersbury Park the development of new facilities is addressing a conservation deficit as well as providing a commercial income stream for a public amenity space. Historic spaces are often well-suited to meet the needs of small to medium-sized enterprises and support a diverse economy.

6. Creation of local regeneration partnerships: in many cases the restoration of heritage assets required collaboration, for example, between the Local Authority, community action groups and local businesses, or between regeneration groups and housing associations often underpinned by expertise from the heritage sector – from Historic England, the Heritage Lottery Fund, Architectural Heritage Fund and Heritage of London Trust. These partnerships develop local expertise as well as creating a sense of shared ownership.

Following on from the initial socio-economic review of the 10 case studies, all assets identified as being at risk were mapped against the 2015 Indices of Multiple Deprivation. The results show a considerable overlap between Heritage at Risk and the areas of greatest deprivation within England. Some 49% of the assets on the register are in the most deprived 30% of neighbourhoods in England with one-in-eight in the most deprived 10% (see Figure 4 below).

The inference is clear; tackling Heritage at Risk in London has the potential to pay a social dividend. Focussing heritage-led regeneration on those sites most at risk is likely to target the areas and communities in greatest need.

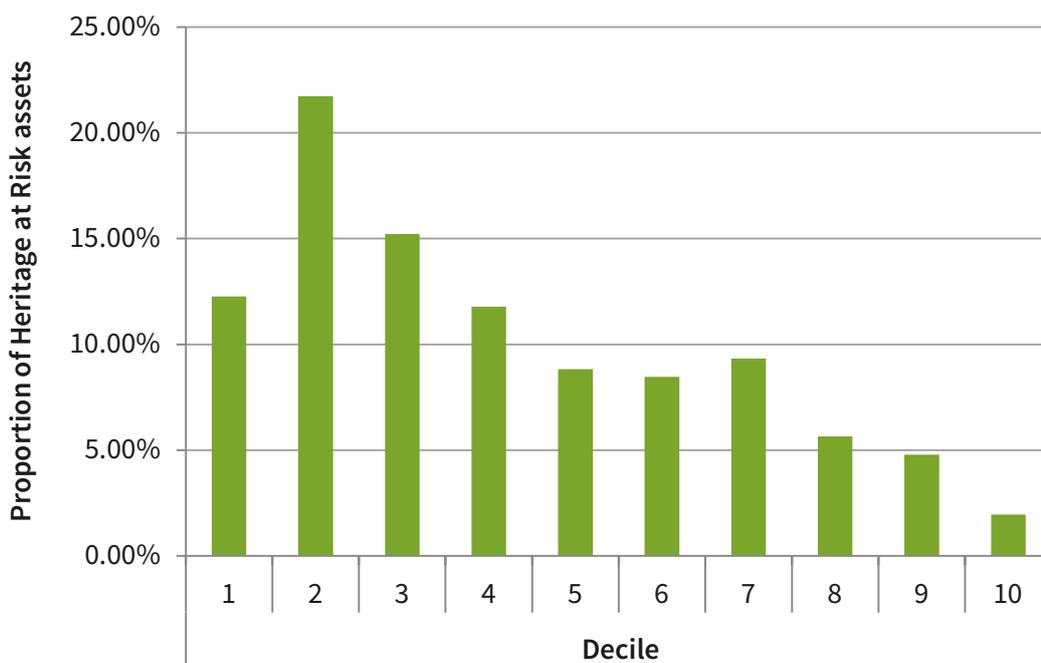


Figure 4: Proportion of Heritage at Risk Assets per 2015 Indices of Multiple Deprivation decile

Lessons and Recommendations

Nature of Regeneration Impact

While heritage assets vary substantially in type, form and potential use, what is clear is that Heritage at Risk assets as groups are greater than the sum of their individual parts. While the individual impacts of the sample projects are relatively modest, investing in clusters of Heritage at Risk assets could serve to maximise the range of benefits. This approach applies both to bringing forward investment in Heritage at Risk assets, which can generate complementary impacts – i.e. across social, economic and environmental objectives – and where there is a potential geographical focus, for example to enable several projects to contribute to place-making of a particular neighbourhood or area. This more strategic approach could be an important consideration when making the case to stakeholders about the potential impact of any particular development.

Evaluation of Future Projects

In undertaking the analysis that underpins this report, it is clear that estimating the impact of investment is difficult, most notably as a result of limited evaluation data in many cases. Across these 10 projects, there is neither a standardised method nor central resource that appears to collect the key development data, be it residential units, or commercial floor space or visitor numbers, for example. While different projects will have different goals and objectives, a central resource that captures basic development data on a consistent basis would be extremely valuable in estimating the impact of investment and would begin to move the analysis away from case studies and towards larger, aggregated evaluation areas. Furthermore, the range of public and private stakeholders that might be involved in any project means that different evaluation forms and criteria are typically applied. However, this does present an opportunity for collaboration across heritage organisations to standardise how development data is captured, where it is stored and how it is reported, illustrating the public benefit of heritage.

Advocacy lessons	Evaluation lessons: Key metrics
A Wide range of assets will produce a diversity of potential impacts	There is patchy data collection across the HAR case studies
Individual assets have the potential for different scales and type of impact (economic, social or environmental). It is helpful to identify a key impact for each, but in reality each asset offers varied impacts	Where data has been collected it is not routinely stored in an accessible location or published online.
The impacts at an individual project level may appear to be modest to policy makers so it is important to highlight the breadth of projects	The heritage sector as a whole would benefit from a central resource that records best practice examples of regeneration projects to showcase their potential.
Economic impact is important, but the cultural and social value of investment into assets at risk should not be downplayed	Historic England could play a vital role in fostering collaboration across grant providers. It could investigate standardisation of data collection and publication to assist analysis of regeneration impact and policy formulation.

Key Findings: Policy Support

As part of this project the London Plan and the Local Plans of the eight London boroughs in which the case studies are located were reviewed to assess the level of support for tackling Heritage at Risk. At the local level the review included core strategies, development management policies, site allocations documents, area action plans, supplementary planning documents, other planning guidance, and conservation area appraisals and management plans. At the regional level we reviewed the London Plan, the thematic Supplementary Planning Guidance Documents and Opportunity Area Planning Frameworks.

At both policy levels there were limited references to Heritage at Risk, or explicit support for their removal as part of heritage-led regeneration and place-making. There were exceptions; for example, the London Borough of Hackney's Core Strategy (2010) acknowledges the value of positively managing heritage at risk and contains associated indicators. Tower Hamlets has a stand-alone borough-wide Conservation Strategy (2016-2026), supported by a Historic Building Grant scheme. The London Borough of Redbridge's New Local Plan 2015 – 2030 contains specific policy support under policy LP33.

At the regional level Heritage at Risk is identified as a Key Performance Indicator, and numbers of heritage assets at risk identified in the supporting text to policy 7.8, but there is no explicit reference to Heritage at Risk within the policy wording of the London Plan itself. We found no further references to Heritage at Risk within the remaining documents.

The review shows that, despite its evident potential as a catalyst for local regeneration, Heritage at Risk remains an unrecognised resource and does not benefit from the policy support which it deserves, and which would help deliver its regeneration potential. In many cases local political support was key to success over a sustained period.

Although paragraph 126 of the NPPF and associated guidance require Local Authorities to set out a positive

strategy for addressing assets most at risk (including identifying specific opportunities within their area), this is not being carried through or reinforced at a regional or local level.

Policy Recommendations

Given the multiple benefits that positively managing Heritage at Risk can deliver, there is a clear case for policy support for investment into Heritage at Risk.

There should be an explicit focus on Heritage at Risk within regional and local plan-making in order to align the requirement under paragraph 126 of the NPPF with the heritage sector's conservation priorities.

Within their plans and heritage strategies the Mayor and Local Authorities should explicitly acknowledge the benefits that investment in Heritage at Risk can deliver for conservation, regeneration and place-making.

They should ensure that opportunities are taken at all scales of policy making, from strategic documents through to thematic and area-based policies, but particularly through site specific references and objectives where relevant within Supplementary Planning Documents and Conservation Area Management Plans.

The Mayor should take a proactive lead in addressing Heritage at Risk through explicit policy support within the London Plan. While the existing KPI is sound, this should be supported with a policy to deliver it.

A requirement for Local Authorities to include Heritage at Risk as part of plan-making would, over time, resolve the current gaps in policy support across the region as new plans are adopted. For example, the new London Plan could require that:

“Local Authorities should identify specific opportunities for Heritage at Risk in their area to contribute to regeneration and place making. They should set out strategies to promote their repair and re-use.”

Appendices

Appendix 1: Literature Review

At a national level the economic impact of investing in the historic environment is well documented, led by Historic England and the Heritage Lottery Fund (HLF). Historic England's *Heritage Counts* provides an annual snapshot of the heritage sector's contribution to the economy. For example, the 2016 edition estimates that the gross value added (GVA) of the heritage sector as a whole is worth £21.7bn (around 2% of national GVA) – a significant contribution to the economy¹. Within the same document evidence from Business Improvement Districts (BIDs) shows that heritage is crucial in underpinning credible local brands. The 2010 report found that, for every £1 of public sector expenditure on heritage-led regeneration, there is a return of £1.60 cumulative net additional GVA².

Historic England's research has also shown that heritage is an important factor for local residents too – as house prices are often higher in conservation areas than elsewhere – and local businesses – as people tend to spend more in their area after investment in the historic environment³. Historic buildings evidently create desirable locations by contributing to local identity, sense of place and shared community.

The HLF has published a series of reports into the economic, environmental and social value of heritage. For example, the report *20 Years in 12 Places* (March 2015) undertook surveys and workshops to understand public perceptions of local HLF-supported projects. Some 93% of the 4,000 respondents considered heritage to be important, while 80% thought local heritage made their area a better place to live⁴.

The HLF's *The Case for Heritage* webpages contain a series of advocacy reports on the value of heritage – to the tourism economy (*Investing in Success – Heritage and the UK tourism economy (2010)*; *Economic Impact of UK Heritage Tourism Economy (2016)*); to public

organisations (*Challenge and Change: HLF and Cultural Value (2004)*); to sense of community (*Networked Heritage (2017)*); to commercial businesses (*New ideas need old buildings (2013)*); and to public parks (*The State of UK Public Parks (2016)*). *The Values and Benefits of Heritage (2016)* also provides an annual research review which draws together a range of existing national and regional studies to understand perceptions of heritage and its social and economic benefits. Studies included research based on: willingness to pay; property prices; time and donations as proxy measures for value (including volunteering); visiting patterns; qualitative assessments; and the number of people directly employed in heritage.

The HLF also publishes programme evaluations of HLF funded projects covering economic, social and environmental (including conservation) outcomes. For example, *The Economic Impact of HLF Projects series (2008-2010)* reviewed 10 case studies each year to understand economic impact based on local expenditure, job creation and visitor numbers. *The Social Impact of Heritage Lottery Funded Projects (2006)* used surveys and interviews to understand how heritage creates social opportunities and improves participation and learning.

In addition to their economic impact, these various studies show that heritage assets play a significant role in local place-shaping. Historic places provide a setting and a 'feel' for the local area in which local businesses, particularly bars and restaurants, can thrive⁵. Places with strong historic character contribute to a 'local brand'. They attract businesses and workers to the area and this agglomeration sparks innovation and creativity⁶.

National statistics on Heritage at Risk now complement these studies in providing an indicator of the health of

¹ Historic England - Heritage Counts 2016 – Heritage and the Economy (2016)

² English Heritage – Impact of Historic Environment Regeneration (2010)

³ Historic England - Heritage Counts 2016 – Heritage and the Economy (2016)

⁴ HLF – 20 Years in 12 Places (2015)

⁵ English Heritage – Impact of Historic Environment Regeneration (2010)

⁶ Heritage Lottery Fund - New ideas need old buildings (2013)

the historic environment. Heritage at Risk became a national statistic from April 2009 reported annually to Government, and the annual reports now provide an update on the total number of assets at risk, and an estimate of the total conservation deficit of structures on the register.

While the value of heritage is comprehensively captured in aggregate at the national level, attempts to quantify direct local impacts from individual projects have been limited. Naturally the national funding bodies focus on advocacy at a national level, but there are also challenges in measuring the impact of smaller assets, particularly private or non-commercial assets which do not give rise to visitor numbers or employment figures.

Relevant metrics are available through project evaluations - which are a requirement of the Heritage Lottery Fund and The Architectural Heritage Fund (AHF). For example, the HLF Evaluation Guidance (2012) requires that data be collected post-completion on:

- the activities run as part of the funded project and the number of people attending;
- annual number of visits to an attraction that has benefited from funding (where this applies);
- the volunteers involved in the project;
- the trainees involved in the project; and
- the number of jobs created to implement a project and maintain its benefits.

The HLF's Townscape Heritage grants are also subject to an evaluation report covering the impact on the properties concerned (work undertaken, use, vacant floorspace brought back into use, additional floor space), numbers of people trained; numbers of volunteers involved; numbers of activities, open days, festivals, exhibitions, guided tours or walks, visits and other outreach activities.

Generally however, these figures have not been collated or analysed to measure impacts locally or at a neighbourhood level. For example, the Architectural Heritage Fund requires information on the financial leverage achieved on a project-by-project basis and a client survey form which is aggregated with other projects to create a national picture.

Historic England has recently commissioned a number of studies to understand the importance of heritage to London's sustainable development, and the extent to which its potential is being realised. This included *Translating Good Growth for London's Historic Environment*⁷ by Arup, which reviews a series of 15 projects to illustrate the valuable contribution that heritage has made to place-making objectives. The purpose of the Risky Business? – Investing in Heritage at Risk project is to complement this existing body of research in measuring the impact that investment into heritage assets at risk can have at the local level.

Alongside a suite of recently published research projects on London's heritage (*Characterisation of London's Heritage*, and *London's Character and Density*) the findings are intended to provide an objective basis for future policy development – within the London Plan, Local Plans and Neighbourhood Plans.

Although investment in Heritage at Risk is a planning policy objective within the NPPF and a monitoring measure within the London Plan, this policy objective is weakened by the absence of local-level data or metrics. Heritage at Risk may not be receiving the recognition it deserves, nor be meeting its potential as a regeneration catalyst.

⁷ Arup – Good Growth (2017)

Appendix 2: Research Methodology

In order to quantify the impact of investment into Heritage at Risk assets, case studies were agreed with Historic England and evaluation data collected where available. This evaluation data formed the basis of inputs into Lichfields' Evaluate model to estimate the outputs⁸. To supplement the quantitative analysis, interviews were held to provide a broader understanding of the projects and the planning process that each involved.

A shortlist of 10 eligible projects was identified based on two sets of criteria. First, a range of projects was required to provide a cross-sectional sample based on:

- Diversity of location (urban, suburban)
- Asset type (public park, building capable of beneficial use)
- Owner (Local Authority, private, charitable organisation)
- Solution (private funding, grant-aid, site-specific project, part of a wider regeneration strategy, statutory action), including projects grant-funded by Historic England.

The second criterion was that sufficient data, documentation and contacts for interview existed to provide meaningful analysis.



Wilton's Music Hall, Tower Hamlets

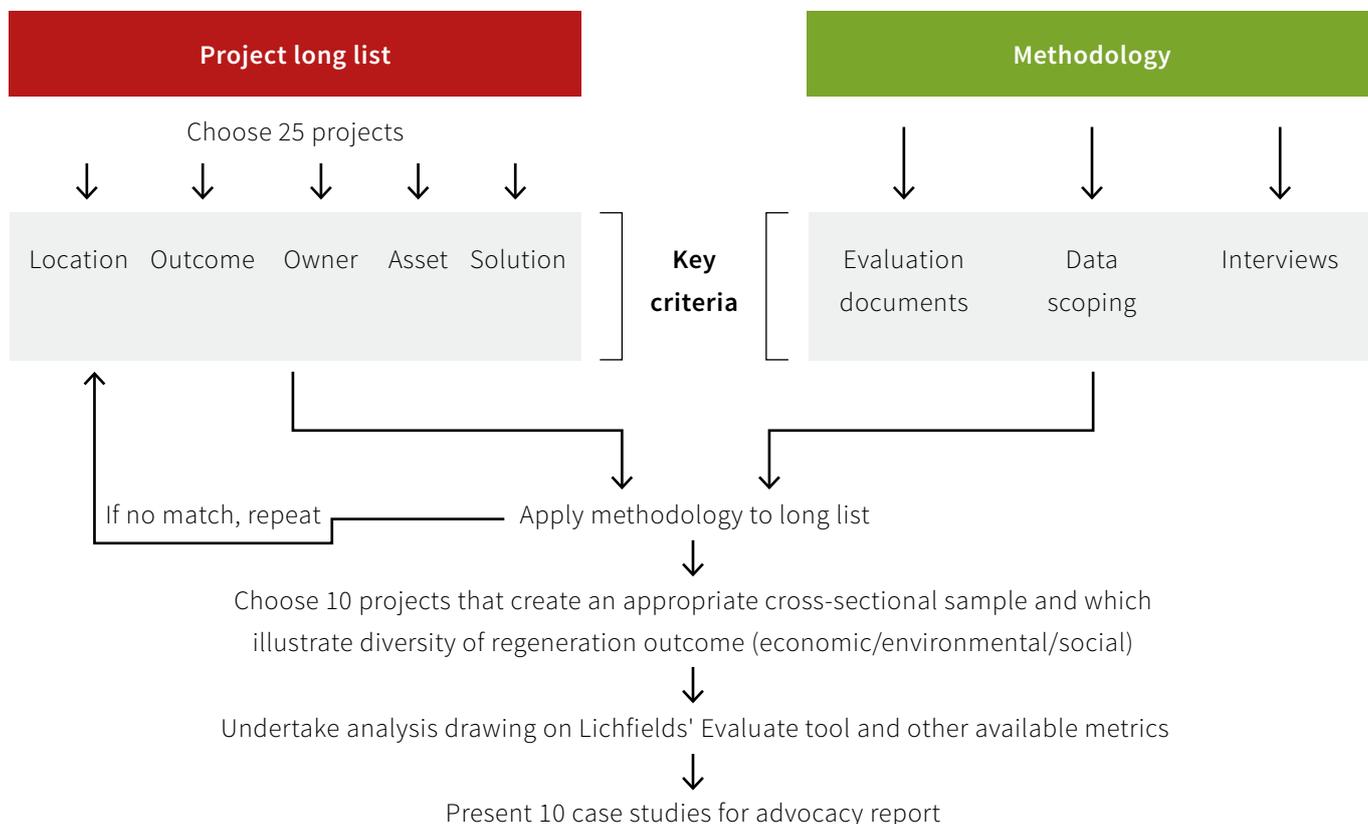
© Wilton's Music Hall

⁸Lichfields – Evaluate (2017)

Figure 1: Methodology and criteria for case studies

Case Studies

Approach



Source: Lichfields

Once the 10 projects were selected, evaluation data and information was collected. Where possible, collected data was suitably consistent with other projects, but this was not always the case. Indeed, some projects had a greater focus on issues that are more easily measured – such as commercial use – than others – for example, those that focus on the character of the neighbourhood. As a result, the project selection was managed to ensure a range of projects demonstrating a range of economic, environmental or social impacts. For qualitative analysis, feedback from interviews was extremely important.

The evaluation process drew on Lichfields' Evaluate tool and other available metrics. The data generally includes key metrics such as number and mix of housing units, scale and type of commercial floor space, trends in visitor numbers and range of community facilities. These variables were used to estimate the economic impact of such a project.

The Evaluate assumptions are set out overleaf. In addition to this analysis, 2015 Indices of Multiple Deprivation analysis were investigated to understand the regeneration context for the projects.

Economic impact methodology and assumptions

Figures are based on individual project data where available.

Direct employment estimates are based on applicable employment densities for applicable type of floorspace, derived from HCA Employment Densities Guidance (2015). Indirect employment estimates based on applicable multiplier values.

Gross Value Added (GVA) figures are based upon the 2016 Experian GVA values per worker by sector.

Resident expenditure impacts estimated by applying average weekly household expenditure (ONS Family

Spending Survey, 2014) to the number of dwellings.

Expenditure by category data from The Family Spending Survey (2012) has been used to estimate the number of indirect retail and leisure jobs supported by this total additional expenditure.

New Homes Bonus payments have been estimated using CLG's New Homes Bonus Calculator for the relevant local authority.

Council Tax payments estimated by applying existing split of housing stock by Council Tax band for each local authority and latest Council Tax charges by band to the quantum of new units completed.



Valentines Mansion, Redbridge



Valentine's Gardener's Cottage Cafe exterior and Valentine's Gardens



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February 2018



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Acknowledgements

Diana Beattie HOLTOP

Cllr. Julian Bell Ealing Council

Mayor John Biggs Executive Mayor of Tower Hamlets

Michelle Card Wilton's Music Hall

Emily Dresner The Ivy House

Bruce Edgar Redbridge Borough Council

Michael Finlay GEB

Bridget Gregory Ealing Council

Russell Harding Ealing Council

Andrew Hargreaves Tower Hamlets

Kerry Heath Hexagon

Alice Kershaw Heritage Lottery Fund

Paul Latham The Regeneration Trust

Henrietta Nowne U+I Group PLC

Megan O'Sullivan-Day Hexagon

Ian Rice Architectural Heritage Fund

Hardip Sohal Vision RCL

Carol Sam Ealing Council

Alex Sherratt Matthew Lloyd Architects LLP