Regulation 123 List for Bassetlaw Community Infrastructure Levy

HERITAGE ASSETS



Consultation Report August 2018





Regulation 123 List for Bassetlaw Community Infrastructure Levy Heritage Assets

CONSULTATION REPORT

August 2018

1. Background

- 1.1 As part of the implementation of the Community Infrastructure Levy (CIL), the District Council prepared a document, known as the Regulation 123 List, which sets out the projects that will be funded by CIL. Presently this list includes strategic highway infrastructure and secondary school provision in Bassetlaw.
- 1.2 The Bassetlaw Community Infrastructure Levy came into effect from 1 September 2013 following an independent examination of the Council's proposal in June 2013. CIL is required to be paid if planning permission is granted for a proposal and is charged in pounds sterling (£) per square metre of the net additional increase in floorspace of any given development. It is based on the rates set out in the CIL Charging Schedule and payment is in accordance with the adopted instalment policy. The amount of CIL liable is dependent on where the development is located within the District, the type of use proposed, the amount of floorspace that is being created and the amount that is being lost i.e. through demolition or change of use.
- 1.3 Currently the majority of the money that is collected is spent on "strategic infrastructure" included on the Regulation 123 List of Projects (a small percentage is spent in the vicinity of where the money is collected). On the Regulation 123 List currently, there are strategic road improvements (required for the proposed levels of growth planned through the Local Development Framework) and secondary school provision in Worksop and Harworth Bircotes.
- 1.4 It became apparent that the Community Infrastructure Levy is having a negative impact for the restoration and regeneration of the District's heritage assets. The cost of bringing historic buildings, especially when listed, back into use is often unviable. In many cases, there is a 'Conservation Deficit' meaning that the cost of restoration and bringing the building back into use is greater than the market value of the building on completion of the works. The Conservation Deficit, or lower developer profit, and the Community Infrastructure Levy can make the restoration and bringing derelict heritage assets in Bassetlaw undesirable, meaning that developers are choosing not to purchase these buildings and not implement their approved planning permission once the CIL is calculated. In most cases these heritage assets are those considered to be 'at risk' due to their lack of use or poor condition and without development are unlikely to be restored.

- 1.5 The Community Infrastructure Levy, by its very nature, has to be spent on infrastructure. Infrastructure is defined in section 216 of the Planning Act 2008 and in Regulation 59 of the Community Infrastructure Regulations 2010. These definitions are not definitive, meaning that there is scope to add to what may be classed as infrastructure, provided the money is used to support development in the area.
- 1.6 The Council believes the conservation of the historic environment would support the development of the area as per the 2010 Regulations. Further, the Planning Policy Guidance (paragraph 071) states that CIL money can be used to fund a broad range of facilities such as cultural facilities. It is considered that the District's historic environment is part of the District's culture. National Planning Policy recognises the cultural benefits of heritage assets and the environmental benefits heritage assets can bring (see NPPF paragraph 185). The Council is reassured in its view by recent opinion of a barrister, in his view 'there is a good argument that they (heritage assets) can be considered as infrastructure, as they are a facility whose enhancement would support the development of specific areas in the Bassetlaw District administrative area'.
- 1.7 In order to remove barriers to restoring heritage assets that are 'at risk' in the District, and to ensure CIL monies can be used to improve the cultural benefits that the conservation of the historic environment can bring, the Council proposes to amend the Regulation 123 List. The amendments to the List are an addition to the existing 123 List, thereby the highway and schools infrastructure provision and association costs are retained. The proposed changes include the addition of Heritage and Cultural Infrastructure as an additional section which will include two sub-sections.

The restoration of vacant building at risk on the District or National Heritage at Risk Registers.

Both Bassetlaw District Council and Historic England maintain Heritage at Risk Registers. This allows the Council and Historic England to monitor the condition of the District's designated heritage assets and allows for proactive strategies for their repair and restoration. The Register for 2018 is currently being prepared and updated but at present, it is likely that 77 buildings and structures will be included on the Registers. An initial examination of the Register suggests that 38 of these buildings could be CIL liable if planning applications were submitted for their change of use or development.

The proposal is to include vacant buildings that are on the heritage at risk register on the Regulation 123 List. The amount of CIL money invested into these buildings would be 75% or 85% of whatever the CIL charge would be for the development that has gained planning permission. 100% of the CIL charge cannot be invested into a building due to the requirements of a portion of the CIL money to be spent by

the relevant Parish Council or Neighbourhood Plan Group. The Parish Council or Neighbourhood Plan Group may however choose to invest the CIL money into the building is they wish in the same manner as the District Council.

II. Traditional shop front reinstatement for Listed Buildings or Positive Buildings on Primary or Secondary Retail Frontages in Conservation Areas or Heritage Related Grant Areas.

Bassetlaw's town centres form part of the economic infrastructure of the District and investing in them, especially in the historic buildings can have economic benefits. National research carried out by Historic England since 2010, has shown that a more attractive town centre will often result in higher levers of tourism; a greater number of businesses relocating into historic buildings (heritage ranks equal with road access as a determinant of a business location); and as a key source of demand for the construction sector (source: Historic England Heritage Counts series).

Bassetlaw Core Strategy and Development Management Policies DPD Policy DM8 places great emphasis on the restoration, repair and reinstatement of traditional shopfronts, this was further supported by the Council adopting a Supplementary Planning Document on shopfronts (Bassetlaw District Council Supplementary Planning Document a Guide to Good Shopfront Design and Signage, 2014). The Council is therefore committed in its Planning Policy to improve the standard of shopfronts but has little ability to encourage their replacement or improvement unless an owner chooses to apply for planning permission. Using CIL money for a limited grant fund would provide the Council the opportunity to offer grants to owners to improve the appearance of the primary and secondary retail frontages in Worksop and Retford. Limiting the grant fund to primary and secondary retail frontages, and for historic buildings only, shall mean that CIL funding can still be directed in the main to highway and school infrastructure.

The exception to this would be the inclusion of Heritage Related Grant Areas where these may include shopfronts that are outside of primary and secondary retail frontage areas. Heritage related grants usually operate on the basis that the grant provider, i.e. the Council, Heritage Lottery Fund, Historic England etc. provide a percentage of the cost of the work with the building owner (the Third Party) providing the remaining cost. By enabling CIL money to be used as an additional fund it can assist in 'plugging' the funding gap where an owner cannot financially contribute all of their amount. Currently this would only

apply within the Worksop Townscape Heritage area. The potential for the third party (owners) not being able to afford their percentage contribution is a risk to the successful delivery of the project. This would be a way of potentially overcoming this risk but would also allow the Council to offer small grants to businesses beyond the Townscape Heritage grant area thereby widening the extent of historic environment enhancement along Bridge Street.

2. Consultation

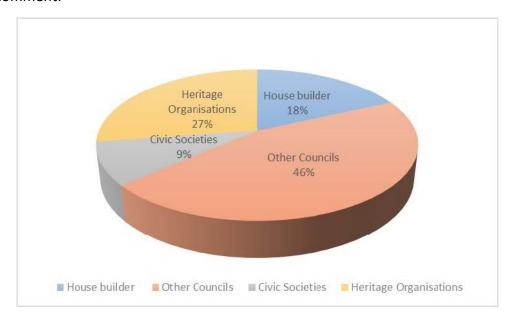
- 2.0 Bassetlaw District Council carried out public consultation on the amendments to the Regulation 123 List for 6 weeks from the 5th June 2018 to 16th July 2018. Details were posted on the Council website (www.bassetlaw.gov.uk), this included:
 - A copy of the Proposed Amended Regulation 123 List
 - A Question and Answer Sheet
 - Reason for Amendment to the Regulation 123 List.
- 2.1 A press notice was placed in the Worksop Guardian and Retford Times and letters were sent to consultees. Consultees directly notified included:
 - All neighbouring Councils
 - Nottinghamshire County Council
 - Retford Civic Society
 - Historic England
 - North Nottinghamshire BID
 - Retford Business Forum
 - National Trust
 - Institute of Historic Building Conservation
 - SAVE Britain's Heritage
 - Worksop Business Forum
 - Local architects that had recently worked on listed buildings at risk.

Comments were accepted by post or email.

- 2.2 The website made clear reference to the Council's Data Protection Privacy Notice and Privacy Policy.
- 2.3 The Portfolio Holder for Economic Development gave delegated authority for the Council to undertake public consultation.

3. Representations

3.1 In all the Council received 11 Representations. 6 comment were in support of the proposed amendments. 5 either raised issues (see paragraph 3.3 below) or offered no comment.



Number of representations by type and percentage.

3.3 These issues are expounded in more detail below together with the Council's response.

#	Issue raised	Council response
1	The CIL Charging Schedule and evidence base is 5 and 6 years old respectively and Bassetlaw Council should undertake and up to date, holistic review of its CIL documentation.	This consultation relates only to the inclusion of Heritage Assets to the Regulation 123 List to ensure that the Council proactively manages its heritage at risk. A full review of the CIL documentation is not proposed at this time. The Council will carry out consultation with any changes
2	The Regulation 123 List does not include primary education.	to the CIL documentation in the future. The Infrastructure improvements relating to education and highways were consulted on and agreed by the Council in 2014. This consultation related to the inclusion of Heritage Assets and not the removal or amendment of items already on the Regulation 123 List.
3	Concern relating to the use of CIL monies for specific highway improvements and contributions towards recreational areas.	The Infrastructure improvements relating to education and highways were consulted on and agreed by the Council in 2014. This consultation related to the inclusion of Heritage Assets and not the removal or

		amendment of items already on the
		Regulation 123 List.
4	The consideration of including heritage projects is welcomed subject to the Council being satisfied with its legal advice on the matter.	The Council has sought legal advice from a barrister during 2018 and is satisfied that the approach adopted is proportionate and legal.
5	It is not clear to how the types of projects relating to heritage at risk has been considered.	The Council maintains a Heritage at Risk Register that can be updated periodically and when necessary. The Council also acknowledges the national heritage at risk register published by Historic England.
6	The use of CIL money needs to be considered against the wider implications that this will have on delivering strategic infrastructure in the District. Using CIL monies for Heritage and Cultural infrastructure will mean it will be spread more thinly and the provision of necessary strategic infrastructure will take longer to deliver.	The Council places great importance on its heritage and cultural infrastructure and believes that ensuring a proactive strategy that can assist and ensure that the number of heritage assets in the District is reduced is positive and contributes to the Government's aims of sustainability as per the NPPF and statutory duties as per the Planning (Listed Buildings and Conservation Areas) Act 1990. Further, at present it is unlilkely that CIL money will be collected from any of these buildings due to the Conservation Deficit making then undesirable to develop, and it shall only be CIL monies collected from these buildings re-invested back into them. Overall the impact of the proposals on being able to deliver other strategic infrastructure is considered to be minimal but the benefit to heritage at risk will be greater.
7	CIL monies collected from any CIL liable project should be used to support any appropriate heritage project.	From a conservation point of view this would be desirable, however, the Council acknowledges (see issue #6) that CIL monies need to be used to deliver other infrastructure projects also. The approach proposed is in accordance with legal advice provided to the Council and is deemed to be part of a proactive strategy for heritage at risk, which is a Government policy objective set out in paragraph 185 of the NPPF. The proposed approach is considered to be a suitable balance at present of ensuring heritage and cultural

		infrastructure is considered and benefits alongside other types of infrastructure.
8	Where there is no parish council or neighbourhood plan group, e.g. Retford, the CIL receipt (15% or 25%) should be used to support heritage projects.	The Council broadly agrees with this suggestion and will encourage CIL receipts to be spent on heritage projects by parish and neighbourhood plan areas. Where the CIL receipt will stay with the charging authority (Bassetlaw District Council) it shall reserve the right to direct CIL monies to liable heritage projects, including those from which the CIL payment was received. The proposal for a shopfront grant scheme for Worksop and Retford will also ensure that CIL receipts can be invested in the historic environment.
9	In July 2018 the new NPPF was published removing an expectation in national planning policy that primary and secondary frontages need to be defined.	The Bassetlaw Core Strategy and Development Management Policies DPD as adopted currently refers to primary and secondary retail frontages and as such any proposed grant scheme can be managed and administered on this basis. It is advisable for the Council to future proof the grant scheme element by naming the streets/roads that that the grant would apply to.

3.4 The Council is grateful to all those that responded to the public consultation.

4.0 Proposed changes and next steps

- 4.1 The Council considers that the consultation has not raised any issues that require changes to the proposed amendments to the Regulation 123 List. The Council does acknowledge issue number 8 (see above) and will therefore consider updating its guidance 'Community Infrastructure Levy Neighbourhood Funding Guidance'.
- 4.2 The need to ensure that the CIL documentation is up to date and in accordance with current national planning policy is important. The Council will therefore consider naming streets that the shopfront grant would apply rather than the terms 'primary and secondary retail frontages'.
- 4.3 The next stages in adopting and implementing these amendments to the Regulation 123 List are as follows.
 - Council Cabinet (recommending adoption of amendment) 4th September 2018
 - Council Overview and Scrutiny(to review or scrutinise the Cabinet decision) 18th
 September 2018
 - Implementation 24th September 2018.

Appendix

Consultation materials.

Copy of amended Regulation 123 List.

Regulation 123 List Revised list

Infrastructure required	Cost of the improvement/£m
A614/Scrooby Road, Harworth	0.75
A620/A638 roundabout, Retford	3.00
B1164/A6075 Junction, Tuxford	0.75
A57/A60 Sandy Lane roundabout, Worksop A57 arms and Highground arm only	1.50
A57/Claylands Avenue roundabout, Worksop	1.50
A60/A619 roundabout, Worksop	3.00
A60/A57/B6024 roundabout, Worksop	3.00
A57/B6041 Gateford Road roundabout, Worksop B6041 arm only	1.50
Secondary school provision in Worksop	4.50
Secondary school provision in Harworth Bircotes	4.40
Total cost	23.90

In-addition-to-the-approved-2014-list, the-following-shall-be-included ¶

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Heritage·/·Cultural·Infrastructure ਸ	Cost-of- improvement-£¤
The-restoration-of-vacant buildings-at-risk-on-the-District-or-National-Heritage- at-Risk-Register k	75%-or-85%-of- the-total-CIL- calculation.¤
Traditional-shop-front-reinstatement-for-Listed-Buildings-or-Positive-Buildings- on-Primary-or-Secondary-Retail-Frontages-in-Conservation-Areas-or-Heritage- Related-Grant-Areas.¤	Up-to-£5000-or- 50%-of-cost-of- works,-whichever- if-the-lesser∄¤

9

[®] Where-works/development-is-not-required-through-a-Section-106-agreement.
¶

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1

^{*}Vacant-for-this-purpose-means-a-building-or-part-of-the-building-has-not-been-in-a-lawful-continuous-use-for-a-period-of-6-months-within-the-past-3-years-ending-on-the-day-the-planning-permission-first-permits-the-chargeable-development.--¶

The-Heritage-at-Risk-Registers-are-available-at-<u>www.bassetlaw.gov.uk</u>-and-<u>www.historicengland.org.uk</u>-or-contact-Bassetlaw-District-Council-Conservation-Team.¶

[#]The-awarding-of-Cll_funding-towards-shopfront-reinstatement-is-at-Bassetlaw's-Council's-discretion-and-availability-of-Cll_funds. |

Copy of Question and Answer Sheet

What is the Community Infrastructure Levy?

A. The Community Infrastructure Levy (CIL) is a charge which Local Authorities in England and Wales can charge on most types of new development in their area. CIL charges will be based on the size, type and location of the development proposed.

Q. What infrastructure will it be used to fund?

A. The District Council will use the money raised by CIL to pay for strategic infrastructure required to support development in the District. This currently consists of certain highway improvements and secondary school provision within the District and is set out in the 'Regulation 123 List' which can be viewed on the Council's website:

http://www.bassetlaw.gov.uk/everything-else/planning-building/community-infrastructure-levy/regulations-123-list-for-cil.aspx

Local Infrastructure (facilities or services that are essential for development to take place on individual sites) will be secured through Planning Obligations in line with the Policies of the Core Strategy & Development Management Policies and the Site Allocations Development Plan Documents (DPD).

Q. What are the changes we are consulting on?

A. We are proposing to add "Heritage/Cultural Infrastructure" to the Regulation 123 List. This would include the following sub-sections.

- > The restoration of vacant buildings at risk on the District or National Heritage at Risk Register.
- > Traditional shop front reinstatement for Listed Buildings or Positive Buildings on Primary or Secondary Retail Frontages in Conservation Areas or Heritage Related Grant Areas.

Heritage / Cultural Infrastructure ¹	Cost of improvement £
The restoration of vacant ² buildings at risk on the District or National Heritage at Risk Register ³ .	75% or 85% of the total CIL calculation.
Traditional shop front reinstatement for Listed Buildings or Positive Buildings on Primary or Secondary Retail Frontages in Conservation Areas or Heritage Related Grant Areas.	Up to £5000 or 50% of cost of works, whichever if the lesser ⁴ .

¹ Where works/development is not required through a Section 106 agreement.

² Vacant for this purpose means a building or part of the building has not been in continuous use for a period of at least 6 months within the 12 months ending on the day the planning permission first permits the chargeable development.

³ The Heritage at Risk Registers are available at <u>www.bassetlaw.gov.uk</u> and <u>www.historicengland.org.uk</u> or contact Bassetlaw District Council Conservation Team.

⁴ The awarding of CIL funding towards shopfront reinstatement is at Bassetlaw's Council's discretion and availability of CIL funds.

There will be no other changes; existing projects which are currently on the list will stay the same. Subject to approval by the appropriate Council Committee, it is proposed that the amended Regulation 123 List will come into effect shortly after the approval.

Q. Why are we proposing these changes?

It has become apparent that the Community Infrastructure Levy can have a negative impact for the restoration and regeneration of the District's heritage assets. The cost of bringing historic buildings, especially when listed, back into use is often unviable. In many cases, there is a 'Conservation Deficit' meaning that the cost of restoration and bringing the building back into use is greater than the market value of the building on completion of the works. The Conservation Deficit, or lower developer profit, and the Community Infrastructure Levy can make the restoration and bringing derelict heritage assets in Bassetlaw undesirable, meaning that developers are choosing not to purchase these buildings and not implement their approved planning permission once the CIL is calculated. In most cases these heritage assets are those considered to be 'at risk' due to their lack of use or poor condition and without development are unlikely to be restored.

In addition, Bassetlaw's town centres form part of the economic infrastructure of the District and investing in them, especially in the historic buildings can have economic benefits. Bassetlaw Core Strategy and Development Management Policies DPD Policy DM8 places great emphasis on the restoration, repair and reinstatement of traditional shopfronts, this was further supported by the Council adopting a Supplementary Planning Document on shopfronts (Bassetlaw District Council Supplementary Planning Document a Guide to Good Shopfront Design and Signage, 2014). The Council is therefore committed in its Planning Policy to improve the standard of shopfronts but has little ability to encourage their replacement or improvement unless an owner chooses to apply for planning permission. Using CIL money for a limited grant fund would provide the Council the opportunity to offer grants to owners to improve the appearance of the primary and secondary retail frontages in Worksop and Retford.

National Planning Policy (NPPF) expects local planning authorities to have a proactive strategy for dealing with heritage at risk. Therefore, in order to remove barriers to restoring heritage assets that are 'at risk' in the District, and to ensure CIL monies can be used to improve the cultural benefits that the conservation of the historic environment can bring, it is proposed to amend the Regulation 123 List.

Q. What will be the implications of these changes?

A. By taking this decision the Council will have the ability to direct CIL monies collected from heritage assets at risk back into their restoration and monies, which have been collected across the District and apply it to the enhancement of historic shopping frontages.

Q. Why are we consulting you?

A. Prior to making changes to the Regulation 123 list the Council is required to ensure that it is subject to appropriate levels of consultation with the reasons for change clearly explained. We are therefore consulting with, Nottinghamshire County Council, Historic England and other relevant organisations for a minimum period of 6 weeks from 30th May 2018 until 16th July 2018.

Q. How can I be involved in the consultation?

A. The District Council would welcome your comments on the proposed changes to the Regulation 123 list and this can be done in the following ways:

Write to: Simon Britt (Principal Conservation Officer)

Queens Buildings Potter Street Worksop Notts S80 2AH

E-mail: simon.britt@bassetlaw.gov.uk

If sending comments by e-mail please include 'Regulation 123 Consultation Response' in the subject line.

Please ensure that your comments reach us by 5pm Monday 16th July 2018.

If you have any queries about this consultation of the Community Infrastructure Levy please contact Simon Britt on 01909 533427 or visit the Council's website: http://www.bassetlaw.gov.uk/everything-else/planning-building/community-infrastructure-levy.aspx

Copy of Reason for Amendment to the Regulation 123 List.

The Bassetlaw Community Infrastructure Levy came into effect from 1 September 2013 following an independent examination of the Council's proposal in June 2013. CIL is required to be paid if planning permission is granted for a proposal and is charged in pounds sterling (£) per square metre of the net additional increase in floorspace of any given development. It is based on the rates set out in the CIL Charging Schedule and payment is in accordance with the adopted instalment policy. The amount of CIL liable is dependent on where the development is located within the District, the type of use proposed, the amount of floorspace that is being created and the amount that is being lost i.e. through demolition or change of use.

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It has become apparent that the Community Infrastructure Levy is having a negative impact for the restoration and regeneration of the District's heritage assets. The cost of bringing historic buildings, especially when listed, back into use is often unviable. In many cases, there is a 'Conservation Deficit' meaning that the cost of restoration and bringing the building back into use is greater than the market value of the building on completion of the works. The Conservation Deficit, or lower developer profit, and the Community Infrastructure Levy can make the restoration and bringing derelict heritage assets in Bassetlaw undesirable, meaning that developers are choosing not to purchase these buildings and not implement their approved planning permission once the CIL is calculated. In most cases these heritage assets are those considered to be 'at risk' due to their lack of use or poor condition and without development are unlikely to be restored.

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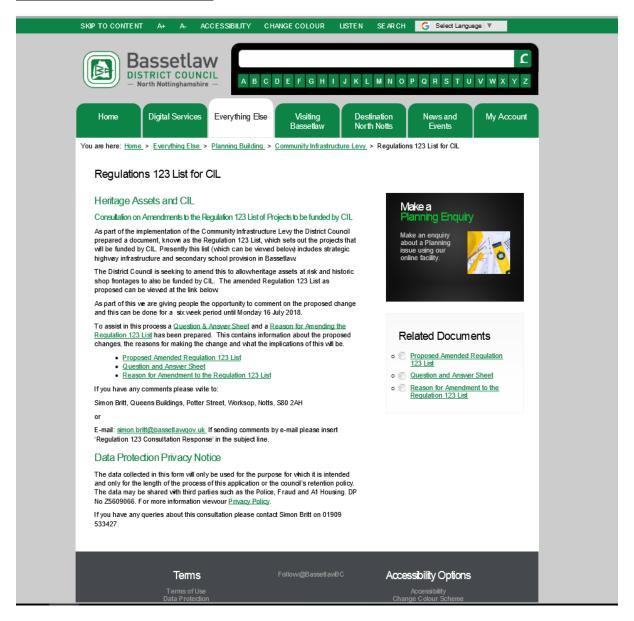
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It should be noted that CIL funding for Heritage/Cultural Infrastructure could not be provided for infrastructure items that would be delivered through a Section 106 Agreement. Further, grants for shop front reinstatement will be at the Council's discretion and subject to the availability of funds. The footnotes on the amended Regulation 123 List are thereby important.

Copy of the website page.



Copy of press notice

Amendment to Community Infrastructure Levy Regulation 123 List Consultation.

Community Infrastructure Levy, England and Wales Regulations (2010) as amended.

Bassetlaw District Council hereby gives notice that it intends to amend the Community Infrastructure Levy (CIL) Regulation 123 List. In accordance with the Community Infrastructure Levy Regulations 2010 (as amended) and associated Guidance, Bassetlaw District Council is inviting representations on the amended Regulation 123 List.

The following documents are available for inspection:

- The Proposed Amended Regulation 123 List.
- The Reason for the Amendment to the Regulation 123 List.
- A Question and Answer Sheet.

Consultation Period.

Monday 4th June 2018 - Monday 16th July 2018.

Availability of Consultation Documents

The proposed amended Regulation 123 List and accompanying reasons for the amendment are available for inspection:

- Online on the Bassetlaw District Council website:
 - http://www.bassetlaw.gov.uk/everythingelse/planning-building/communityinfrastructure-levy/regulations-123-list-forcil.aspx
- At the Council Offices at Queen's Buildings, Potter Street, Worksop, S80 2AH
- By email to <u>Simon.Britt@bassetlaw.gov.uk</u>
- By post to Planning Policy and Conservation, Bassetlaw District Council, Queen's Buildings, Potter Street, Worksop, S80 2AH.

Further information or Enquiries

For further information or enquiries about the Community Infrastructure Levy please contact the Planning Policy and Conservation Team by email at Simon Britt@bassetlaw.gov.uk or by phone 01909 533427.

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The personal information you provide to us will only be used to deliver this request.

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