



PLANNING PERFORMANCE FRAMEWORK REPORT

2021-2022



HISTORIC
ENVIRONMENT
SCOTLAND

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EACHDRAIDHEIL
ALBA

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INTRODUCTION

This Report details the planning performance of Historic Environment Scotland (HES) from 1 April 2021 to 31 March 2022. It sets out our role in the planning system and gives an update on our ongoing work to secure positive outcomes for the historic environment.

We have prepared the report in line with the requirements of the 'Key Agencies Group Model' for the Planning Performance Framework Review Reports. Using this model, the report demonstrates how we have performed against the agreed Performance Markers for 2021-22, and describes our contribution to the planning system under the following themes:

- Placemaking
- Capacity building
- Service
- Service improvements

The report gives both quantitative and qualitative evidence of our performance and highlights the impact that the Covid-19 pandemic and recovery has had on our work and service delivery.

We have four teams who lead our planning engagement role – our Planning, Consents and Advice Service, our World Heritage and Heritage Policy Service, our Designations Service, and our Heritage Information and Business Service. All four teams sit within the Heritage Directorate. Our aim is to promote consideration of the historic environment at all stages of the planning process.

Key areas of our work include:

- providing advice within the planning system
- regulating works on scheduled monuments
- supporting the development of national plans, policies, programmes and strategies
- designating new sites and places, and reviewing existing designations
- producing historic environment policy and guidance
- monitoring activities related to our works
- actively engaging with and training stakeholders, owners and communities
- sponsoring awards to promote high quality development
- providing advice via Design Review Panels and grant aid applications
- supporting works for the conservation and management of historic assets and places

The Covid-19 pandemic has dramatically affected every area of life in Scotland. We came together as a nation to fight the pandemic. Both the virus and the public health measures necessary to suppress it had, and continue to have, a substantial, wide-ranging impact on our lives, our businesses and our public services. The economic recovery is, for example, impacting on our performance against targets, as we continue to see levels of planning activity exceed pre-pandemic levels. Key drivers for this increased activity relate to both the economic recovery and initiatives to drive Scotland's response to the Climate and Biodiversity crises.

We have also seen significant change in the planning system overall, with further elements of the Planning (Scotland) Act 2019 coming into effect, and significant engagement around the preparation of Scotland's Fourth National Planning Framework. Activity across a range of major projects has also increased, especially in the renewables sector where Scotwind and similar initiatives seek to double our current capacity for onshore and offshore wind energy.

ABOUT HISTORIC ENVIRONMENT SCOTLAND

We are the lead public body established to investigate, care for and promote Scotland's Historic Environment.

- We care for more than 300 sites of national importance across the country and are the largest operator of paid visitor attractions in Scotland.
- We look after internationally significant archives and artefacts.
- We are at the forefront of investigating and researching the historic environment and addressing the impacts of climate change on its future.
- We manage change to our most significant heritage assets while providing the protection they need. We do this by giving advice on strategic plans and policies, development proposals affecting the historic environment, administering consents for scheduled monuments and designating historic assets and places, ensuring this resource is available for generations to come.
- We support the conservation and sensitive reuse of Scotland's historic environment by providing advice and technical expertise and offer a wide range of training and learning opportunities.
- We provide millions of pounds each year to local communities to repair and revitalise their historic environment.

In every aspect of our work we strive to follow our five organisational values – we are collaborative, professional, innovative, open and respectful.

We want the historic environment to make a real difference to people's lives. A difference to our health, to our economy, to our culture, to our environment. We want heritage to involve everyone so that we all benefit. Our Corporate Plan, [Heritage for All](#), sets out our vision and priorities. Our vision is that the historic environment is cherished, understood, shared and enjoyed with pride, by everyone.

These are the five outcomes that we want to achieve and that will help us realise our vision:

1. The historic environment makes a real difference to people's lives.
2. The historic environment is looked after, protected and managed for the generations to come.
3. The historic environment makes a broader contribution to the economy of Scotland and its people.
4. The historic environment inspires a creative and vibrant Scotland.
5. The historic environment is cared for and championed by a high-performing organisation.

WHAT WE DO IN THE PLANNING SYSTEM

The Heritage Directorate leads our work in the planning system, coordinating the wide range of relevant skills, knowledge and expertise available across HES. This Report focuses on the work of our Planning, Consents and Advice Service, World Heritage and Heritage Policy Service, Designations Service, and Heritage Information and Business Service. These teams, in consultation with others when appropriate, carry out most of our planning related activities.

The aim of our work in the planning system is to inform and enable good decision-making, so that the historic environment of Scotland is valued and protected.

Our Designations Service compiles and maintains lists of nationally important historic buildings, archaeological sites and monuments, gardens and designed landscapes and historic battlefields. They also advise Scottish Ministers on the designation of historic marine protected areas.

Our Planning, Consents and Advice Service (PCAS) provides advice on the potential impacts of development on the historic environment, advice which is often linked to our statutory functions relating to planning and consenting processes. These include listed building consent and conservation area consent, and our role as regulator for scheduled monument consent. We are a consultation body for developments requiring an Environmental Impact Assessment. PCAS also leads on strategic planning matters and supports the development and implementation of heritage management policy and guidance and provides advice on the development of planning policy and strategies. The team also engages with strategic stakeholders and communities on the management of the historic environment. This includes supporting regional and local development plan preparation and acting as a Consultation Authority for Strategic Environmental Assessment.

Our Heritage Information and Business Service coordinates our planning and consenting processes, liaising with applicants and decision-making bodies to ensure we are consistent and on time. They also create and manage data, photographs, drawings and maps and make a range of information

CASE STUDY OUR ROLE IN PLANNING

We have produced a short animation to explain what we do in the planning system and how we work with developers, decision-makers, and communities. Our video is available [here](#).

In our last Planning Performance Report 2020-21 we made a commitment to develop a human rights approach to our work, and to continue to administer our designations, advice, and statutory consultation functions transparently. To support this important part of our work, we have produced a [British Sign Language translation of the video](#).



OUR PEOPLE

Our Planning, Consents and Advice Service, our World Heritage and Heritage Policy Service, Our Designations Service, and our Heritage Information and Business Service include specialists with knowledge of architectural history, archaeology, planning, and environmental assessment. We employ 77 members of staff within these teams who all provide or contribute towards a range of planning related services:

Planning Consents and Advice Service	
Head of Service	1
Deputy Head of Service	7
Senior Officer	21
Officer	7
Field Officer	6
Graduate Trainee	1
Casework Support Officer	1
Service total	44
Designations Service	
Head of Service	1
Deputy Head of Service	3
Senior Officer	7
Officer	7
Service Support Manager	1
Service Support Officer	3
Service Support Assistant	1
Service total	23
Heritage Information and Business Service	
Head of Service	1
Casework Technician	4
Business Support Assistant	5
Service Total	10
TOTAL	77

OUR DECISION-MAKING

Decision-making processes are standardised across the Planning, Consents and Advice, World Heritage and Heritage Policy, and Designations services. They are underpinned by a set of sign-off and quality control procedures. Our schedule of governance for decision-making for designations and casework is published on [our website](#).

ADAPTATION TO THE IMPACTS OF COVID-19

We have continued to develop our approach to delivering advice and consents based on digitally submitted information. We have adapted some of our working practices so that more cases can be progressed without site visits, and our service can continue largely remotely even though restrictions have been eased. This has enabled us to accelerate new, less resource intensive ways of working, supporting a range of objectives in our [Climate Change Action Plan](#). However, as restrictions have eased, we have also been able to resume site visits in cases where it is appropriate and adds value.

RECOVERY FROM COVID-19

Covid-19 has had a dramatic impact upon all our lives. This includes direct and immediate impacts on how we work, live and socialise. More fundamental is the impact Covid-19 has had in accelerating changes in our environment. For example, our town centres have been a focus for our communities for generations, and as a result are often rich in heritage. Before the pandemic the decline of retail activity and changes in employment opportunities were already impacting on the character and condition of town centres. As a result, buildings and spaces, many of heritage significance, were and are becoming vacant and derelict to the detriment of the viability and vitality of a place. The effect of the pandemic has been to accelerate this rate of decline.

Our focus for the year ahead is to continue to engage with Scottish Government, local authorities, communities and other partners, supporting the implementation of the cross-cutting objectives of [Scotland's Fourth National Planning Framework](#) and the revised [Town Centre Action Plan](#). This will be achieved by seeking further opportunities for the sustainable use, re-use, and adaptation of heritage assets as part of the reimagination of our town centres.

Through our [Green Recovery Statement](#) we will work to highlight how the historic environment contributes to the national transition to a low carbon, resource efficient and socially inclusive economy.

This year has seen the implementation of further planning reform, including new draft regulations and guidance for Local Development Planning, further information on enhancing engagement in development planning, and empowering communities to play a proactive role in defining the future of their places.

Significant progress on a range of nationally important development proposals, including the completion of the [ScotWind Offshore Wind Leasing Round](#), a major milestone in our journey to Net Zero, presents a range of new energy and export opportunities for Scotland. These will help us achieve our ambition of generating 5GW of renewable and low-carbon hydrogen by 2030, and at least 25GW by 2045. The planning system will play a crucial role in delivering these and other renewable energy projects across Scotland, and this has put significant pressure on our planning services. Even with this pressure, we have continued to deliver a high level of service, as set out under the following performance markers.

PERFORMANCE MARKERS

This report uses narrative, statistics and case studies to demonstrate how HES achieves positive outcomes in the historic environment against agreed performance markers. These are grouped under three broad headings: Placemaking, Capacity Building and Service.

PLACEMAKING

A. STRATEGIC PLANNING

Participation in national and strategic plan-making helps us to achieve shared outcomes. By contributing to these conversations, we help to protect and conserve the historic environment for the enjoyment, enrichment, and benefit of everyone, now and in the future.

We provide advice and information to support the development and delivery of a broad range of national plans, policies, and strategies. For example, in our response to the [Draft Infrastructure Investment Plan](#) we advocated for our historic environment to be recognised as playing a key role in a sustainable future. We emphasised that looking after what we already have and maintaining existing buildings is often greener than building new. This will be crucial for Scotland's net-zero targets and supporting Scotland's Green Recovery following the Covid-19 pandemic.

We offered advice on key questions arising from the draft for Scotland's Fourth National Planning Framework (NPF4) and other proposed planning changes being taken forward by the ongoing [Programme for Extending Permitted Development Rights in Scotland](#). We have also advised on the ways our historic environment can support the delivery a range of priorities. For example, the transition to Net Zero through the adaptation of our built environment, and ways in which the reuse and repair of our existing infrastructure can support active and sustainable travel.

Our responses to some of these national consultations can be found on our [website](#).

We have continued to take relevant plans, policies and strategies into account in the contributions we make and the advice we give as part of the planning process. This includes our input to the preparation of development plans, our advice on development management decisions, and our work in developing our own policies and guidance in support of a plan-led system.



CASE STUDY

NATIONAL PLANNING FRAMEWORK 4

We are in a period of major change in planning as the Scottish Government develops the fourth National Planning Framework (NPF4). NPF4 will become the national-level development plan for Scotland, setting out broad ambitions for how our country will develop in the next 10 years – a critical period in reaching Scotland’s net zero goals and reversing biodiversity decline. During this period, we will be faced with some big questions about the way we manage our land and how we shape and adapt our places to respond to climate change.

The plan will also shape our national economic recovery from the pandemic.

Over the last two years we have given advice to the Scottish Government about how the historic environment can help enable the delivery of the six outcomes of NPF4.

Our Planning, Consents and Advice Service led on co-ordinating Historic Environment Scotland’s (HES) corporate response. This covered the whole

of HES’s remit. Our response addressed matters that are central both to our role in the planning system and as a tourism operator, and explained how the historic environment can support Scottish Ministers’ ambitions to reach net zero. To prepare our response we engaged with external bodies including the heritage sector, planning authorities and other Key Agencies.

Our response will help the Scottish Government to understand how the historic environment can shape the places where we live and work, and we’ve highlighted how Scotland’s historic environment inspires visitors who are drawn to our rich and vibrant culture and heritage.

[Our response](#) is published on our website. Feedback on NPF4 from a range of stakeholders working in the historic environment is also on the [Built Environment Forum for Scotland’s website](#).

A further draft of NPF4 will be laid in the Scottish Parliament and will be debated by MSPs before being finalised.



Planning reform

Throughout the past year work on the [Implementation Programme](#) for the Planning (Scotland) Act 2019 has continued. We have supported this in several ways.

This legislation brings with it changes to the operation of the planning system, and it will influence how policies for decision-making are updated and applied. We have continued to offer advice and evidence on these changes and look forward to working with Scottish Government and others as reforms to the planning system, including Scotland's Fourth National Planning Framework (NPF4), are implemented in the coming year.

In response to the draft NPF4 we offered comments on a wide range of topic areas, including the key role that the care and maintenance of Scotland's existing assets will play in a sustainable future, and the delivery of climate change targets. We emphasised the positive effects that our historic environment can have for health and wellbeing and provided advice on how development management policies within Scottish Planning Policy can be incorporated and reflected within NPF4. We also highlighted a range of improvements that could be made to the planning policies within the draft NPF4 which will be used to inform and determine planning applications.

We have considered the impact of new legislation on our working processes, including draft [Regulations and Guidance for Local Development Planning](#). We continue to develop our working practices to support these changes. We also contribute to planning system reform and associated legislative workstreams through our involvement in the [Key Agencies Group](#).

Finally, we have continued to develop new ways of delivering Scotland's planning service in partnership with fellow key agencies, planning authorities, industry, and a wide range of stakeholders. This includes continuing to make best use of digital technology which can support the delivery of our services while reducing our need to travel.

Influencing National Plans and Policies: Summary of national plans, policies, and strategies where HES provided advice during 2021-22

During the past year we continued to provide advice on draft proposals for changes to Permitted Development Rights (PDR), focusing on town centre change of use and electric vehicle charging infrastructure. Our advice will inform the second phase of the PDR review programme, which will focus upon town centre changes of use, electric vehicle charging infrastructure and port developments. In the coming year we will continue to work with Scottish Government and other stakeholders on the Programme for Reviewing and Extending Permitted Development Rights (PDR) in Scotland as it progresses.

We have engaged with multiple national level plans, policies and strategies that provide opportunities to enhance and support the management of the historic environment, or which will have effects on its ongoing care and protection. This includes participation in and giving advice on the review of the [Strategic Transport Projects Review 2](#), the review of the [Land Rights and Responsibilities Statement](#), the [Onshore Wind Policy Statement](#), [draft Hydrogen Action Plan](#) and [Agricultural Transition in Scotland](#).

CASE STUDY

PARTICIPATING IN A DIGITAL PLANNING INQUIRY

In November 2021 we participated in a Public Local Inquiry for the determination of a Section 36 Application for the Sheirdrim Renewable Energy Development in Argyll and Bute. We objected to the proposed development based on its adverse impacts on the setting of the Dun Skeig, Duns and Fort Scheduled Monument (SM2491).

The Public Local Inquiry was notable as the first where we were asked to present our evidence using digital platforms. This new way of working, introduced by the Planning and Environmental Appeals Division (DPEA) during the COVID-19 pandemic, required us to adapt our established inquiry practices. For example, it became even more important to ensure that our written evidence was as clear and accessible as possible, in case of any technical failures during the inquiry sessions. We recognised the need for our witnesses to familiarise themselves with a large bundle of digital core documents and to be confident in how to take part via a complex IT set-up.

Whilst working within a wholly digital format was challenging at times, our witnesses' clear and focused presentation of their evidence was underpinned by our work in adapting to the new approach. As a result of this experience, we offered DPEA feedback on the use of digital platforms for pre-examination meetings, hearings and inquiries. This will be used to inform future guidance for Reporters on the format of examination proceedings.



B. DEVELOPMENT PLAN ENGAGEMENT

In our role as a Key Agency, we advise planning authorities at every stage of the development planning process. We play an active role in guiding development to the right places, and we promote the historic environment at the heart of placemaking. We also offer advice to planning authorities on their development plan policies to ensure that our historic environment is given an appropriate level of protection within the planning system.

We are a Consultation Authority for [Strategic Environmental Assessment \(SEA\)](#), and almost half of the SEA consultations we respond to relate to development planning. We advise planning authorities on the assessment and reporting of environmental effects resulting from these plans for growth and regeneration. This helps to ensure that development is planned in a sustainable way and that potential effects on the historic environment are fully considered in the plan-making process.

At an operational level, we support this engagement by having a coordinating case lead for each Local Development Plan and its accompanying SEA. This supports continuity of engagement and consultation throughout the process.

Due to the important connections between Local Development Planning and Development Management and the fundamental role strategic planning plays in ensuring the right development in the right place, we continue to commit a significant amount of time and effort towards supporting the preparation of these spatial strategies. This helps to ensure that the historic environment is fully considered at the earliest stage, with issues and opportunities identified that could influence deliverability.

Throughout the year we have continued to support development plan preparation, including participation in several [Transforming Planning](#) working groups which are taking forward different aspects of Planning (Scotland) Act 2019 implementation. This has involved contributing to work on the form, content and procedures for development plan preparation as we look towards several changes coming into effect in the coming year, including the introduction of Evidence Reports and a new Gatecheck procedure.

We anticipate a significant increase in development planning activity in the coming year, driven by both the new regulations and guidance for this area of work as well as the delivery of the final NPF4 which is expected to set a range of new outcomes for planning across Scotland.

C. DEVELOPMENT MANAGEMENT

Our role in relation to development management is mainly advisory. We are a statutory consultee for planning applications affecting historic environment assets designated as being of national importance, applications for listed building consent and applications for conservation area consent. We are a named consultation body for applications that require Environmental Impact Assessment (EIA). We are the regulator (decision-maker) in relation to consent for works on scheduled monuments.

The [Historic Environment Policy for Scotland \(HEPS\)](#) guides the advice we give and the decisions we take. We are committed to providing advice that is proportionate, enabling, clear and unambiguous. We consider each case on its own merits and ask for further information when it is necessary for us to form a view and provide clear advice. We object or refuse consent only where we identify impacts on the historic environment that raise issues of national interest, ensuring our advice is proportionate to the potential impacts of a proposal.

We place significant emphasis on early [pre-application engagement](#) in both our advisory and regulatory roles. We are committed to the principles set out in the Key Agencies statement on pre-application engagement for National and Major Developments. Where possible, we aim to provide relative certainty as soon as we are able in the development or consent process.

Our planning service is directly impacted by changes to Scottish Government priorities. While local authorities can increase staffing levels from the associated increase in planning fees, we try to absorb the impact of change in our work levels resulting from increases in Scottish Government targets. We have monitored the impact of rising application numbers throughout the year, and its impact on our service, and will carry out a workforce planning exercise in 2022-23.

A wide range of actions and interventions will be required to achieve the overall net zero by 2045 target. These will undoubtedly impact on the historic environment and will require advice from across our planning service including forestry, peatland restoration and other 'nature-based solutions'. Certain predicted increases over the next 5 years will result in increases in consultation with HES and other statutory consultees and we are currently exploring ways to best manage these pressures.



CASE STUDY

BARCLAYS CAMPUS, GLASGOW

In 2018-20 we were involved in discussions relating to two B-listed former warehouses within the site of Barclay's proposed new office campus in Tradeston. Barclay's campus is a major redevelopment project of two largely vacant city blocks on the south side of the Clyde and brings significant regeneration benefits to Glasgow including revitalising a long-neglected area of the city and a creating large number of new jobs.

Proposals relating to the listed buildings comprised:

- Façade retention of Kingston House to create a 'gateway' entrance building for the campus
- Repair and conversion of the Beco building as start-up offices for Barclay's clients.

Barclays wanted to use Kingston House as a gateway to their new development. Their original proposal was for a façade retention scheme that kept only the two street-facing elevations supported by a concrete frame. We considered that this intervention would severely reduce the special interest of the building. Because of the significant regeneration benefits of the wider development we did not object to the proposal, but our consultation response strongly encouraged a less interventionist scheme.

Although the Council granted listed building consent for the original proposal, Barclay's were persuaded by our advice to reconsider their approach. Following our suggestion, they revised the scheme to retain and expose the internal timber and iron structure. This allows the essential elements of the building to remain intact and makes it possible for the floors to be reinstated in the future. Work is now complete and has created a unique multi-purpose atrium space in a fascinating volume that responds magically to sunlight.

Barclays purchased the Beco building separately from the rest of their site with the intention of repairing it for use as offices. Demolition of this building had been refused by Scottish Ministers following our recommendation for call-in in 2008. Since then it has lain vacant and increasingly derelict. It has been on the Buildings at Risk Register (BARR) since 2007. We welcomed Barclay's proposal and provided advice on the detailing of the scheme.

Restoration of this building is now complete, and it will be removed from the Buildings at Risk Register. We are very pleased to see this positive outcome from the 2008 call-in. The project also builds on Barclays' net zero ambitions and zero waste strategy. A sustainability centre will deliver innovative solutions to drive emission reductions across operations in power, waste and water, providing the campus with 100% renewable energy.

You can view a video about this project and our involvement on the [Barclays website](#).



Barcleys' Campus, Tradeston, Glasgow
Image © Stellan-Brand Architects

CAPACITY BUILDING

D. SHARING GOOD PRACTICE, SKILLS AND KNOWLEDGE

We work with colleagues across the planning and development sector to promote the historic environment and share skills, knowledge and good practice. We respond to Scottish Government consultations and engage with or sit on several national groups. These include the Heads of Planning Group, the Royal Town Planning Institute, the Key Agencies Group, and the Built Environment Forum for Scotland (BEFS) historic environment working group.

Partnership projects

Throughout this year we have participated in a range of partnership projects with key stakeholders, communities of place and communities of interest. These projects have provided opportunities for sharing knowledge and expertise in dealing with historic environment issues.

Galloway Glens Landscape Partnership Scheme

We are advisors for the Galloway Glens Landscape Partnership Scheme. The project is a partnership of local and national bodies, including Dumfries & Galloway Council, Forestry, Land Scotland, NatureScot, SEPA, the Galloway Biosphere and others. The partnership scheme is delivering a suite of projects to improve the condition of, understanding and engagement with, and access to the cultural and natural heritage of the Galloway Glens. This includes funding for a suite of archaeological works, projects engaged in local heritage hubs, Gaelic place names and local history, as well as integrating historic environment concerns into wider landscape conservation projects. Unlike many other aspects of the wider scheme, most of the cultural heritage projects continued over lockdown. A big part of their success is a series of online presentations celebrating the outcomes of the cultural projects. This has been recognised across Scotland for the interest and public

engagement it has generated, and for enabling the wider scheme to keep a high profile throughout the pandemic.

Collaboration and partnership projects

This year we have continued to engage with the [Outer Hebrides Great Place Scheme](#) and help the transition to the next stage, taking forward the strategies we helped to develop. The Scheme is a collaboration between Historic Environment Scotland, Comhairle nan Eilean Siar, Highland and Islands Enterprise, Outer Hebrides Heritage Forum, Museum agus Tasglann nan Eilean, Outer Hebrides Tourism, NatureScot and a number of local and community museum and heritage bodies. The strategy aims to explore how heritage can support cultural and economic regeneration in the Outer Hebrides and how to develop and maintain a vibrant and sustainable heritage sector, including museums, conservation and research.

We continue to engage with the [Coalfield Communities Landscape Partnership](#), led by East Ayrshire Council. By engaging and working with local communities to support, value, and re-invigorate the landscape, the Partnership seeks to deliver a wide range of projects over five years (2020-2025). The project has been awarded a Historic Environment Scotland grant for an Oral History and Place Names Project and we contributed to the development of the project.

We have begun work as part of [The Leven Programme](#) to develop a Heritage Framework which will help to guide the planning and delivery of long-term benefits for people and environment of the River Leven through their shared heritage.

CASE STUDY

STORM DAMAGE 2021-22

Serious winter storms in late 2021 and early 2022 felled around 16 million trees across Scotland. Forestry and Land Scotland (the Scottish Government agency responsible for managing our national forests) and Scottish Forestry and Confor (the forestry industry bodies) worked together to manage the recovery operation.

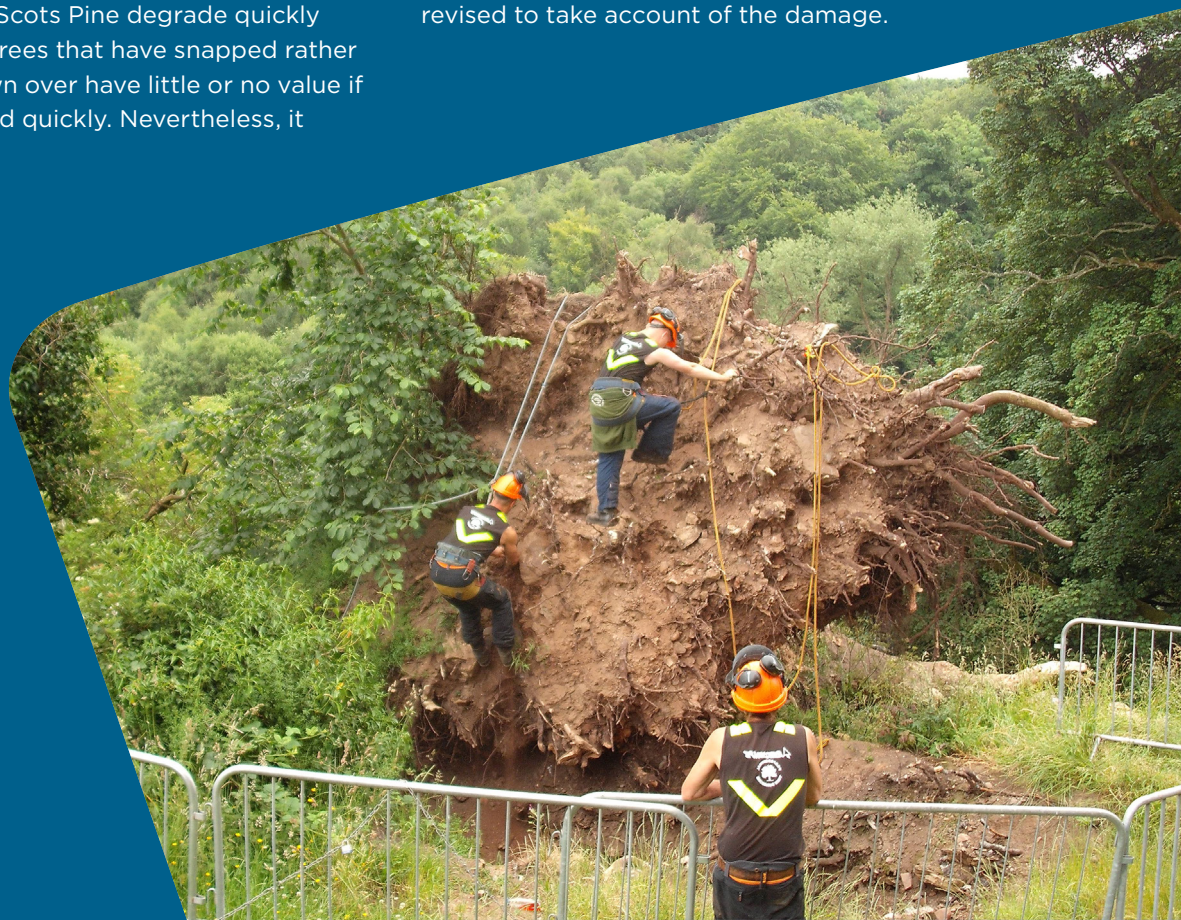
Immediately following the extreme weather event, we recognised that large numbers of scheduled monuments could be affected or damaged by fallen trees and contacted stakeholders to offer advice and support. This ensured that any urgent health and safety tree operations could be conducted swiftly and without the need for applying for Scheduled Monument Consent (the mechanism that ensures any changes to monuments of national importance are appropriate and sympathetic to their character).

This early engagement enabled the rapid operation of removing and felling trees. This was vital because species like Scots Pine degrade quickly after windblow, and trees that have snapped rather than completely blown over have little or no value if they are not harvested quickly. Nevertheless, it

was important to ensure that this was undertaken appropriately, and with Scheduled Monument Consent where necessary, in order to prevent damage to archaeological remains and deposits from harvesting operations.

Many of the scheduled monuments affected are located within commercial forestry plantations, whilst many others are on private land or within the Historic Environment Scotland estate. While it is still too early to know the exact number of scheduled monuments that have been affected, records indicate that there are at least 50 sites to date, although this figure is expected to rise as more information comes into the team.

As a result of the storm damage there has been an increase in felling permission applications (which are required for windblown trees) and for Scheduled Monument Consent applications. We are also seeing an increase in consultations for amended long-term forestry plans which are being revised to take account of the damage.



Training and outreach activities

In our commitment to sharing good practice across the sector, we regularly engage in training and outreach.

We are a regular participant at Scotland's annual Environmental Impact Assessment (EIA) Conference, and this year joined an on-line panel discussion on the use of digital technologies in support of robust and proportionate EIA. We highlighted where digital modelling and visualisations can help us to anticipate the impacts of new development on our most important heritage assets. We also explored the ways that digital platforms can be used to present environmental information to a variety of audiences. During a lively discussion, we were able to talk through some of the wider benefits and pitfalls of using digital technologies as part of the planning and EIA processes.

Policy and guidance

One of the ways we build capacity and share good practice across the sector is by ensuring that our key policy and guidance documents are up to date and fit for purpose. Following the launch of the Historic Environment Policy for Scotland (HEPS) in May 2019, we began a systematic review of our Managing Change Guidance Notes. Due to the Covid-19 pandemic, this review was put on hold until as public and stakeholder engagement could begin again. In 2021-22 we reviewed our approach to the preparation of this guidance and have begun making plans to restart the process. We aim to take a strategic approach – identifying gaps in our knowledge and demand from our users for further guidance on specific topic areas. This will inform a long-term ongoing programme.

No new Managing Change Guidance Notes were published during 2021-22, but we will shortly publish a new note on working on and near to scheduled monuments, which has been updated following [consultation](#) in early 2021. Following on from the [What's Your Heritage](#) project, we have published guidance called '[Talking About Heritage](#)', which is intended to help people across Scotland

to understand how to investigate, share, celebrate, and to achieve recognition for the heritage that matters to them.

Key Agencies Group

During this year we continued to work with colleagues in the [Key Agencies Group](#) (KAG). As one of the public bodies that make up the group, an important part of our role in the planning system is to share information and support decision-making. This year KAG continued to engage closely with the ongoing reforms to the Scottish planning system. This involved supporting several work packages which are contributing to the implementation of the Planning (Scotland) Act 2019. This work has included collaborating on a [joint response letter](#) to the draft for Scotland's Fourth National Planning Framework (NPF4). This letter highlighted where the Key Agencies can help support the development and implementation of NPF4 to address Scotland's current social, environmental and economic challenges. Similarly, KAG has continued to engage with Scottish Government workstreams for the development of Regional Spatial Strategies and their relationship with emerging Regional Landuse Partnerships.

KAG collaborated on other key initiatives to support the culture change and improved joint-working required as part of the ongoing planning reforms. These have involved collaborative approaches to placemaking, the use of environmental evidence in development planning, and promoting skills development across the sector.

We continued to respond collectively to the challenges presented by Covid-19. This has involved providing joint information to the [High-Level Group on Planning Performance](#) and [Heads of Planning Scotland](#) on how we can continue to offer high levels of service across the Key Agencies Group to support the continuation of planning functions and consultation arrangements across Scotland.

CASE STUDY

TALKING ABOUT HERITAGE

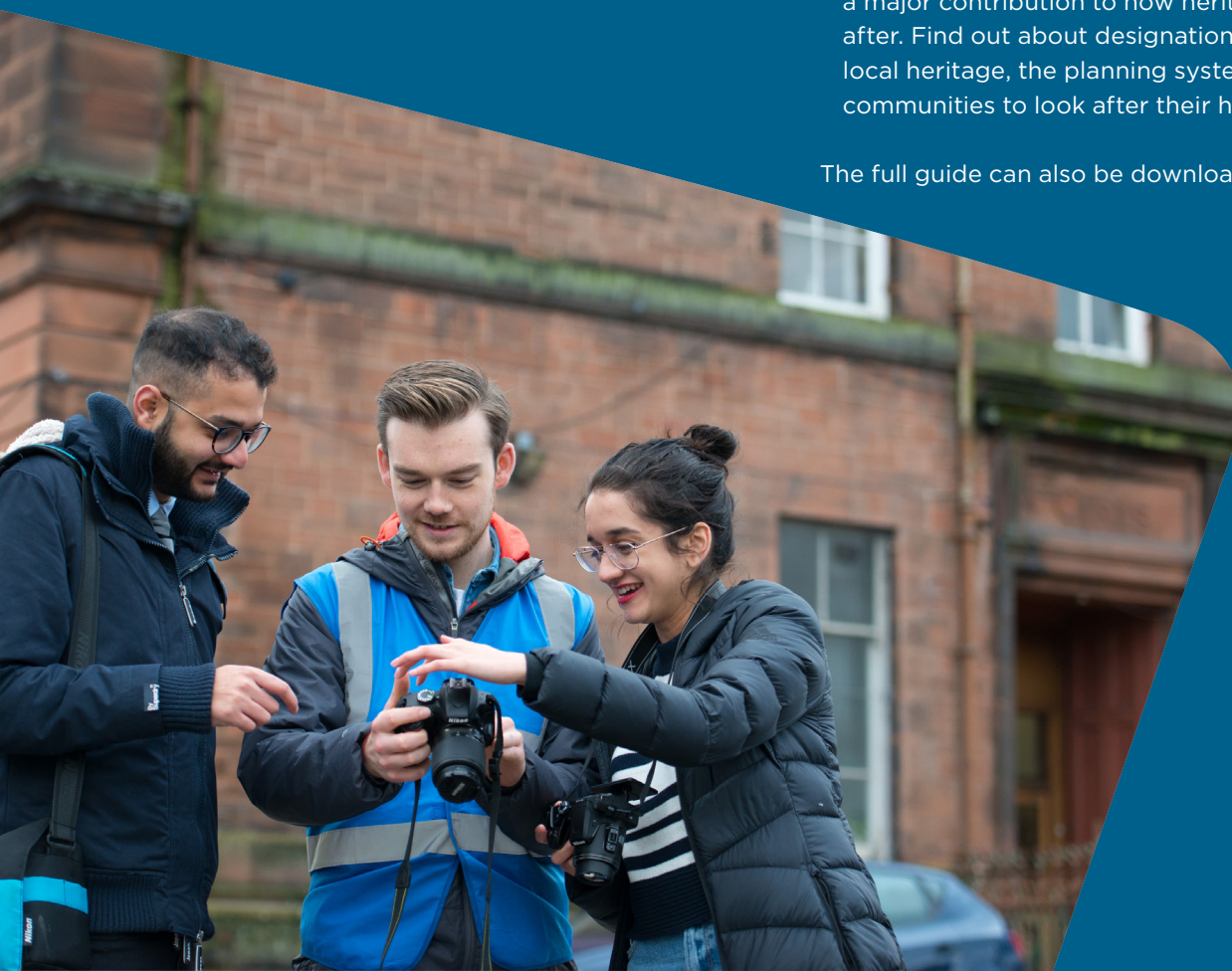
From our research with the people of Scotland we've learned that heritage can be many things, such as places, people, stories, traditions, or language. We found out that heritage matters for all sorts of reasons and that people want to find out how to explore their heritage, understand it, celebrate it, and make sure it's recognised. To help with this, we've published our Talking About Heritage guides. They bring together ideas, information, and case studies from across Scotland.

Our guides are mostly intended for people who may have an interest in heritage but might be uncertain about where to start. Talking About Heritage can help people and communities to discover their local heritage, and to share it with the world. Our guides can help people start a conversation and get their voice heard.

Talking About Heritage is available in four parts:

- [Investigate heritage](#). This journey of discovery can be fascinating and exciting. Often, it is also thought provoking. Our guide brings together helpful resources and real-life examples for researching and recording heritage.
- [Understand heritage](#). At HES, we talk about cultural significance when we think about what makes a place worth looking after. Getting used to talking about cultural significance can be useful when applying for funding, or for asking for a building to be listed.
- [Celebrate heritage](#). Sharing knowledge adds to everyone's understanding of our past. We offer ideas about contributing to archives, applying for a commemorative plaque, or developing interpretation and learning resources.
- [Care for heritage](#). Individuals and groups make a major contribution to how heritage is looked after. Find out about designation, recognition of local heritage, the planning system, and ways for communities to look after their heritage.

The full guide can also be downloaded as a [pdf](#).



Graduate programme

We are actively engaged in developing careers in planning and the historic environment. We continue to run our graduate programme, inviting recent graduates to work with us for a year to gain knowledge and experience in the sector. We have a graduate in post who has worked with various teams on a range of topics, including supporting our planning services.

CASE STUDY

KEY AGENCIES GROUP: PLACEMAKING

One of the most important ways that we can contribute to improving outcomes for people and places is by working collaboratively. As part of our commitment to the Place Principle, we continue to play our part in the working group on Placemaking and the Green Recovery alongside Key Agency partners.

In the past year the working group has continued to support partners to explore how green recovery can be embedded in place design and how, together, we can deliver this. Collaborative workshops around projects of various scales have been carried out in areas such as Stewarton and Kilmarnock in East Ayrshire, and West Edinburgh.

In looking towards a new system for Development Plans in Scotland, the Key Agency Group held two workshops with Fife Council to support them in taking a place based, collaborative approach to local development plan preparation.

The workshops took a place-based approach to considering challenges, opportunities and priorities at a whole place and local level and were aimed at supporting evidence gathering and plan preparation.

The process brought together services from across council departments with the Key Agencies and was well received by Fife Council.

The group has reflected on the work already carried out and has put an action plan together to build on this work. This will include developing a communications strategy and exploring further ways for the Key Agencies to collaborate in areas of shared interest and add value to the preparation of plans, strategies, and projects.

“In the areas where KAG is assisting us, we have made more progress in the last few months than has been made in the last 5 years... It has been enormously helpful in driving the projects forward, in helping us think things through and in bringing everyone together. It is a very different way of working than most of us have become used to”.

Feedback from Local Authority Partner

E. EVIDENCE AND DATA-SHARING

We continue to add information about the historic environment to [our website](#) – from external contributors, and through our own survey programmes and desk-based assessment. This information supports heritage management, planning and research, and promotes the resilience of the historic environment through knowledge.

We continue to share data with local authority Historic Environment Records (HER) and annually send each one a download of the Canmore site information for their area.

We make our information freely available online through PastMap, which includes links to the data of participating HERs. Our data is available to download from our decisions portal and through a range of websites, with over three million user visits this year.

Earlier this year we also launched a heritage newsletter called [Lintel](#). Coming out every quarter, it provides an opportunity to keep up to date with what we're doing in Historic

CASE STUDY HERITAGE HUB

We are about to start work on a game-changing website development project. HES holds an amazing amount of information, from our designation records to our [Canmore](#) website and Scran, amongst many others. But it can be time-consuming and frustrating to search all of those different websites to find out everything we have about a site or place. This is where our Heritage Hub (working title) comes in.

Heritage Hub will provide a new 'front door' to all the information that is currently held on our websites so that users only need to carry out one search on one website to find the information we hold. Our search will be improved and more intuitive and we'll be working with users to develop a facility which meets their needs.

The project is expected to take around two years and we hope to be able to start testing prototypes in around a year. In the meantime, our existing historic environment websites will continue to be available including Canmore, Portal, Scran, and the Buildings at Risk Register.

WHAT WILL YOU DISCOVER?

Uncover a wealth of knowledge and information, from artefacts to aerial photographs.

SEARCH THE ARCHIVE

Search
Discover our research in the historic environment

Dig Deeper
Explore our range of high quality 3D scans

Get involved
Let us know what you've discovered.

SERVICE

F. DECISION-MAKING TIMESCALES

Our Headline Indicators for 2021-22 are consistent with previous years, showing a high level of service across all our planning engagement roles. These cover our timescales for decision-making and consultation responses across the following areas:

- Development planning
- Strategic environmental assessment
- Environmental impact assessment
- Development management
- Listed building and conservation area consents
- Scheduled monument consent

In this section we also report on our other main activities associated with the planning process and cover:

- Scheduled monument enforcement
- Scheduled monument condition monitoring
- Designations
- Complaints handling

Development planning

During 2021-22 we were consulted on 20 development plan related cases. We have seen a decrease in this type of consultation again this year. While this reflects a slowing down of plan preparation caused by Covid-19, it is primarily driven by wider changes that are taking place as the development planning process transforms to take account of new duties falling from the Planning (Scotland) Act 2019. New development planning regulations and guidance was issued for consultation at the end of 2021, and we anticipate that when these are finalised, development planning activity will increase significantly. This year, we responded to 100% of development plan consultations within the required timescales.

Development Plan consultations			
Consultation type	2021-22	2020-21	2019-20
Pre-Main Issues Report	1	1	9
Main Issues Reports	1	4	4
Draft Proposed Plans	6	5	2
Proposed Plans	3	5	5
Modified Plans	0	0	1
Action Programmes	1	2	4
Examination / Further Information Request	0	0	4
Supplementary Guidance	8	13	22
Total	20	30	51
Percentage statutory development plan consultation responses within required timescale	100%	100%	100%

Strategic environmental assessment

During 2021-22 we received 114 Strategic Environmental Assessment (SEA) consultations, which is a slight increase on last year and we responded to 100% these consultations within the required timescales. 28 (24%) of these consultations related to Local Development Plans and Strategic Development Plans. This is approximately half of those received in the last reporting year and reflects the slowing of this work area for the reasons mentioned above. During this year we have seen an increase in climate change adaptation plans and flood risk management planning activity across many of Scotland's local authorities.

SEA consultations				
Consultation type	Target (days)	2021-22	2020-21	2019-20
Screening report	28	68 (100%)	55 (100%)	102 (99%)
Scoping report	35	24 (100%)	17 (100%)	22 (100%)
Environmental report	As agreed (typically 6 weeks)	22 (100%)	20 (100%)	39 (100%)
Total		114 (100%)	92 (100%)	163 (100%)

Environmental impact assessment

During 2021-22 we received 324 Environmental Impact Assessment (EIA) consultations, and responded to 99% within the agreed timescales. There was around a 10% increase in the number of EIA consultations we received in the previous year. This increase was mainly driven by onshore wind and other renewable energy proposals. 49% of EIA consultations we received related to wind energy, a continuation of the high level from the last reporting period (54%).

Other EIA consultations related to a variety of development types, including solar energy, electrical grid infrastructure, harbour and flood alleviation works, transport projects, and large scale residential and tourism developments.

EIA consultations				
Consultation type	Target (days)	2021-22	2020-21	2019-20
Screening report	35	34 (100%)	34 (97%)	36 (100%)
Scoping report	35	137 (100%)	105 (99%)	120 (99%)
Environmental report	As agreed (typically 6 weeks)	105 (99%)	101 (100%)	104 (100%)
EIA Addendum	As agreed (typically 6 weeks)	48 (100%)	49 (100%)	50 (96%)
Total		324 (99%)	289 (99%)	310 (99%)

CASE STUDY

BURRELL COLLECTION

In 2016-17 we were involved in a major refurbishment proposal for the Burrell Collection. The Burrell is one of Scotland's most important post-war buildings and is Category A listed. There were four key aims to the proposed works:

- Repairing fabric which was putting the building at risk
- Altering the interior to allow a greater percentage of the collection to be displayed
- Providing large and secure temporary exhibition space
- Improving facilities and access

Over the course of 2016-17 we had several meetings with the Glasgow City Council and the applicant to talk about the principle of what was being proposed. This gave us the chance to influence the scheme as it was being drawn up. Being involved at this early stage meant that the later, more formal stages, were simpler to handle, allowing the Council to determine the case swiftly and meet the applicant's tight funding deadline.

Refurbishment works are now complete, and the Burrell Collection re-opened to visitors on 29 March 2022. The project team are very happy with the consented scheme and the outcome of advice we gave at pre-application stage. For example, we advised that the original entrance should be retained so that visitors could continue to experience the building in the way the architects intended. While new entrance is useful for large groups, museum staff have reported that over half of visitors choose to use the original entrance. The building has been sensitively refurbished and adapted throughout and energy usage has been substantially reduced.



The Burrell Collection, Glasgow

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Attribution: Ardfern

Development management consultations

Our development management headline indicators reflect our response timescales for the following consultation types:

- Planning applications
- Listed building consent
- Conservation area consent

Planning authorities normally allow 21 days for HES to respond to these consultations, but we have agreed a target of responding within 14 days as part of our commitment to providing a high standard and responsive level of service.

Planning applications

In 2021-22 we were consulted on 1016 planning applications. This is 126 (14%) more than last year and higher than average for the past few years. This uplift can be seen across the Scottish planning system more broadly. We think this reflects the stimulation effect caused by Covid-19 recovery planning and/or a backlog of applications that have accrued during the pandemic.

Despite this significant increase in workload, we maintained a high level of service in all cases. We responded to 93.5% within our target timescales, exceeding our target of 90%. 39 of our planning responses were objections, representing 4% of our responses. This is the same percentage as last year. Out of the 1016 planning applications, 153 (15%) were accompanied by an Environmental Impact Assessment, which is a slight increase on last year (9%).

In addition to our statutory advice, we provided pre-application advice on 153 planning applications, which is almost the same as the last reporting period (152).

Listed building consent

In 2021-22 we were consulted on 2752 listed building consent applications. This represents around a 19% increase on last year and brings the level of consultation with HES on these applications back to pre-Covid-19 levels.

We responded to 98% of listed building consent consultations within the required timescale, exceeding our 90% target. 17 of our listed building consent responses were objections, representing 0.6% of our overall responses. This is a 50% decrease on the previous year.

In addition to our statutory advice, we provided formal pre-application advice on 164 listed building consent applications, which is slightly higher than previous years.

We also saw a significant rise in general correspondence related to listed buildings again this year, with many of these relating to early pre-application advice. We will look to improve identification of early planning enquiries to report this more clearly in coming years.

Planning, Listed building and conservation area consent consultations					
Consultation type	Agreed timescale (days)	Target %	2021-22	2020-21	2019-20
Planning consent	14	90%	1016 (93%)	890 (96%)	880 (93%)
Listed building consent	14	90%	2752 (98%)	2254 (97%)	2759 (97%)
Conservation area consent	14	90%	91 (86%)	89 (92%)	126 (83%)
Total			3859 (97%)	3233 (96%)	3765 (96%)

Conservation area consent

We were consulted on 91 conservation area consent applications. This is similar to last year (89) but represents around a 30% reduction on previous years. Unlike listed building consent, it seems this area of activity has not yet recovered to pre-Covid19 levels. We responded to 86% of conservation area consent consultations within the required timescale, just short of our target of 90%. This reflects the complexity of conservation area consents, which all involve demolition and where we will often need extra time to make a site visit or discuss proposals. Four of our responses were objections, representing 4% of our overall responses, a similar proportion to previous years.

In addition to our statutory advice, we provided pre-application advice on some conservation area consent applications.

Scheduled monument consent

Scheduled monument consent is used to ensure that any changes to monuments of national importance are appropriate and sympathetic to their character. It helps to protect what is a rare and unique resource. Works on scheduled monuments, including repairs, require consent.

Crown bodies (government departments or executive agencies) are not required to apply for scheduled monument consent. Instead, these bodies apply to us for scheduled monument

clearance. Metal and mineral detecting consent is required for the use of any equipment capable of detecting metal or minerals on scheduled monuments. This includes metal detectors, magnetometry/gradiometer surveys, and ground penetrating radar.

In 2021-22 we processed 197 applications for scheduled monument consent, scheduled monument clearance and metal and mineral detection consent. This represents around a 28% decrease on the previous year. We processed 167 of these (85%) within 8 weeks, exceeding our target of 80%.

The decrease in the overall number of applications is related to a drop in the number of applications from HES Estates, due to the temporary closure of many Properties in Care during late 2021 and the start of 2022 to allow [high-level masonry safety inspections](#). This inspection programme will continue into the coming year and work is ongoing to amend the existing section 17 management agreement with HES Estates to allow certain minor applications to be removed from the scheduled monument consent regime. We also expect an increase in this area of work more generally in coming months and years as the high-level masonry inspections progress and schemes for repair are brought forward.

Scheduled monument consent								
	Agree timescale	Target %	2021-22		2020-21		2019-20	
Scheduled monument consent applications	8 weeks	80%	197	85%	230	86%	317	94%
Scheduled monument clearance applications	8 weeks	80%	9	100%	13	92%	9	100%
Metal and mineral detecting consent	8 weeks	80%	24	100%	17	100%	22	100%
Total			230	87%	260	87%	348	95%

HES has a duty to notify Scottish Ministers where we are minded to grant scheduled monument consent for works which would allow a greater level of intervention than the minimum level that is consistent with conserving what is culturally significant in the monument. There is no requirement to notify clearance or metal and mineral detecting consent applications.

In 2021-22, we notified 16 applications (8%). This is a reduction on last year (26) in terms of both numbers (26) and percentages (11%). The reduction in applications being notified was mainly due to a reduction in conservation works at Properties in Care which was caused by the implementation of a [high-level masonry survey programme](#).

We determined 91% of non-notified SMC applications within eight weeks. Only 13% of notified applications were determined within eight weeks. This reflects the increase in processing time due to notification requirements.

100% of scheduled monument clearance and 100% of metal and mineral detecting consent applications were determined within eight weeks. One application for Scheduled Monument Consent was refused: Construction of launch site at Lamba Ness (Proposed Shetland Space Centre), affecting Skaw, radar station. Following further discussion with the applicant a new application was [granted consent](#) in February 2022.

All of our scheduled monument consent decisions are published through our [decisions portal](#). The Historic Environment Scotland Act 2014 introduced a right of appeal against scheduled monument consent decisions. One of our decisions was appealed although this was withdrawn and subsequently handled through a re-application procedure.



CASE STUDY

GREYHOPE BAY DEVELOPMENT

We were approached by Greyhope Bay, a charitable organisation based in Aberdeen, about a proposal to locate a dolphin watching café and community space on the site of the Torry Battery. The battery is designated by HES as a scheduled monument of national importance and is owned by Aberdeen Council.

Torry is a 19th century military battery which served as a training ground for the Territorial Army and was staffed throughout the two World Wars. It was briefly re-occupied during the Suez Crisis of 1956, before being partially demolished in 1959. It is situated on the north side of Torry Point, a narrow headland overlooking the mouth of the River Dee and Aberdeen Harbour.

Torry is consistently recorded as the best place to spot bottlenose dolphins from land in the UK. The strategic location of the battery was therefore perfectly placed for Greyhope Bay to launch Phase I of their project - a high-profile dolphin watch facility with the aim of promoting Aberdeen as the 'Dolphin Capital of Europe'.

The Greyhope Bay Centre is an 'off-grid' eco-facility constructed using converted shipping containers. In granting scheduled monument consent for the centre, provision was made for appropriate archaeological supervision during ground-breaking works to ensure that the monument was protected. Consideration was also given to assessing the visual or setting impact of the structure.

We took the view that the Centre would highlight and promote the historic site, with the increase in public understanding and appreciation of the monument making vandalism less likely. Consent was granted on the understanding that future development would include the consolidation and repair of the battery.

The Centre was opened in April 2022 and visited by the First Minister who remarked that it was the 'best view in Scotland'. Greyhope Bay are currently undertaking a feasibility study of Phase II of the project and the team look forward to working with them to help establish Torry Battery as a vibrant destination in Aberdeen.



Scheduled monument enforcement

In 2021-22 there was an increase of about 20% in reports of unauthorised works on scheduled monuments. Cases of metal detecting remained at the relatively high level seen in 2020-21, with reports of camping/fires at scheduled monuments also remaining at the increased 2020-21 level. There was a decrease in reports related to minor disturbance or excavation, but a noted rise in reports of vandalism, damage or graffiti.

The HES Scheduled Monument Condition Monitoring Programme resumed, but total inspections remained lower than before the pandemic. However, there were many reports of vandalism and graffiti from HES properties in care, some of which may have been vulnerable because of temporary pandemic-related closures.

Overall, the relatively high levels of vandalism, metal detecting and dirty camping reported may relate to changes in public behaviour associated with the pandemic. Our efforts to increase signage at scheduled monuments respond to this.

We continue to issue enforcement notices and refer cases to the Procurator Fiscal, but there were no instances within this reporting year. We have had continued success at working with owners and others to secure informal resolution for unauthorised works that could be undone or repaired.

In addition, a case involving serious damage to a scheduled monument in 2018 (Upper Tote Cairn) came to court in 2021 after pandemic related delays. The defendant pled guilty and was fined £18,000. It should be noted that while HES has enforcement powers in relation to scheduled monuments, other bodies have enforcement powers for other designated heritage assets, such as local authorities who are responsible for enforcement related to listed buildings.

Scheduled Monument Enforcement Cases			
	2021-22	2020-21	2019-20
Reports of unauthorised works	203	166	160
Advisory letters	19	18	24
Informal resolutions	16	12	21
Warnings	0	3	4
Enforcement notices	0	2	0

CASE STUDY

DAMAGE TO UPPER TOTE CAIRN, ISLE OF SKYE

In 2018 we were notified by Police Scotland that [Upper Tote Cairn](#) in Skye had been dug up with a mechanical excavator. The cairn is a large and impressive conical burial mound dating to either the Neolithic or Bronze Age. It was designated as a scheduled monument in 1974 in recognition of its national importance.

Scheduled monuments are protected by the Ancient Monuments and Archaeological Areas Act 1979, which means that permission must be obtained from Historic Environment Scotland (HES) or Scottish Ministers before works to them can be carried out. Any works undertaken without this permission are an offence under the Act. HES is a Specialist Reporting Agency under the Act, which means it can submit reports to the Crown Office and Procurator Fiscal Service (COPFS) in cases where a scheduled monument has been damaged significantly by unauthorised works.

Burial mounds of this kind typically contain one, if not several, burials made over decades or centuries. These vary in nature from articulated remains to cremated remains, often deposited in large stone-lined chambers, smaller cists, or urns. Upper Tote Cairn had particular significance because it was a largely intact example of a prehistoric cairn that had never been excavated.

We visited the site and discovered that a significant part of the scheduled area had been disturbed, much of the soil around the cairn having been dug away by a mechanical excavator. The cairn itself was badly damaged, with loose cairn material visible where a large part of it had been removed.

As a result of these investigations, we concluded that archaeological information that may have been vital to understanding the cairn and the people that built it had been completely destroyed. The damage had also undermined the remainder of the cairn by destabilising its structural integrity, putting the remaining archaeology within it at risk, and potentially disturbing prehistoric human remains.

This incident formed the first case we have submitted to COPFS in our capacity as a Specialist Reporting Agency. In December 2021, the person that caused the damage was fined £18,000.



Scheduled monument condition monitoring

We monitor the condition of scheduled monuments and meet their owners as a key part of our duty to care for the historic environment. Engaging with owners and land managers is the most important part of this work. Scheduled monuments can easily be overlooked and are sometimes buried below ground, so reminding owners about them is particularly important.

Regular engagement is key in preventing accidental damage or unauthorised works. It also allows us to recommend changes that could improve the condition of monuments and secure their future.

During visits to monuments we also record their condition. This information forms part of Scotland's Historic Environment Audit and allows us to understand and respond to nationwide challenges such as climate change. In a normal year we would expect to visit 500-700 scheduled monuments and assess aerial photographs of a further 250.

In 2021-22, the impacts of Covid-19 continued to reduce our ability to make visits and we were also short staffed for part of the year. Nevertheless, we were able to monitor 576 monuments. Of these, 374 were assessed by field visits, with 202 assessed from aerial photographs taken in 2021. Overall, 476 monuments (83%) were in broadly satisfactory condition. The data cannot be compared simply with results of previous years, because each year we visit a different subset of scheduled monuments for different reasons. Nevertheless, the proportion in satisfactory condition is broadly in line with recent years – annual figures fluctuate between about 70% and 90%.

We have continued to work with owners to help them face the additional pressures on the countryside that have resulted from the pandemic, lockdowns, and international travel restrictions. We continue to provide free signage to owners to inform members of the public that sites are scheduled monuments and that activities like camping or lighting fires are not appropriate. This activity should help to prevent problems occurring and assist with enforcement action where damage does occur.

Designations

Maintaining accurate and up to date records is key for understanding designated sites and places and giving them appropriate weight in the planning process. There are currently over 55,000 national designations which include scheduled monuments, listed buildings, gardens and designed landscapes, battlefields, and historic marine protected areas. We designate new sites and places every year. We also remove designations where sites and places no longer meet the relevant criteria.

This year, we made 801 designation decisions, similar to last year (769), but a reduction on the average for previous years. This number includes decisions to designate new sites and places, and decisions to amend or remove existing designations. It also includes minor record changes.

The reduction in total number of decisions over the last two years is partly a consequence of impacts related to Covid-19 which has affected our ability to undertake site visits. We are now able to undertake site visits where required. We are also broadening our engagement with the public on our designations work. We will monitor the impact of these changes on the number of cases we can complete over the next year.

Six listing appeals were submitted this year. One of the listing appeals (Linden Park Gates and Railings, Hawick) was dismissed following consideration by the Reporter. The other listing appeals were related to the listing of eight inner-city blocks of flats in Aberdeen (five separate listings). Two of the appeals were upheld; three appeals were upheld in part resulting in the legal exclusion of the interiors from the statutory listing.

For listing, two Certificate of Intention Not to List applications were confirmed, meaning that a building will not be listed for five years from the date the certificate is granted.

Amendments are material changes to designations. These alter what is designated. For scheduled monuments, Inventory gardens and designed landscapes, and Inventory battlefields, this is a change to the description or the boundary map of the designated area. For listed buildings, this is a change to the address identified in the listing. Minor record changes are updates to the supplementary information which describe the site or place, identify its location or provide additional references or data. These cases reflect ongoing maintenance of our designation records.

The following table sets out the changes made to scheduled monuments, listed buildings, gardens and designed landscapes, and battlefields designations. There have been no changes to historic marine protected areas this year.

Scheduled monuments	2021-22	2020-21	2019-20	2018-19
Designations (additions to the Schedule)	6	16	7	26
Changes to existing designations:				
Amendments	56	21	34	50
Minor record changes	394	132	335	638
Removal from Schedule	24	21	55	22
Appeals	0	0	0	0
Listed buildings	2021-22	2020-21	2019-20	2018-19
Designations (additions to the List)	12	32	42	14
Changes to existing designations:				
Amendments	54	59	88	91
Minor record changes	212	209	451	762
Removal from List	28	51	112	71
Appeals	6	2	3	2
Certificates of Intention Not To List (COINTL)	1	2	2	0
Gardens and designed landscapes	2021-22	2020-21	2019-20	2018-19
Designations (additions to the Inventory)	1	1	1	2
Changes to existing designations:				
Amendments	1	1	1	4
Minor record changes	3	13	4	4
Removal from Inventory	0	0	0	2
Battlefields	2021-22	2020-21	2019-20	2018-19
Designations (additions to the Inventory)	0	0	0	0
Changes to existing designations:				
Amendments	0	0	1	0
Minor record changes	3	1	0	0
Removal from Inventory	0	0	1	0
Total number of designation decisions (including all designations and other work not mentioned above)	801	769	1434	2377

CASE STUDY

WHAT BUILDINGS SHOULD BE LISTED?

We want to engage more with the people of Scotland about what's important to them, and what should be recognised and protected through designation.

We know that there is a huge amount of knowledge, memory and experiences out there, and that engaging with more people will help us ensure that we are making good decisions based on the best available evidence. We are always looking at how to improve our engagement to make sure that we are using people's insights where we can.

Through our [Portal](#) anybody can propose a site for designation, and anybody can comment on a designation proposal. Recently, we have started to use our [Consultation Hub](#) on Citizen Space for more of our designations work, and we regularly promote new consultations through social media.

We have produced a video 'Asking for your views on Designation', which sets out the current consultation process for designation. There is also a [British Sign Language translation](#) of the video.

We are working towards increasing engagement earlier in the process, before we have developed a view on significance. We have also recently launched our first [bilingual consultation](#), seeking views on the significance of Eaglais Ghàidhlig Chaluim Cille / St Columba Gaelic Church in Glasgow

The category A listing recognises the quality and extent of its exterior and interior design which is largely unaltered as well as the building's significant role in Gaelic-speaking worship in Scotland. The church was previously listed at category B in 1970. Following a request to review the listing, HES researched the building and carried out a public consultation in March 2022 where members of the public were invited to express their views on the building being granted category A status.

Eaglais Ghàidhlig Chaluim Cille / St Columba Gaelic Church in Glasgow reproduced under Creative Commons Attribution Share-alike license 2.0
Attribution: David Dixon / St Columba Church of Scotland / CC BY-SA 2.0



Complaints handling and information requests

Complaints

Our guidance on complaints handling procedure is available from [our website](#). The guidance was updated last year in line with the new model complaints handling procedure provided by the Scottish Public Services Ombudsman.

This year we received seven formal complaints. Four complaints were handled under stage one (frontline resolution). One of these complaints was upheld. It related to a vehicle partially blocking access a field entrance in a rural location and we agreed to ensure that staff who travelled took care to leave space for large agricultural vehicles when parking.

One complaint was partially upheld where an applicant was unhappy with our manner and the time taken for us to provide advice. We acknowledged that it was a difficult conversation and we agreed when we would provide our advice.

Two stage one complaints were not upheld. The first was about a perceived change to our Canmore interface. We had not made changes but were able to suggest how the complainant could change their display settings. The other complaint was about repairs to a monument in private ownership, and we explained our role and responsibilities and those of site owners.

Three of our formal complaints were handled under stage two (investigation) of our complaints handling procedure. Two of these complaints were partially upheld.

The first related to data from a long-term project not meeting the expectations of the community groups involved. We are working with these groups to resolve the issues they have raised.

The other complaint had two elements to it. One related to us not responding within the appropriate time period, which we accepted. The other element sought a clearer position on a proposed roof covering. We acknowledged that the advice we had provided could have set out our position more clearly, but that with the information available we still could not provide the answer sought by the complainant.

The third stage two complaint was not upheld. This related to a customer being unhappy about the fees we charge for our images, and we explained the reasons for our fees.

Information requests

We received 27 information requests; all were handled under the Environmental Information (Scotland) Regulations 2004. Of these, the information was released for seven, partially released for 16, withheld for three, and not held for one. No reviews of our decisions were requested.

Most of these requests related to information about heritage assets, their designation or advice/decisions we have given as part of a change management process. We also had one request about our Commemorative Plaque Scheme and another about the transfer of archaeological information to the Ordnance Survey.

G. SERVICE STATEMENTS AND JOINT WORKING AGREEMENTS

Joint working agreement between Scottish Forestry, HES, NatureScot and SEPA

In early 2022, we agreed the terms of a Joint Working Agreement between Scottish Forestry and its statutory consultees. This agreement supersedes all other previous individual Concordats or Joint Working Agreements between Scottish Forestry and the other agencies. It will be reviewed in 2026.

The Agreement explains how Scottish Forestry and their Statutory Consultees will work together effectively to deliver forestry alongside historic environment, biodiversity and water policies and legislation.

The aim is to promote a more integrated approach to creating and managing Scotland's forests and woodlands, ensuring this takes account of other important factors and assets whilst contributing to economic growth, social wellbeing and environmental improvements.

The Agreement also promotes good working relationships, better mutual understanding, stronger cooperation and clear channels for advice and consultation on policy development and the implementation of forestry consents and approvals.

Section 17 management agreements

Section 17 of the Ancient Monuments and Archaeological Areas Act 1979 gives HES powers to enter into an agreement with other parties in relation to the maintenance and preservation of a scheduled monument. All works specified within such an agreement have deemed consent under the Ancient Monuments (Class Consents) (Scotland) Order 1996, and do not require separate scheduled monument consent. Works carried out within a section 17 agreement are audited on a yearly basis to ensure compliance.

The HES Heritage Directorate has an existing Section 17 agreement with the HES Conservation Directorate for minor maintenance works on scheduled monuments across the HES Estate. This was updated in August 2020 to include a temporary annex of minor works required across the estate to enable properties to re-open in a Covid-19 safe manner. A further update of this agreement is in process to assist with the high-level masonry inspections and repair works that may be required across the HES estate.

After signing a [ground-breaking section 17 agreement](#) with Scottish Canals last year, we have explored how we can expand the use of these agreements with other occupiers.



H. ENGAGEMENT WITH SERVICE USERS

Increasing engagement in decision-making: St Rollox Locomotive Works

This example demonstrated the value of engagement in promoting heritage value, enhancing our record, and facilitating discussion about future use.

First built in 1854-56 then remodelled and enlarged in the 1880s, St Rollox Works is a rare surviving example of a major centre for locomotive manufacture and repair. Consisting of 12 adjoining workshops, the building retains much of its historic character and fabric, including 19th century structural ironwork and internal fixtures. It is now the only building of this type to survive in Springburn, Glasgow - formerly one of the world's main centres of locomotive construction.

We carried out a consultation on our proposal to list the St Rollox Works. We received a total of 17 responses to the consultation. 16 responses were in favour of designating St Rollox as a listed building. The comments contributed to our knowledge of the building and our understanding of how St Rollox is valued.

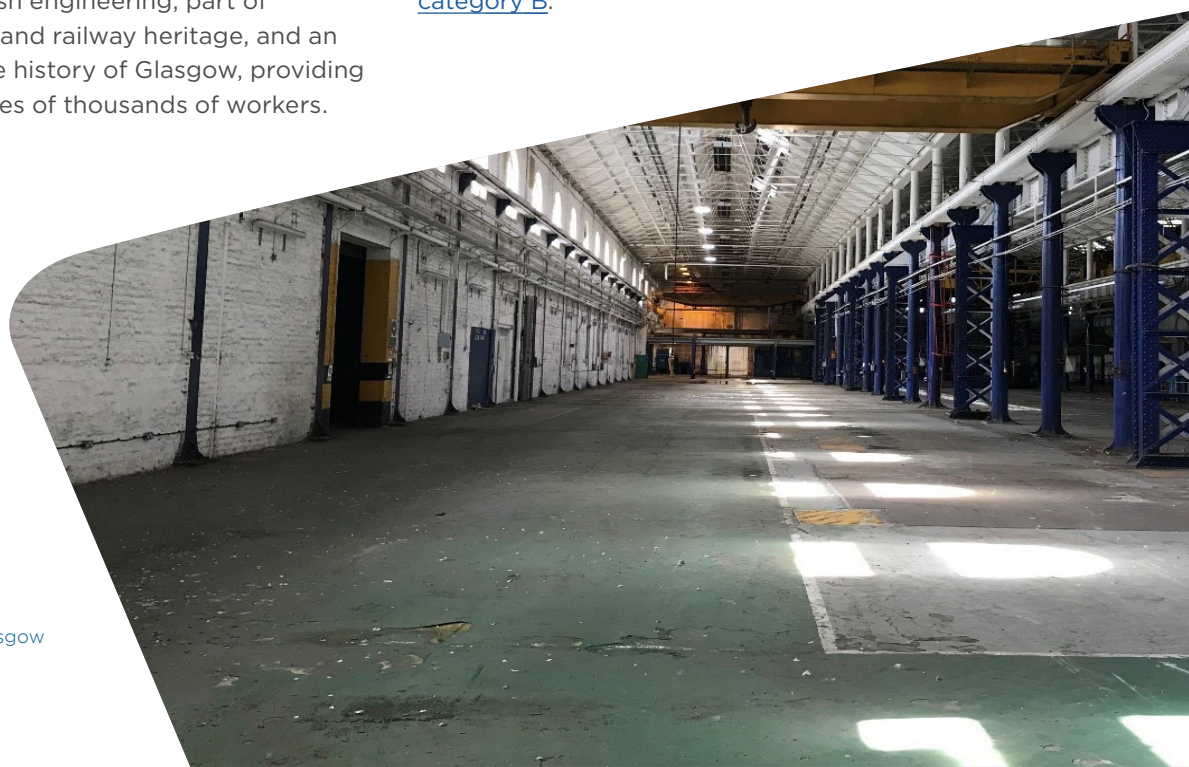
Respondents described the former locomotive works as an important piece of history representing a golden age of British engineering, part of Scotland's industrial and railway heritage, and an important part of the history of Glasgow, providing a window into the lives of thousands of workers.

Comments highlighted the overwhelming external and internal architecture of the rail sheds and provided information on the use of the site during the Second World War. Some respondents expressed hope that an appropriate use for the site could be found so that its heritage could be preserved.

We made some changes as a result of the comments received - for example, we changed our assessment and the listed building record to note the role of the locomotive works for military manufacture during the Second World War.

One comment queried the potential for change to the building for alternative use, including the potential acceptability of sub-dividing the space, covering some of the tracks and pits and demolishing two of the smaller sheds. This facilitated engagement with our Planning, Consents and Advice team and we provided general comments on the principles of adapting the internal space and replacing roof materials and indicated how we could engage in more detailed discussions about adaptive reuse once development proposals are more advanced.

After considering the comments received during the consultation, we have [listed the building at category B](#).



Engagement in design review panels

We regularly participate on panels to review and offer advice on design options. We aim to support good development and achieve positive outcomes for the historic environment where possible. This includes contributing to Architecture and Design Scotland's review panels and workshops and participating Local Authority Urban Design Forums.

Engagement on policy and guidance development

A key focus for this area of work this year has been to support the preparation of NPF4 and related policy and guidance development in collaboration with the Scottish Government, Key Agencies, industry representatives, Heads of Planning Scotland and other partners across the planning system. This included participation in a series of online events based around the key themes emerging from NPF4 (how to create Sustainable, Liveable, Productive and Distinctive places) as well as a series of events focused on some of the candidate national developments and the areas of action around the country.

Our own policy and guidance development remained on hold for much of the year due to the ongoing impacts of Covid-19 and the reshaping of some of our internal operations. However, we have continued to work with a range of partners on the monitoring of existing policy and guidance.

This has included commissioning external consultants (Lichfields UK) to undertake a study to provide evidence-based recommendations that inform best practice in the designation and management of Inventory battlefields in the planning system. Marking a decade since the introduction of the battlefields inventory, the project involved looking at battlefields' policies, guidance, and planning casework across Scotland. The project team also held discussions with a wide range of interested parties.

We will be publishing the report and recommendations on our website and seeking feedback on the recommendations. We will then be developing our response over the next year. Any actions we propose in relation to our role will be subject to public consultation.

We also worked with a range of partners throughout the year on the development of their own guidance, which is seeking to support the successful delivery of planning services across Scotland.



Commemorative stone near Wallyford, to mark the Battle of Pinkie in 1547

CASE STUDY

PEATLAND RESTORATION & PLANNING GUIDANCE

Peatland restoration is high on the international agenda, and across the UK extensive targets for restoration are being set by all governments (national and devolved), exceeding 320,000ha by 2030. Overall, this development is positive as restoration can safeguard and enhance biodiversity, ecosystem service provision, and carbon storage/sequestration.

Restoration has been brought to prominence by increasing understanding of the quantity of carbon held in global peatlands, how the degraded nature of global peatlands puts carbon stocks at risk, the cost-effective opportunities that restoration provides for reducing CO2 emissions from decaying vegetal matter, and the potential to return global peatlands to active carbon sinks.

However, ambitious restoration targets, and restoration techniques that range from low impact (seeding eroded surfaces) to highly invasive (sub-surface bunding), can pose risks to peatland cultural heritage. Archaeological and palaeoecological records, historic cultural associations, place names and folklore are intrinsically bound into peatland landscapes.

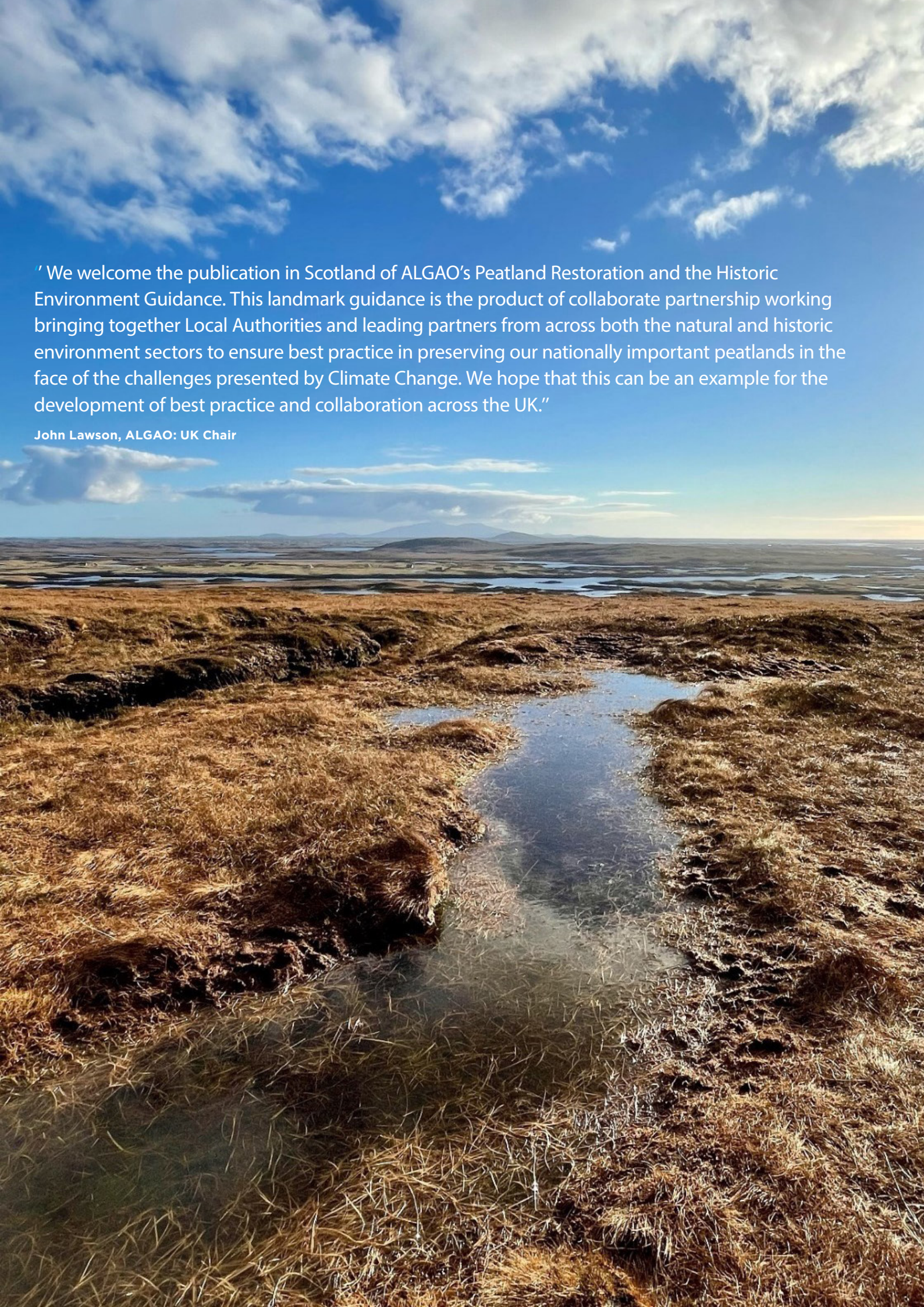
Human activity over thousands of years has left indelible marks. Prehistoric and historic drainage and peat-cutting began the long-term degradation of ecosystems, leading to the need for modern intervention. Despite this, peatland cultural heritage can be rich and well-preserved, the anaerobic nature of histosols preserving organic archaeological material absent from other ecosystems. Damage to this record, either through ongoing degradation or directly through unmitigated restoration procedures, could result in the loss of these important remains.

Throughout the past year we have worked closely with partners to develop mitigation strategies for both managing this risk and highlighting the opportunities that could stem from restoration. This includes helping to put in place a system of archaeological oversight and mitigation to reduce operational risk for restoration projects. In turn, this reduces the chance of interacting with archaeological sites unnecessarily.

We have also looked at ways for restoration activities to help identify new discoveries. A recent example was the discovery of an undocumented stone row and two rock art panels discovered by Peatland ACTION and subsequently considered for designation.

The Scottish Government have set a target of restoring 250,000ha of degraded peatlands by 2030, with a £250,000,000 price tag. This work, undertaken by Peatland ACTION, is now being supported by HES with technical advice and training. Our aim is to smooth the way for restoration by upskilling the sector, while providing a robust level of screening provision under Permitted Development Rights (PDR) which were reformed last year to make it easier to take this important work forward.

In support of this, we have worked with the Association of Local Government Archaeological Officers who have led the production of new [planning guidance](#) on how to best identify and mitigate risks to historic assets and places when scoping projects and undertaking works. The process of developing this guidance and the resulting publication has been incredibly helpful for identifying and putting measures in place to best support peatland restoration across Scotland.



' We welcome the publication in Scotland of ALGAO's Peatland Restoration and the Historic Environment Guidance. This landmark guidance is the product of collaborate partnership working bringing together Local Authorities and leading partners from across both the natural and historic environment sectors to ensure best practice in preserving our nationally important peatlands in the face of the challenges presented by Climate Change. We hope that this can be an example for the development of best practice and collaboration across the UK."

John Lawson, ALGAO: UK Chair

SERVICE IMPROVEMENTS

Progress on Service improvement actions for 2021-22

1 Improving our service by developing a human rights approach to our work on equality and diversity.	
Planned outputs	Was the service improvement achieved?
We will publish the final version of Talking About Heritage.	Achieved – Talking About Heritage was published just beyond this reporting period, on 30 April 2022.
We will update our project documentation to ensure that inclusivity is taken into account at the initiation stage of any new policy and guidance.	On hold – This work has been on hold until we are ready to resume to production of new or updated managing change guidance notes.
We will review our advice letters to ensure we use inclusive language, and improve their readability, initially with training programme on plain English.	Partially achieved – A project to review our advice letters is currently underway but has not yet concluded.

2 Administering our designations, advice and statutory consultation functions and scheduled monument consenting regime efficiently and transparently.	
Planned outputs	Was the service improvement achieved?
We will publish and implement the findings of our joint NatureScot Customer survey. In doing so, we will review our approach with NatureScot, to ensure it is fit for purpose and relevant moving forward.	Partially achieved – we are currently reviewing how we gather customer feedback and hope to issue a new customer survey during the coming year.
In line with the NatureScot/HES Joint Customer Survey we will work with our focus group to look for ways to improve clarity and conciseness and look for ways to improve consistency of advice within and across HES.	Achieved – we have reviewed the feedback provided in the customer survey and taken action where needed. As above, we are currently reviewing how we gather customer feedback on an ongoing basis.

<p>We will finalise a programme for a structured approach to revising our suite of Managing Change guidance documents and prioritising new documents where needed. The first batch will be progressed this financial year with a view to consultation, publication and monitoring.</p>	<p>Not achieved - This was not achieved because of staff changes and a reorganisation of the Heritage Directorate which affected our ability to progress this area of work.</p>
<p>We will continue to improve engagement with the designations process via release of a video about listing - 'What is a listed building' and an infographic on the consultation process for designations. These will be embedded in the HES Corporate website. We will seek to develop further videos to explain other designations and how people can engage with designations.</p>	<p>Achieved - Various projects to enhance engagement with designations have been taken forward during 2020-21. This includes gradually increasing our use of our decisions Hub where we now regularly add all consultations for new designations and proposals to amend existing designations where there is a wider public interest in the outcome. We also promote the initiation of designation projects and significant cases, using the Citizen Space facility to gather evidence about the cultural significance of sites and places to inform decisions about new designations.</p>
<p>We will begin a 12-month survey of owners, occupiers and land managers of scheduled monuments, gathering feedback on the benefits of our Scheduled Monument Condition Monitoring Programme.</p>	<p>On hold - condition monitoring survey not yet progressed due to staff absence and resource issues</p>

<p>3 Leading HES planning response highlighting where the historic environment can make a significant contribution to a green economic recovery after the Covid-19 crisis.</p>	
<p>Planned outputs</p>	<p>Was the service improvement achieved?</p>
<p>We will continue to support the HES corporate position on the Green Recovery and the drafting of a Statement setting out what HES contribution is and the relevance of the historic environment to supporting future inclusive growth. The resulting Green Recovery Statement is scheduled to be published late 2021/early 2022.</p>	<p>Achieved - We published our Green Recovery Statement in April 2022. This Statement supports the green principles set out by the Scottish Government and highlights seven key areas where the historic environment can help deliver an economic recovery.</p>

<p>We will continue to identify the wider benefits of the historic environment in our advice on Green Recovery and Placemaking, highlighting where the historic environment can make a difference to social and economic</p>	<p>Achieved - highlighting the wider benefits of the historic environment was a key priority for our engagement with NPF4, and we also published a series of case studies to highlight the key areas where our historic environment supports the green principles set out by the Scottish Government and</p>
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**4
Providing advice during the development of Scotland's National Planning Framework 4 and its incorporation of Scottish Planning Policy, as required by Scottish Government Planning and Key Agencies, and also support the implementation of the Planning (Scotland) Act 2019.**

Planned outputs	Was the service improvement achieved?
<p>We will continue dialogue with Scottish Government and influence the drafting of NPF4 to ensure the historic environment is considered proportionately within the planning system. We will support the delivery of the full consultation draft expected in Summer 2021 and laying before Parliament in Autumn 2021.</p>	<p>Achieved - We provided evidence to the Scottish Parliament and worked closely with Scottish Government and a range of stakeholders on the emerging NPF4 and provided detailed advice on the Draft NPF4 in March 2022.</p>
<p>We will work with Government and Key Agencies on secondary legislation and guidance to support the implementation of the Planning (Scotland) Act 2019.</p>	<p>Achieved - Throughout 2020-21 we continued to work with the Key Agencies Group on several aspects of planning reform, focussing on the new regulations and guidance for Local Development Planning as well as the emerging draft NPF4 where we provided a joint statement on how we will collectively support its preparation and delivery. We engaged with Scottish Government and Heads of Planning Scotland on how we can work together to improve planning services across Scotland.</p>
<p>We will consider our engagement and approach to local place plans to ensure the contribution of heritage is delivered at the right time at the right place.</p>	<p>Achieved - We have worked with fellow Key Agencies on ways we can support Local Place Plans, and we gave advice to Scottish Government on the draft regulations and associated guidance. To coincide with these plans coming into effect, we also updated our website in January 2022 with information on Local place Plans and with sources of information and advice for communities groups.</p>

5 Working with local authorities and key agencies to identify more efficient and effective working practice.	
Planned outputs	Was the service improvement achieved?
We will continue to support BEFS in their reconfiguration of a local authority heritage forum.	Achieved - We have supported BEFS in facilitating local authority heritage fora and have participated in discussions with the Conservation Officers Group . We have also worked closely with BEFS and their member organisations as part of the engagement on the draft NPF4.
We will engage with individual local authorities to seek feedback on our service and identify areas for improvement.	On hold - engagement with local authorities not yet progressed due to staff absence and resource issues.
We will seek to utilise remote working methods to improve efficiency in casework.	Achieved - We have continued to respond to customer feedback and identify ways to improve the efficiency of our services. This has included embedding digital ways of working that were instigated by our response to the covid-19 pandemic.
In line with the results of the NatureScot/HES Joint Customer Survey we will work with our partners to identify opportunities for more collaboration.	Achieved - We have collaborated with a range of partners throughout the year, particularly on the emerging draft NPF4 and the Key Agencies placemaking group (see case study 6).

6 Monitoring the impact of the Historic Environment Policy for Scotland (HEPS)	
Planned outputs	Was the service improvement achieved?
We will develop a framework to monitor the effectiveness of HEPS and develop a reporting process on its performance.	Partially achieved - We have developed a methodology and indicators to help us monitor the performance and influence of HEPS, but have not yet completed evidence gathering or analysis.

7 Increasing efforts to reduce heritage crime	
Planned outputs	Was the service improvement achieved?
We will continue to build strong relationships with our partner agencies – Police Scotland, Treasure Trove, Crown Office and Procurator Fiscal Service.	Achieved – we are continuing to work closely with these bodies
We will support the work of the Scottish Heritage Crime Group.	Achieved – we continue to liaise with the work of the Scottish Heritage Crime Group
We will offer support to owners of scheduled monuments by providing free signage warning of the offence of damaging scheduled monuments.	Achieved – we have continued to roll out signage to owners of scheduled monuments, either erecting it ourselves or providing signs for owners and occupiers
We will publish guidance on the damaging effect of wild camping on scheduled monuments	Achieved – guidance published on our website
We will publish guidance on the requirement for scheduled monument consent for magnet fishing on Scotland’s scheduled canals and waterways.	Achieved – guidance published on our website.
We will begin a 12-month survey of owners, occupiers and land managers of scheduled monuments, to gather further information on the nature and extent of heritage crime across Scotland.	On hold – Heritage Crime survey not yet progressed due to staff absence and resource issues.
We will draft and consult on guidance on Heritage Crime, which will give an overview of heritage crime in Scotland and how it is tackled through a multi-agency response.	On hold – guidance on Heritage Crime paused due to staff absence and resource issues.
We will draft and consult on a revised version of our Metal Detecting and Scheduled Monuments – The Law leaflet which will provide updated guidance on Metal Detecting in Scotland.	On hold – we have published guidance on our website that dates from 2018.

Service improvements 2022-23

Looking forward to 2022-23, we anticipate a range of challenges emerging as part of continued covid-19 recovery and factors relating to the delivery of NPF4, new Local Development Planning regulations and the implementation of other planning reforms. Because of this and a range of related factors, we are anticipating a continued increase in casework activity, both in terms of the number of applications and consultations coming to HES and its complexity.

We also have some service improvements from the past year that we have partially achieved or put on hold which we hope to return to during 2022-23. Whilst much of the next reporting year will be focussed on addressing the challenges outlined above and our outstanding service improvements, we also hope to also make progress in a further 8 key areas.

	Service improvement actions for 2021-22	Planned outputs or measures
1.	Analyse our Planning, Consents and Advice Service, identified future workforce needs, and adapt our service to address changes to the planning system, new ways of working, and increased level and complexity of casework. We will also review our reporting methods for decisions we take and advice we provide. We will do this in conjunction with any wider reviews to the planning performance framework templates and the work of the new National Planning Performance Co-ordinator.	<ul style="list-style-type: none"> • Implemented changes to our service as identified in our analysis of future need. • Survey feedback: the service we provide meets the needs of our customers, stakeholders, and the public. • Reviewed reporting measures for casework activity and supported the work of the National Planning Performance Co-ordinator where relevant.
2.	Begin standardised annual stakeholder and public surveys to give us long term baseline information about our services and how we can improve them. We will also explore other ways of gathering on-going/real-time feedback from our customers.	<ul style="list-style-type: none"> • Developed and delivered annual customer survey and monitoring framework. • Developed and delivered supplementary customer feedback mechanisms for specific services.
3.	Review the purpose and focus of the Buildings at Risk Register.	<ul style="list-style-type: none"> • Surveyed Buildings at Risk Register users & stakeholders and refreshed our service.
4.	Review our letters and the general advice they contain.	<ul style="list-style-type: none"> • Revised response templates in use.
5.	Train more colleagues in plain English.	<ul style="list-style-type: none"> • Measured via survey feedback on whether the advice we provide is clear and easy to understand.
6.	Publish our regulatory framework which will set out our principles for regulation.	<ul style="list-style-type: none"> • Published Regulatory Framework.
7.	Developed a consultation and engagement protocol for our designations service.	<ul style="list-style-type: none"> • Published consultation protocol.



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HISTORIC
ENVIRONMENT
SCOTLAND

ÀRAINNEACHD
EACHDRAIDHEIL
ALBA

Historic Environment Scotland
Longmore House, Salisbury Place
Edinburgh EH9 1SH

0131 668 8600
historicenvironment.scot

Historic Environment Scotland – Scottish Charity No. SC045925
Registered Address: Longmore House, Salisbury Place, Edinburgh EH9 1SH