

RECOMMENDATION FOR CHANGE TO NATIONAL PERFORMANCE FRAMEWORK INDICATOR AND MEASURE ON SCOTLAND'S HISTORIC ENVIRONMENT

Introduction

As part of its brief for taking forward development of a measurement framework for *Our Place in Time* (OPiT), the Measuring Success Steering Group (MSSG) has led on gathering stakeholder views on the current National Performance Framework (NPF) measure for the historic environment. MSSG understood that there is little scope for additional indicators and that the objective is to propose an alternative to the current measure which has been seen for some time as problematic.

Consultation

On behalf of MSSG, BEFS consulted stakeholders during the winter of 2015-16; an analysis of the responses is available on [BEFS website](#). BEFS also sought to inform stakeholders by arranging a presentation from Scottish Government Scotland Performs team on the NPF. Stakeholders were invited to consider two options – one for a measure on condition, and one for a measure on participation. The consultation revealed widespread dissatisfaction with the existing measure because it is narrowly focussed on small proportion (0.6%) of listed buildings which in turn represent one aspect of the historic environment.

A meeting of stakeholders who had contributed written feedback was held on 27th April 2016. In terms of an alternative, the meeting noted that the objective was to use data from an existing robust data source, particularly given the financial pressure being exerted on existing data sources. The meeting similarly considered two options for a measure on condition or participation. It was recognised that no one measure will be perfect given the breadth of activities and benefits that the sector provides. The recommendation of the meeting was discussed and endorsed by MSSG on 4th May.

Existing measure

The meeting reiterated dissatisfaction with the current measure and recognised that the measure fails to meet a number of the technical criteria for developing effective indicators (including the need to obviate perverse behaviours). It also noted that a change of measure would allow resourcing of the Buildings at Risk Register (BARR) to be directed to other areas in delivering OPiT. It was also understood that this data is resource intensive to collect and has not resulted in any marked change in condition.

Participation measure

The meeting (April 2016) considered an alternative proposal for a participation measure, which was to use data provided by the Scottish Household Survey (question CULT3A-G):

Number of visits to historic places. It was felt that this is quite a passive measure, indicative of an interest in visiting historic sites but not active engagement.

The meeting also discussed another measure available in the Scottish Household Survey (question CULT7) which provides data on views on culture, heritage and the arts. Two options cover *Importance of looking after heritage buildings and places*; the meeting felt that this measure is too subjective for an NPF measure, but was supportive of using the data in wider advocacy activities. It could also be tracked alongside another. The second option provides *Views on whether local heritage is well looked after*; the meeting felt that this was a poor representation of condition.

Recommendation

Informed by the consultation, the MSSG makes the following recommendation:

That the current measure of % of A-listed buildings on the Buildings at Risk Register is replaced with % of pre-1919 dwellings classified as having disrepair to critical elements (as set out below).

Stakeholders were keen that any replacement measure is more socially inclusive than the existing and that use of data reflecting the condition of pre-1919 housing would be more broadly relevant to communities across Scotland, thereby helping to mainstream the historic environment across wider policy areas. The Indicator is also amended slightly to reflect this wider coverage. Stakeholders were clear that the historic environment sector must retain at least one Indicator to represent the contribution of the sector within the NPF.

	Existing	Proposed
Indicator	Improve the State of Scotland’s Historic Sites	Improve the State of Scotland’s Historic Environment
Measure (and source)	% of A-listed buildings on the Buildings at Risk Register (BARR)	% of pre-1919 dwellings classified as having disrepair to critical elements (affecting weather-tightness and structural stability and preventing deterioration of the property) (Scottish Household Condition Survey - SHCS)
Status (2014)	7.6%	72%

Stakeholders were keen that the NPF measure for the historic environment should seek to challenge and were comfortable that while the data has historically reported a positive trend, the recommended measure is challenging since the situation is actually quite poor (the 2014 measure indicating 72% disrepair to critical elements of pre-1919 dwellings). The data is robust - the survey is undertaken by qualified building surveyors and data is consistently gathered and has a wider reach/range of users than the Scottish Household Survey data (which was also considered for the participation option). Data on listed buildings can be specifically tracked within the SHCS and can be analysed over time.

Stakeholders recognised that the main disadvantage of this measure is that it is still focussed on buildings as opposed to the wider historic environment. It also relates to an aspect of the historic environment over which Historic Environment Scotland (HES) has few levers or influence, however this could help mainstream the historic environment within across national policy priorities. It is a housing measure however and Conservation Area Regeneration Scheme grants etc. may help influence a proportion of the buildings surveyed.

A second measure

The survey results clearly expressed a preference for an additional measure to allow reporting on both condition and participation. The meeting (April 2016) endorsed this view, advocating a preference for two measures as this would reflect the key tenets of Scotland's Historic Environment Strategy, *Our Place in Time* (OPiT), which has cross-party support in Parliament. The upcoming review of the NPF provides opportunity for the sector to explore and advocate for a second measure that would measure participation. Stakeholders noted that beyond the NPF, the Measuring Success Framework which is currently being developed has potential to inform resource allocation and sector priorities.

BEFS Measuring Success Steering Group June 2016.