



# MANAGING CHANGE IN THE HISTORIC ENVIRONMENT

## ASSET MANAGEMENT



HISTORIC  
ENVIRONMENT  
SCOTLAND

ÀRAINNEACHD  
EACHDRAIDHEIL  
ALBA

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MANAGING CHANGE IS A SERIES OF GUIDANCE NOTES PRODUCED BY HISTORIC ENVIRONMENT SCOTLAND IN OUR ROLE AS LEAD PUBLIC BODY FOR THE HISTORIC ENVIRONMENT. THE SERIES SUPPORTS NATIONAL LEVEL POLICY FOR PLANNING AND THE HISTORIC ENVIRONMENT. PLANNING AND OTHER AUTHORITIES SHOULD TAKE THIS GUIDANCE INTO ACCOUNT WHEN MAKING DECISIONS.

THIS NOTE IS OF PARTICULAR RELEVANCE TO GOVERNMENT DEPARTMENTS, LOCAL AUTHORITIES, PUBLIC BODIES, AND THOSE WITH LARGE ESTATES WITH MULTIPLE HISTORIC ENVIRONMENT ASSETS.



Above: The Crichton Estate, Dumfries, is a 85-acre parkland estate with many listed buildings, managed by The Crichton Trust  
© Crown Copyright: HES SC 1671000

Below: Auchterless Old Parish Church. This site is included in Aberdeenshire Council's *Heritage Asset Management Project*  
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## INTRODUCTION

It is a long-accepted principle that all organisations should be responsible for the care of assets in their ownership or care, including historic assets on land and under the sea. It is their responsibility to ensure that these assets are properly managed and are handed on to future generations in good condition.

All organisations that manage large land and property portfolios are expected to build the protection, management, maintenance or repair of historic assets into their operational and budgetary plans.

## CONTEXT

As well as private landowners, many parts of national and local government and its agencies have an extensive historic estate encompassing buildings (both in use and not), archaeological sites and historic landscapes. Some of these assets have statutory protection as listed buildings or scheduled monuments, or because they lie within Conservation Areas. Others may be included on the Inventories of Gardens and Designed Landscapes or Historic Battlefields, or are in World Heritage Sites, National Parks, National Nature Reserves

and National Scenic Areas. Organisations need to have a consistent and coordinated approach to protecting these historic assets in the course of their estate management, disposal and procurement activities.

Some assets are best maintained in whatever state they have come down to us (for example archaeological sites); others are best maintained in a viable and appropriate use.

This advice note sets out the principles that apply to the management of the historic environment as part of an overall asset management approach to land and property portfolios in public and private ownership. This includes but is not exclusive to:

- all Scottish Government Directorates and Departments, Executive Agencies and Non-Departmental Public Bodies;
- National Health Service, Scotland;
- UK Government Departments operating in Scotland (whose duties in this area were previously set out in the Scottish Historic Environment Policy and the earlier 2003 DCMS 'Protocol');
- Universities; and
- Privately-owned estates



The University of Glasgow manages over 100 listed buildings on the Hillhead campus. An *Estates Conservation Strategy* was produced in 2012 to assist in the management and development of the estate. © RCAHMS DP015701



Forestry and Land Scotland manages 660,000 hectares of land across Scotland. Many scheduled monument are managed as part of this estate, including sites like these World War II defences © Forestry Commission Scotland

The approach applies to property owned, managed, rented or leased out (where the terms of the lease retain responsibility with the owner). Where responsibility for maintaining archaeological sites and monuments, buildings or land is permanently transferred to the private sector, the requirements of this guidance may need to be incorporated in the terms of any contract.

It is an important principle that this document and any guidance and advice issued by us are exercised in a proportionate way appropriate to the actual needs of, and what is practicable for, the assets being managed, and to any over-riding operational or legal requirements (such as the security of listed prison buildings or other installations).

Some historic assets will comprise or form part of sites designated also for their national or international biodiversity, natural environment or landscape interest. In such cases an appropriate balance will have to be found between any different management requirements.

Relevant legislation that organisations managing multiple heritage assets should be familiar with includes:

- *Scheduled Monuments & Archaeological Areas Act 1979.*
- *Listed Buildings and Conservation Areas (Scotland) Act 1997*

1877 view of the sluice intake on Loch Katrine, part of the Glasgow Waterworks Loch Katrine Scheme, and one of many designated assets now owned and managed by Scottish Water © RCAHMS SC 1057692

### HEP1

Decisions affecting any part of the historic environment should be informed by an inclusive understanding of its breadth and cultural significance.

### HEP4

Changes to specific assets and their context should be managed in a way that protects the historic environment. Opportunities for enhancement should be identified where appropriate.

If detrimental impact on the historic environment is unavoidable, it should be minimised. Steps should be taken to demonstrate that alternatives have been explored, and mitigation measures should be put in place.



*Loch Katrine,  
Sluice at Inlet to Aqueduct and Royal Cottage*

## IMPLEMENTATION

Owners and asset managers should:

### 1. Know what assets they have

Organisations should be aware of the designated historic assets in their estate and should either establish and maintain an inventory of assets, or ensure that their existing property/asset management systems take account of historic aspects. For example, the Local Government in Scotland Act 2003 places reporting obligations on local authorities which includes assets for which they have responsibility. Historic environment assets should feature in this.

Such assets might include:

- a building or group of buildings;
- part of a building (e.g. a retained façade);
- an individual archaeological site or monument; or
- a group of monuments.

Priority in all activities should be given to designated assets (scheduled monuments; listed buildings; conservation areas; gardens and designed landscapes or battlefields on the Inventories). This record should where possible incorporate a detailed record of the asset; any relevant condition data; and an assessment of the asset's cultural significance based on available information.

Historic assets that are not scheduled, listed or on the Inventories – particularly archaeological features and anything which contributes to the outstanding universal value (OUV) of a World Heritage Site – may be material considerations in the planning system or require mitigation in advance of development and bodies should normally also record the location and, if known, the extent of such assets. These basic data are available from us and from local Historic Environment Records.

### 2. Identify a responsible officer

Someone within each organisation should take

responsibility for ensuring that policies and procedures for the historic environment are in place. This person should ensure that a record of historic assets is maintained, including any significant interventions in the historic environment such as management, repair, maintenance and adaptations. The officer should ensure that individual property managers are aware of their responsibilities under the relevant heritage legislation and associated guidance issued by Historic Environment Scotland and the appropriate local authority. Where a building is in shared occupation, one organisation should be identified as taking the lead. The officer should be a person at an appropriate level in the conservation or property management structure of the organisation. Where a body has significant holdings of historic assets a director or senior manager should have oversight of their conservation. The officer could also seek to champion the historic environment within their care, adding social value through knowledge dissemination, targeted research and local place-based learning opportunities.

### 3. Use consultants and contractors with appropriate qualifications and expertise

It is strongly recommended that specialist conservation consultants and practitioners appropriate to the nature and significance of the asset and the scale of the works are used to prepare historic building records, archaeological measured surveys and condition surveys; and to advise on any works of alteration or repair. This also applies to works of research, evaluation and investigation.

### 4. Commission historic building records, archaeological measured surveys, condition surveys, inspections and research where appropriate

The recommended method to achieve a sound asset management approach is to prepare a detailed baseline record and to maintain a system of regular condition surveys for a designated asset (no more than 5 years apart is identified as best practice), appropriate to the sort of historic asset.

Buildings will require a very different approach from, for instance, archaeological earthworks. Such a survey cycle should not replace any more intensive programme of inspection, for example for health and safety reasons such as to ensure that stonework is stable. These reports should identify and prioritise necessary repair and major maintenance requirements. For major infrastructure projects reports should set out the measures carried out to locate, assess significance, avoid, mitigate and record/investigate historic environment assets. If buildings in intensive use are the subject of continuous surveillance and maintenance periodic formal inspections may not be necessary.

#### 5. Develop site-specific management guidance

Site specific management should take into account the condition of the asset (and associated conservation management advice). Where appropriate, conservation management should be prioritised towards those sites identified as most in need. Examples of management and survey programmes include:

- Where a monument is scheduled, condition reports provided by the HES Field Officer
- The National Trust for Scotland's five-year survey cycle;



The National Trust for Scotland owns and manages around 130 properties and 180,000 acres of land across Scotland, including St Kilda, above. © Crown Copyright: HES SC 1467638

- Aberdeenshire Council's Historic Asset Management Project.

Where appropriate, in addition to regular condition reports, further site-specific guidance can usefully be prepared such as conservation management plans and incident response plans. Such guidance, which should be based upon a thorough understanding of the significance of the asset, will enable sound judgements to be made about repairs, alterations, management, reuse or disposal.

In order to understand fully the building or site, it may be necessary to commission additional research, analysis, survey or investigation. This may be necessary in advance of carrying out works, or in the course of preparing conservation management plans, management guidelines or conservation manuals. A repair and maintenance programme on its own may be insufficient to address complex conservation problems and inherent defects.

Management provisions may include risk assessment, disaster planning, access guidance, preventive conservation and environmental assessment particularly where there are inherent defects, vulnerable interiors and any potential conflict between conservation and building use.



Ardtornish Estate, near Lochaline, is an example of a privately-owned estate with multiple heritage assets. It includes a number of some of the earliest example of concrete structures in Scotland. © RCAHMS DP 151195

## **6. Draw up and implement a prioritised maintenance schedule, and planned programme of repairs, maintenance and preventative conservation**

Where it is appropriate, planned maintenance registers and forward repair plans are recommended as a means of converting the information provided by the inspections and investigative work into prioritised and costed forward programmes of work. This can vary from cutting vegetation to previously planned maintenance on a major building.

Future repairs identified in the condition reports and surveys, with their estimated costs, and day-to-day maintenance requirements identified in the conservation manual should be included on the register, so that targets can be set for each historic asset over the years.

Appropriate consents should be sought for proposed works. For example, repairs, maintenance and preventative conservation of scheduled monuments would likely require consent from us and alterations to listed buildings would likely require consent from the local authority.

## **7. Ensure a high standard of design in any new work and in the alteration of the historic environment**

New work, including alterations and extensions to historic buildings as well as new buildings in historic areas, should enhance its surroundings. Design and Access Statements are a way of demonstrating that design, refurbishment and product selection decisions have, or will, address the obligations of reasonableness in line with the Equality Act 2010. New work should also take into account the principles of sustainable development.

## **8. Ensure that appropriate materials and management regimes are used**

Particularly before 1919 most buildings were erected using locally-sourced materials by a labour force with traditional construction skills. Repairs to historic buildings are best carried out using similar materials and an appropriately skilled workforce.

The inappropriate use of modern materials, such as cement renders, can cause major damage to historic structures. Older buildings also need appropriate heating and ventilation. It is always better to work with rather than against the needs of an historic structure. Further information can be sought from the following sources:

- Our publications and technical advice – [www.engineshed.scot](http://www.engineshed.scot);
- Local authority local development plan policies and supplementary guidance;

## **9. Protect buildings at risk**

The Buildings at Risk Register for Scotland is maintained by us, and provides information on properties of architectural or historic merit throughout the country that are considered to be at risk. A Building at Risk is usually a listed building, or an unlisted building within a conservation area, that meets one or more of the following criteria:

- vacant with no identified new use (unless a suitable maintenance regime is in place);
- suffering from neglect and/or poor maintenance;
- suffering from structural problems;
- fire damaged;
- unsecured;
- open to the elements;
- threatened with demolition.



To be at risk, a building does not necessarily need to be in poor condition, it may simply be standing empty with no clear future use. Many buildings at risk are in this latter category. The buildings at risk register (BARR) is available online at [www.buildingsatrisk.org.uk](http://www.buildingsatrisk.org.uk), and includes a page with useful links, and a toolkit.

Every endeavour should therefore be made by organisations to ensure that their buildings should not be in such a state as to be on this Register. If buildings are on the Register organisations are urged to work with the statutory authorities to agree a strategy for resolving each case.

#### **10. Work to keep buildings in active use**

Wherever possible, bodies should work imaginatively with others in the private, public and charitable sectors to find new uses or identify appropriate management regimes for redundant buildings.

For more information on community empowerment, we have published guidance on Community Empowerment and Asset Transfer. For the associated guidance and legislation in Scotland see [www.gov.scot/Topics/People/engage](http://www.gov.scot/Topics/People/engage). Further information can be sought from the Development Trusts Association Scotland and the Scottish Land Fund.

#### **11. Ensure that the historic environment is included in climate change actions plans and policies**

The historic environment should be included in all site-specific climate change action plans and policies. It is recommended that they include assessment of climate change impacts, measures to ensure that vulnerable sites can respond to changes in climate, monitoring, control and reduction of site carbon footprint and energy usage. All energy efficiency measures should be effective, appropriate and take into account any special historic or architectural features of buildings and landscapes.



Bonnington Hydro Electric Power Station, part of the Lanark Hydro Electric Scheme, and one of many operational listed structures owned and managed by Scottish Power. © RCAHMS SC 974036

## ROLE OF HISTORIC ENVIRONMENT SCOTLAND

We are the lead public body in matters relating to the historic environment in Scotland. We have statutory functions, for example in relation to scheduled monuments and listed buildings, historic marine protected areas, gardens and designed landscapes and historic battlefields, and we welcome preliminary discussion of proposals that will affect designated sites and buildings.

As noted above, bodies are expected to make the necessary internal arrangements for the management of assets in their care. We can provide advice on policies and processes and, where necessary, on individual cases. We will assist in every practical way to ensure that the historic environment is treated with sympathy and properly cared for. We would welcome the opportunity to contribute to the development of regional or estate-wide historic environment action plans to support an asset management approach.

We operate a programme of monument inspection via its Field Officers. A useful reference for assessing the condition of monuments are our Field Officer Condition assessments which categorise monuments as 'optimal', 'satisfactory', 'unsatisfactory' etc. We can provide the methodology and a proforma sheet for producing similar assessments.

We also distribute grant monies from Scottish Government and it is Scottish Ministers' policy that public funds supplied to us for grant-aid for regular historic building repair and maintenance or normal conservation management agreements will not be channelled to other parts of government.

Historic Environment Scotland's casework team can provide advice about designated assets.  
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## Strategy, policy and procedure

[Our Place in Time:  
The Historic Environment Strategy for Scotland](#)

[Historic Environment Policy Statement](#)

[Historic Environment Scotland: Designation Policy  
and Selection Guidance](#)

[Historic Environment Scotland: Scheduled  
Monument Consents Policy](#)

[Historic Environment Circular: Regulations and  
Procedures](#)

[Scotland's Archaeology Strategy](#)

## Guidance

[Managing Change in the Historic Environment  
guidance series](#)

[HES Technical advice notes \(TANs\), Short Guides,  
Inform Guides, and Practitioners Guides](#)

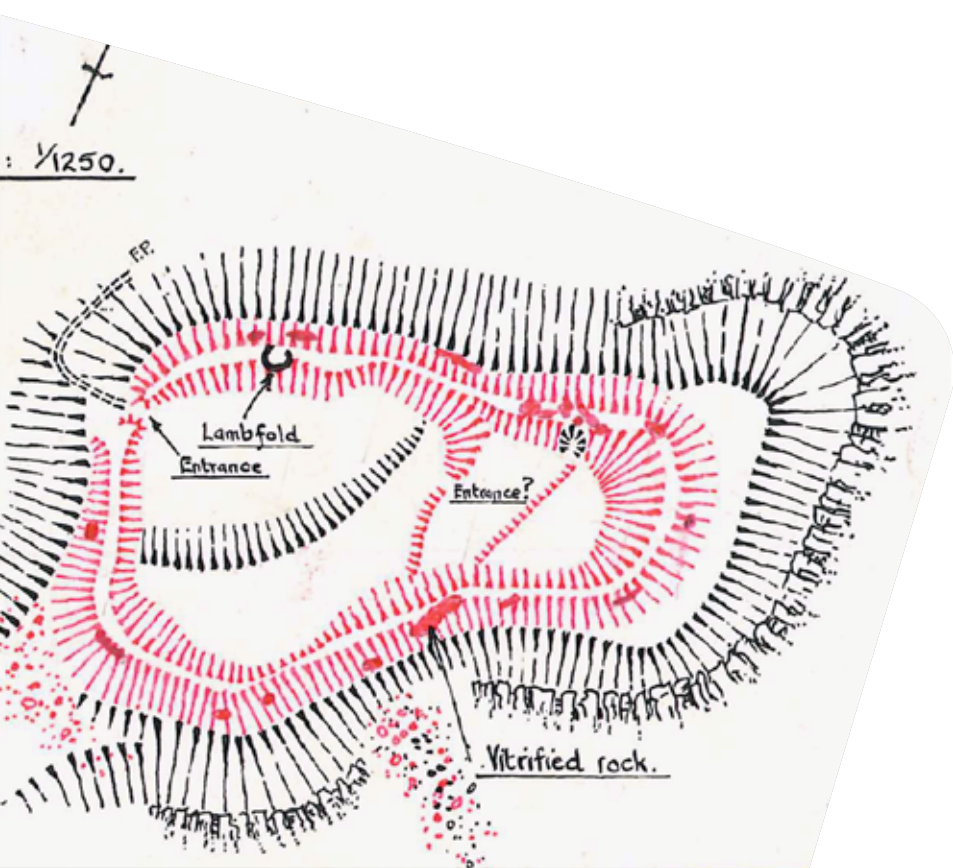
[Scottish Government Planning Advice Note \(PAN\)  
2/2011: Planning and Archaeology](#)

[Scottish Government Planning Advice Note \(PAN\)  
71: Conservation Area Management](#)

## Online resources

[Historic Environment Scotland website](#)

[Designation records and decisions](#)



1961 survey drawing of Dun Deardail fort, part of Forestry and Land Scotland's extensive estate. A project that formed part of the Nevis Landscape Partnership both increased public engagement with the site and informed future management .  
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**Front cover image:** Banavie Locks on the Caledonian Canal, a scheduled monument managed by Scottish Canals. The majority of the canal network managed by Scottish Canals is designated as scheduled monuments, with a number of listed buildings also included in the estate. © RCAHMS DP 023912

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