



## BEFS WORKSHOP REPORT

### AUDITING THE HISTORIC ENVIRONMENT – UPDATE ON THE DEVELOPING AUDIT

Introduction	1
Presentation: Update on the Historic Environment Audit	1
Questions	2
Questions/Comments about the Audit	2
Role/Audit Purpose	2
Aim	2
Audience	3
Use of Information Gathered	3
Process	3
Scope of Audit	3
Vision for the Historic Environment	3
Data Collection	3
Data Quality	4
Working with Stakeholders	4
Promotion of Audit	4
Questions that the Audit Could Address	5
What do we have?	5
Measuring Development Pressure on Historic Environment	5
Measuring Condition – General	5
Measuring Condition – Rural Setting	5
Measuring Condition – Effectiveness of Consents/Processes	6
Measuring Skills, Training and Human Resources	6
Measuring Impact of Policies	7
Measuring Funding Levels/Processes	7
Measuring Public Interest	7
Measuring Education Value	7
Measuring Cultural Value	8
Measuring Economic Value (including Tourism)	8
Measuring Levels of Maintenance	8
Measuring Appropriate use of Materials	9
Data Sources – General	9
Summary	10
Participating Organisations	11

## **INTRODUCTION**

The workshop took place on Wednesday 15 March 2006 and was attended by 18 individuals representing various organisations with an interest in Scotland's historic environment. Organisations represented are listed at the end of this report.

The purpose of the workshop was:

- to provide stakeholders with an update on the developing Historic Environment Audit process;
- to gather views from stakeholders on possible questions that the Audit could provide answers to;
- to identify possible data sources and relate these to questions.

## **PRESENTATION: UPDATE ON THE HISTORIC ENVIRONMENT AUDIT**

Robin Turner, Vice-Chair of BEFS and member of the Stakeholder Advisory Group established to steer the progress of the Audit, provided an update on progress. The following points were covered:

The need for a system of Historic Environment Audit has been identified for many years. In 2001 Scottish Environment LINK published a report on the Historic Environment, as part of a series of Scottish Environment Audits. This report concluded that there was insufficient data available to inform the care of Scotland's historic environment. In association with the report, a Ten Point Plan of Action was drafted, the first item on which was a proposal for a major independent Review of the state of Scotland's historic environment. A Review was considered essential in order to provide a base of evidence to inform advocacy work.

Progress has been made against a number of actions identified in the Ten Point Plan, for example the UK has recently signed up to the European Landscape Convention; greater funding for skills development is becoming available and the level of liaison and partnership working between organisations in the historic environment sector has increased (in part through the establishment of BEFS).

In order to make progress on demonstrating the need for a review, BEFS hosted jointly with Scottish Environment LINK in the spring of 2004, a series of three workshops that gathered information from a wide range of interests on the need for a review. The outcome from these workshops was published in the summer of 2004 in a document called 'The Bigger Picture'. This activity also provided stakeholder input into the work of the Historic Environment Advisory Council for Scotland (HEACS), in its own consideration of the need for an Audit/Review.

HEACS advocated the need for an Audit in its recommendation to the Minister for Tourism Culture and Sport, and in May 2005 the Minister gave her support to a system of regular Audit. Funding of £240,000 was made available on an annual basis for three years – this funding being additional to existing funding of the historic environment. Historic Scotland took on responsibility for project management and, in order to incorporate the views of stakeholders within the Audit process, a Stakeholder Advisory Group was established with representation from the following bodies: RCAHMS, HLF, SSDP, HEACS, HHA, BEFS, NTS. Expansion of the Stakeholder Group is currently being considered. It was noted that stakeholder input is particularly relevant in Scotland as Historic Scotland, unlike English Heritage, cannot undertake independent advocacy work. Many members of BEFS, as key stakeholders, will play a significant role in the Audit process.

It is envisaged that the Audit will be implemented in three stages, initially sourcing the more easily accessible sources of data, then moving on to less accessible data in 4 – 5 years time. It is envisaged that a website will be established to hold data and provide a broad range of

information on aspects of the historic environment. A first step will be to identify the questions that the Audit will answer and identify where datasets are held.

Reference was made to the system of historic environment reporting in England and Wales. This system of annual reporting and associated promotion of the heritage has helped to make the case for a system of Audit in Scotland. The annual State of the Historic Environment Reporting documents produced by English Heritage are used to advocate the value of the historic environment.

It is anticipated that the new system of Audit in Scotland will be a tool to establish additional resources for the historic environment. It was stressed that data arising from the Audit must be used in a constructive way to make the case for the historic environment and promote its value. Establishing the Audit represents a major success for the historic environment sector.

## **Questions**

Robin Turner introduced Karen Robertson, Project Manager for the Audit based at Historic Scotland. Both took questions from the floor on the developing Audit. The following points were made:

- The Audit will be an ongoing process – it is anticipated that it will be a rolling programme running for at least 4-5 years.
- The process will be jointly owned by the sector as a whole.
- There will be ongoing reporting and releasing of information as it comes out.
- The first step is to assess the quality of the data already available and to identify where the gaps are in the evidence base. This initial assessment is currently being undertaken by Glasgow Caledonian University – this will run until September. The output from this research will be a compendium of data sets that will provide basic information on what data exists, and the coverage.
- It is believed that ‘quick wins’ will be important to get the Audit started, and that the promotion of these will help the Audit gather momentum.
- At this early stage in developing the Audit, it is important to think about the questions that should be asked to elicit information that is useful.
- It is anticipated that reporting will take place on a 3-yearly cycle with annual headlines.
- Information will be posted on a web ‘microsite’ which will sit independently from Historic Scotland’s website. This website will signpost other data.
- The Audit will take a broad view encompassing individual sites; the space between; designated and undesignated assets.
- The Audit will identify historic environment assets, will look at their quality, and will measure change.
- It was noted that the Ten Point Plan of 2001 has not yet resulted in changes to legislation, but that progress has been made (as highlighted above). The legislative environment is very different now to what it was five years ago. There is hope for a Bill on the Historic Environment.

## **QUESTIONS/COMMENTS ABOUT THE AUDIT**

### **ROLE/AUDIT PURPOSE**

#### **Aim**

1. What is the strategic aim for the Audit?
2. The Audit should be able to produce information that may be used within Government to influence other departmental agendas less directly related to the heritage.
3. The Audit should be able to demonstrate that a sea change is required in terms of funding the historic environment.
4. How will the Audit be able to demonstrate the importance of the general built environment?

5. The Audit could explore and promote the value of historic environment assets in the rural setting.
6. How will the Audit improve community planning?
7. How will the Audit support the voluntary sector?

### **Audience**

8. Who are the audiences for the Audit - who is seeking data and how will it be used? The Audit could generate useful information for community groups placing funding bids, agencies such as Visit Scotland and Local Enterprise Companies making business cases, or looking for confirmation of the historic environment's significance.

### **Use of Information Gathered**

9. What will the process be for feeding back from the Audit into policy decisions?
10. How will channels be opened to provide this evidence-based information to Government?
11. How will the Audit contribute to the Government's agenda?
12. How will the Audit lead to more joined-up delivery?
13. Will the Audit be able to influence other research agendas and potentially lead to a UK wide Research Strategy?
14. What indicators will be used to feed back monitoring information into policy development?
15. How will the Audit create indicators that are significant?

## **PROCESS**

### **Scope of Audit**

16. A longer term wide-ranging Review is still hoped for amongst stakeholders. It was thought that this could follow in 2/3 years' time, following on from identifying the existing 'gaps' in information.
17. Listed Buildings and Scheduled Ancient Monuments only make up 10% of the historic environment. The Audit must capture data on undesignated elements as well as designated elements.
18. The maritime resource should be included within the scope of the Audit.

### **Vision for the Historic Environment**

19. A vision for the historic environment should be a collective vision bringing together government and non-government. The Audit may enable this – the timescale for developing such a vision might be 5-10 years.
20. What is our vision for the historic environment and how is an Audit going to help us achieve this?

### **Data Collection**

21. The Audit will be tackling a huge amount of data – there will therefore be a need to focus on types of data and to prioritise. Useful baseline data will need to be established. It will be necessary to prioritise limited resources. It was felt that a survey of social attitudes should not be a priority.
22. A mixture of case studies and themed research would be a good initial methodology for the Audit.
23. Does the information currently available answer the questions that will be asked of it?
24. How will existing data identified during the Audit answer the questions we want answered?
25. The Audit should sign post existing sources of data: such as information from local authorities, planners, local advisory groups, user groups, landscape architects, the open space audit, information on building standards.

26. It was noted that Local Authority staff will have access to much relevant information, but that it will be difficult to undertake data gathering on top of existing heavy workloads. It was noted that data requests to Local Authorities should be packaged together. Relevant contacts within Local Authorities will include the Chief Officers of Transportation Services and the Building Control Forum.
27. It was observed that data is held in different formats – the Geographic Information System (GIS) approach is different from the unitary/site-based approach. Uniformity of data amongst local authorities will be an issue for the Audit.
28. 31 out of 32 local authorities are using a system called ‘CAP Solutions’ for keeping records on designated historic environment assets so there is increasing uniformity in means of accessing data.
29. The Audit could look at methods of data collection and advocate a more joined-up approach between different agencies.
30. The Audit should adopt best practice in terms of updating information.
31. What are the common groups in data and how can organisations work together to combine forces when working on similar areas?
32. How will the Audit gain data where data is not currently available?
33. The Audit will need time to assess what we don’t know.
34. Could there be benefit in broadening the research/fact finding, eg through ICOMOS and other international heritage networks?
35. How can the data be made more accessible?
36. Can the data used in evaluation/grant applications/reports be described as ‘grey literature’?
37. It is hoped that the Audit process will take on board the lessons learned from implementing ‘Heritage Counts’ in England and Wales. ‘Heritage Counts’ uses a variety of data including thematic, national headlines and case studies to demonstrate value and a change in the state.

### **Data Quality**

38. Are the data sets sufficiently user-friendly? Much data is aging and not in a user-friendly format. The most useful element of the List Description lies in the notes section. Records of Listed Buildings vary as the recording of ‘group listings’ is variable.
39. The inclusion of an historical asset in a data set requires a qualitative assessment – the Audit should be mindful of this.
40. How sustainable are the current data sets?

### **Working with Stakeholders**

41. There should be a community of interest to determine and define the questions that should be asked in the Audit.
42. Participants advocated that a User Group should be established to feed into the Stakeholder Advisory Group.

### **Promotion of Audit**

43. Promotion of information coming out of the Audit is crucial. It would be worth implementing a ‘headline strategy’ for promoting information in order to maintain momentum. Headline information should be directed towards the media. The Audit represents a strong opportunity – this needs to be highlighted. The Audit should help demonstrate the need for the information and opportunities in having the data.
44. As a link to an audience, the Core Paths Network could be a means of promoting data coming out of the Audit.
45. Raising momentum will be important in relation to the Government’s 2007 public spending review.

## **QUESTIONS THAT THE AUDIT COULD ADDRESS**

### **What Do We Have?**

1. What do we have in terms of the historic environment?
2. What is the balance between legally protected and unprotected sites/areas?
3. How many cultural landscapes are recognised and/or preferred?

Data sources:

- See below: Data Sources – General.

### **Measuring Development Pressure on Historic Environment**

4. What and how much of the historic environment are we losing?
5. What have we lost/gained over the last 100/50/25/10/5 years?
6. The Audit needs to measure what archaeological assets have been lost, and also discovered, on a local authority area basis.
7. What are the statistics for numbers/or percentages of Listed Buildings that are granted Listed Building Consent each year by Local Authorities? (this information could identify greatest pressures)
8. What is the level of threat to the historic environment from development pressures? (eg measure through number of applications in each Local Authority, and account for population level)
9. How many urban archaeological sites are destroyed by development?
10. What is the current loss of cultural marine assessments - both maritime and coastal - especially with a view to potential loss due to global warming and new development?
11. The Audit could measure the impact of transportation initiatives on the public realm.
12. The Audit could seek to measure the quality of development, although this measure is very subjective.

Data sources:

- See below: Data Sources – General.

### **Measuring Condition - General**

13. What are the overall trends in changes to the historic environment?
14. What is the condition of Buildings At Risk, Scheduled Ancient Monuments, Scotland's World Heritage Sites?
15. What is the condition of Listed Buildings in terms of risk? (base assessment on a sample)
16. How many Buildings At Risk have been removed from the Buildings At Risk Register due to re-use?
17. What is the state of the public realm; in particular 'historic' paving, kerbs and setts?
18. How effectively are public services being delivered when compared with English and Welsh local authorities and other European countries, where investment in quality public realm is commonplace, unlike in Scotland?
19. How does the popularity of particular sites impact upon site condition? (relate income generated at 'flagship' site to level of loss, decay elsewhere)

Data sources:

- See below: Data Sources – General.

### **Measuring Condition – Rural Setting**

20. Are there any particular problems associated with promoting/conserving the built heritage in the countryside? (eg. actual/potential effect of farm diversification)
21. What is the impact of remoteness on the condition of the historic environment? (eg Buildings At Risk on Shetland)

Data sources:

- Scottish Executive Environment and Rural Affairs Department (SEERAD).
- Scottish Environment LINK Report 'The State of Scotland's Farmed Environment', Macaulay Institute website: <http://www.macaulay.ac.uk/LINK/>
- Data collected by Monument Wardens.
- Agri-environment Scheme data.
- Information on access arrangements (Core Path Network).
- Information on farming and rural land management: [www.scottisharchaeology.org.uk/advice/farming.html](http://www.scottisharchaeology.org.uk/advice/farming.html)
- Open space audit (funded by Scottish Natural Heritage – Scotland wide).

### **Measuring Condition - Effectiveness of Consents/Processes**

22. What is the outcome of the Listed Building Consent and Conservation Area Consent processes? (undertake a qualitative assessment of sample consents to discover impact/added value of processes)
23. What is the number of statutory repair notices being served and if there are any what is the resultant action?
24. How many Conservation Areas are there and how many have a character appraisal?
25. Where Conservation Areas do not have a character appraisal what is the reason for this?
26. The Audit could look at the use by the National Trust for Scotland of Conservation Agreements and compliance with conditions placed on property through these agreements.
27. How many listed buildings/historic buildings under significant development are subject to recording?
28. The Audit could measure the number of Listed Building Consent application referrals to the RCAHMS (numbers have reduced).
29. How many major developments or historic sites and places benefit from a conservation plan?
30. Can the standards to which building renovations are undertaken be quantified efficiently by measuring the results of investment through public grants?

Data sources:

- See below: Data Sources – General.

### **Measuring Skills, Training and Human Resources**

31. Are the trainers producing students with the appropriate skills?
32. What is the quality and quantity of training (including lifelong learning) opportunities?
33. What educational resources/opportunities are there for involvement in historic environment activities/conservation?
34. What proportion of time do Local Authority officers trained in managing the historic environment spend on matters directly relating to the historic environment?
35. How many Local Authorities have adequate professional cover for the historic environment – archaeology, buildings, gardens, landscapes?
36. Why is the profile of the built environment within COSLA not particularly high?
37. What training is available for building maintenance traders and professionals?
38. What training is available for building owners?
39. Who is working in the sector; what are they doing and with what resources?

Data sources:

- Survey by the Institute of Historic Building Conservation.
- HEACS/HS/BEFS Infrastructure Mapping Survey (current): measures staffing and volunteering.
- Lifelong learning indicator (courses, evening classes).
- University Career Services (destinations surveys, skills sets).
- City Heritage Trust (Dundee, Stirling, Inverness, Aberdeen).
- Best Value Indicators – measure Local Authority skills.
- See below: Data Sources – General.

### **Measuring Impact of Policies**

40. The Audit could measure the impact of policies affecting the historic environment – eg the extent to which government policies, and good practice guidance, are used by different user groups.
41. What is the relationship between key policies in Local Plans and, for example, the number of Conservation Area Character Appraisals etc?

### **Measuring Funding Levels/Processes**

42. The Audit should identify the availability of funding.
43. Funding of the historic environment is often grant based – funding regimes often do not allow time to look at context of building and undertake research, recording. The Audit could seek to measure the implications of this.
44. The Audit should also seek to identify what additional work could be undertaken within the historic environment if additional money were found.
45. The Audit could measure the level of funding provided for managing the historic environment in Local Authorities and compare to equivalent assistance elsewhere (eg English Heritage funds 50% of archaeology posts in Local Authorities for 3 years - there is no equivalent in Scotland. Scottish Natural Heritage funds Landscape posts).
46. What is the level and nature of grants provided by the Heritage Lottery Fund?
47. Do the grants available meet the demand?
48. Where and how big are the funding gaps?
49. How much time and effort is spent on completing applications for grant monies to match fund very small projects?
50. The Audit could make comparisons between the cultural and natural environment (SNH have invested heavily in the natural environment).

### **Measuring Public Interest**

51. What is the public's awareness of the historic environment?
52. How do people get involved with the historic environment?
53. How many non-professionals are involved actively in archaeological fieldwork?
54. What is the level/nature of membership of heritage/conservation organisations?
55. What does the public value most about our historic environment?
56. What is the level of coverage of heritage issues within the media over last 20-30 years? What is the effect of this on the general public in terms of their appreciation/concern for the heritage?
57. How accessible is the historic environment?
58. What are the barriers to participation eg insurance costs?

#### **Data sources:**

- TV viewing figures eg 'Time Team', press coverage.
- Local initiatives - visitor analysis eg Highland Archaeology Week, Perthshire Archaeology Week, Doors Open Day figures (held by the Scottish Civic Trust).
- Heritage attractions – visitor information likely held with Visit Scotland, Scottish Enterprise, National Trust for Scotland.
- Heritage Lottery Fund (eg 'Your Heritage' grants scheme), the Council for Scottish Archaeology, European Social Fund.
- Postgraduate research dissertations (reference made to research at Orkney World Heritage Site and current dissertation research at Glasgow Caledonian University).
- Local Authority Heritage For a.

### **Measuring Education Value**

59. What educational resources are out there for the historic environment?
60. How well is interpretation of the historic environment achieved?

## **Measuring Cultural Value**

61. What is the relationship between the historic environment and culture?
62. What is the impact of the historic environment on quality of life?
63. What kind of impact does participation in the above have on people? Does it contribute to higher educational attainment? Sense of Identity? Cultural Cohesion/development? Community Well-being?

### Data sources:

- Omnibus Surveys on 'culture' (Department of Culture Arts and Leisure, Northern Ireland).

## **Measuring Economic Value (including Tourism)**

64. What are the drivers for encouraging protection (financial/legal/social value)?
65. Townscape Heritage Initiatives demonstrate clear economic value.
66. The Audit could measure the level of Scottish Enterprise funding spent on the public realm.
67. The Audit needs to provide information on the value in terms of the tourist industry of historic sites such as Culloden. Information is required to enable the promotion of archaeological sites.
68. The Audit should seek to measure the positive impact of the historic environment on tourism within small towns; on the local economy and quality of life.
69. How does heritage contribute to Scotland as a destination for visitors?
70. What is the impact of tourism? How can we differentiate between the impact of key sites and the general environment?
71. What are the relative levels of tourism across the cultural sector? How can these levels be developed?
72. What is the impact of tourism in 'hotspots' and 'cold' areas on conservation of the heritage?

### Data sources:

- Visit Scotland, Highlands & Islands Enterprise, Scottish Enterprise and Local Enterprise Companies.
- Local Tourist Information Centres - feedback (particularly after events).
- Historic Buildings Surveys (1998?) 10 towns study.
- Visitor Spend - National Trust for Scotland, Historic Scotland, Historic Houses Association.
- See below: Data Sources – General.

## **Measuring Levels of Maintenance**

73. To what extent do owners of historic buildings (including local authorities) carry out good repair and long-term upkeep?
74. What is the level of Local Authority expenditure on maintenance?
75. The Audit could examine evidence of maintenance work eg content of maintenance manuals, records on regular maintenance regimes.
76. Which organisations run building maintenance programmes? (eg National Trust for Scotland, Church denominations, government bodies)
77. What Maintenance Manuals exist for historic properties?
78. What is the relationship between buildings in multiple ownership and maintenance?
79. What is the backlog of maintenance in private sector housing?
80. Why do insurance companies not make maintenance of properties a priority – a proper MOT?
81. Which building/monuments/building types are particularly at risk from lack of maintenance?
82. What buildings/types of property are benefiting from regular maintenance regimes?
83. What is the relationship between times/areas of prosperity and/or depression and capacity/will to maintain the heritage?

Data sources:

- Local Authority Corporate Assets Strategies.
- See below: Data Sources – General.

### **Measuring Appropriate Use of Materials**

84. Why do Local Authorities permit use of manufactured, high energy, products in new build?
85. Why do we still permit the use of 'plastic repairs' which will generally fail in 15-20 years time?
86. Why do Local Authorities in England have mineral plans and county mineral maps when Scotland's Local Authorities do not?
87. Why do Local Authorities not recognise the material needs of the very heritage they are seeking to maintain (in the most appropriate fashion)?
88. Is building repair work to present standards simply unsustainable?

Data sources:

- Database of lime samples currently being compiled by the Scottish Lime Centre Trust.
- Conservation Directory published annually by 'Cathedral Publications' - contains information on materials and craftspeople.
- See below: Data Sources – General.

### **DATA SOURCES - GENERAL**

Archaeology:

- Impact of consent process: information submitted with planning consents and outcomes.
- Information held by ARIA (Association of Regional and Island Archaeologists).
- Analysis of annual publication 'Discovery and Excavation in Scotland'.
- Carved Stone Decay in Scotland (data held at Historic Scotland).
- Graveyard Recording Forms (information held at the Council for Scottish Archaeology).

Historic Buildings:

- Buildings at Risk Register: monitors additions and removals (repair or loss).
- Impact of consent process: information submitted with Listed Building Consent Application (feasibility studies, design statements) and information on subsequent change to Listed Building.
- Building Condition Survey 2004/2005 of interpolated costs (Scottish Borders Council).
- Listed Building Survey (Scottish Borders Council).
- Listed Building Survey (Glasgow City Council).
- Local building condition surveys including information on repair costs – town centres, tenements (Scottish Borders Council).
- Local records of threatened buildings.
- East Lothian Farm Steadings Surveys (East Lothian Council).
- Annual Local Authority returns to Historic Scotland on Listed Building Consent records.
- Preparation of conservation plans by students (over 30 detailed building studies of a range of buildings) (Duncan of Jordanstone College).

Gardens and Designed Landscapes:

- Inventory of Gardens and Designed Landscapes.
- Unpublished information on potential sites to add to the Inventory (Garden History Society).

Townscape/public realm:

- Townscape Heritage Initiative Audits eg Inveresk and Dunbar Audits (East Lothian Council) – background information.

- Conservation Area Appraisals.
- Bids for Conservation Area Regeneration Schemes – background information.
- Annual Monitoring Report for the World Heritage Site (Edinburgh World Heritage).
- Transport assessments.

Forestry:

- Cultural Landscapes offered by native woodland projects.
- Forestry Commission data.
- Compliance with FSC certification (which protects the historic environment).
- Management plans that identify and protect sites.

World War defences:

- Currently under threat (rapid disappearance).
- Private records held by special interest groups (limits data accessibility).

Building Control:

- Statistics on dangerous buildings.
- Statistics on enforcements.

International Context:

- Work sponsored by ICOMOS and other international or national heritage bodies.
- World Heritage Sites - comparative information.

Title Deeds, Register of Sasines, Architectural drawings:

- Important records of changes to property however these are currently under threat as legal firms transfer to electronic record keeping.
- Similarly drawings held by Architects are under threat/less easy to access as data is held electronically.

General:

- Various research projects funded by Historic Scotland and other agencies working in built heritage field
- Postgraduate Dissertations/Theses from conservation courses.

## **SUMMARY**

Some key points arising from the discussions were as follows:

- Promotion of the Audit will be crucial to its success.
- Participants endorsed the promotion of regular headline reporting of results.
- There will be a strong role for Local Authority staff in the Audit process.
- Data accessibility will be variable.
- Signposting of existing data will be necessary.
- The audience(s) for the Audit needs to be clearly defined.
- A User Group of stakeholders should be established to feed views to the Stakeholder Advisory Group.

## **PARTICIPATING ORGANISATIONS**

Council for Scottish Archaeology  
Dundee University – School of Town and Regional Planning  
Edinburgh World Heritage  
Glasgow Caledonian University – Heritage Futures Network  
Historic Scotland  
Institute of Field Archaeologists – Scottish Group  
Institute of Historic Building Conservation – Scottish Branch  
National Trust for Scotland  
Royal Commission on the Ancient and Historical Monuments of Scotland  
Rural Scotland  
Scottish Civic Trust  
Scottish Stone Liaison Group  
Society of Antiquaries of Scotland